

Social Protection and Poverty Alleviation Management

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Abstract— Data of Indonesian Statistic Central Committee in 2017 showed that the population in Indonesia who still lived in poverty reached 27.77 million people. The poverty is the condition of the society who cannot afford to fulfill their basic and other needs. The social, economic and political cripples affect the acceleration of the society's multidimensional poverty and ignorance which need comprehensive management. In this case, the government has to give protection and social service to citizens who live in poverty economically, socially, politically, and culturally based on the regulations. In fact, several programs of the social protection have been done since the New Order era of the government, but they are not explicitly managed under a social protection system to build wholly and fairly, so that they have to be in accordance with the documents of the government's plans for implementing the periodical programs.

The social protection has four elements: providence, prevention action, promoting action, and transformative role. To strengthen the programs of poverty alleviation management, the government has to support the action of mental revolution by redesigning programs which enable the changing of the poor society mind set to be productive, autonomous, prestigious dealing with the social programs which are supporting the society to care for health, education, family planning, and promote the social solidarity in the society. The Moluccas are the archipelago areas that geographically have difficulties in reaching the remote areas, so optimizing and strengthening the one-door system needs to be applied throughout villages. Moreover, the roles of restructuring in the villages and sub-district levels, strengthening the system of inter service institutions, empowering the program givers and receivers, increasing the whole and integrated system have to be done.

Keywords— social protection, poverty alleviation management

I. INTRODUCTION

Social problems are phenomenally seen in the midst of society life. So, if some people or society have managed their social welfare, it does not mean that they have managed their social problems, because it's still possible for seeing some people or society who are having new social welfare problems. It's even possible for seeing some people or society who are having social welfare problems and have managed the problems but they are still in tangled with the problems if they are not helped further. Therefore, ideally, managing the social problems have to be done continually.

The data of Indonesian Statistic Central Committee in 2017 shows that the population in Indonesia who still lived in poverty reached 27.77 million people (10.64% of total

population in Indonesia). It indicates that there are still a lot of society who live in poverty. The Indonesian Statistic Central Committee shows that poverty is still a phenomenal problem in the history of Indonesia. The poverty issue is a serious issue. The Indonesian society who live in poverty was bad during the economic crisis in 1998. After the economic crisis was getting better the society who lived in poverty was even worse. The poverty problems are complex and multidimensional that need the whole and comprehensive management which cover various aspects of society life. Poverty shows incapability of the society in fulfilling their own basic and other needs. The social, economic, political cripples affect the acceleration of the society's ignorance and poverty.

The constitutions implicitly shows that the government is responsible for every citizen. It means that the government gives the social protection and service to the society economically, socially, politically, and culturally.[1] In reality, the government has not yet given the protection to the citizens. It may be seen in the various policies which are not supporting them and become a bad picture that Indonesia has failed to protect the citizens. Citing from Adam Smith, it is said that the task of the government is to support and create economic welfare for all citizens. It indicates that the government has full responsibility for increasing the citizens' standard of life. The society welfare is the ideal condition expected by everyone. Therefore, many efforts are done to have a better life. Besides increasing the society's standard of life, various efforts are done to alleviate the factors that hinder us from achieving the ideal condition. Many efforts are done for a change and improvement dealing with the poverty issue. The effort of changing and improving to increase the society's life by having *Nawacita* program, the government give social protection to strengthen areas and villages, increase life quality and do the social restoration. The meaning of the *Nawacita* three important elements shows the seriousness of the government to alleviate the poverty and the gaps between central areas and villages, and to increase the culture of social solidarity for social protection.

Social protection is an important element in the strategy of social policy to alleviate the level of poverty and the multidimensional gaps. Broadly meaning, social protection may be described as a whole action, done by not only the government but also the non-government organizations, in order to fulfill the needs of especially the people who live in poverty, to protect people who are vulnerable to face the risky life, and to increase the marginalized society's social status and

rights. The social protection refers to all processes, policies, interventions, and involvements of various sectors (government, non-government organizations, civil community). The policy of the social protection is set up especially for alleviating the impacts of the shaking conditions or to enable people to face the risks might happen. Not all risky problems in the midst of society may be managed by having the mere policy of social protection.

The social protection system done in Indonesia has been a long way of journey. The programs which are considered to be the social protection programs have been done since the New Order of the government era, even though they have not been managed explicitly in a social protection system. The Indonesian social protection systems are to support for building up the society thoroughly and fairly. So far, the Indonesian social protection systems have been written in various plans and strategic documents as the Master Plan of Poverty Alleviation Acceleration in Indonesia and Social Protection Floor. The plans from various parts are important for being in accordance with the documents of the government plans as the base for implementing the programs in the future.

Based on the regulations No. 25/ 2004 about the System of the National Development Plan, there are three stages of the development plan in Indonesia: the Long Term Development Plan, the middle Term Development Plan, and the Short Term Development Plan. The Long Term Development Plan is formulated in the Document of the 2005-21025 Long Term Development Plan. The Middle Term Development Plan is formulated in the Document of the Middle Term Development Plan set up every five years during the long term development period. The short term development plan is formulated in the document of Work Plan of the government set up every year. Today, Indonesia is entering the 2015-2019 implementation period. This identification of the potential and plans towards the Indonesian Social Protection system development, then, is very important for being continually done.

The Social protection programs in Indonesia so far are still done and kept going on. There are still the social protection programs in Indonesia which are done partially. Having the Regulation No 40/ 2004 about the system of National Social Security System followed by having the Regulation No 24/ 2011 about The Executive Committee of Social Security becomes an important moment in the journey of the integrated Social Security System done in the future. As the social security system, the program of social support in Indonesia also needs to be developed and transformed. By developing and transforming the programs of social supports and security, it is expected that the alleviation of poverty, the fulfillment of basic rights, and protection for the citizens in facing the social economic shakes in Indonesia will be manifested.

II. METHODOLOGY

This research is using a literature review. Selected scientific papers and books reviewed were used as primary resources to construct perspective on a single research topic. It follows some research steps, i.e. a) collecting literature according to the research theme; b) gathering data from literature as research aim and scope; c) systematizing collected data; d) classifying

data for interpretation; e) evaluating and eliminating data according to data classified; f) analyzing data using hermeneutical constituents.

III. RESULT AND DISCUSSIONS

A. Government programs for the society

Guhan sees that social protection has the broader components. It consists of the protection, prevention, and promotion components. The protection component consists of policies to ensure the minimal welfare level of the afflicted society.[2] The prevention component consists of policies to prevent the people who are vulnerable to fall into the under-standard welfare level. The promotion component consists of policies to alleviate the vulnerability of every person in the future. The social protection is also seen as having the role of transformation, that the social protection is expected to be able to increase the marginalized status to have a chance of life.

One of the broadened concepts of the social protection to the transformative role is described by Sebates-Wheeler and Devereux (2007).[3] According to them, the social protection has four elements, they are: the providence, actions of prevention, actions of promotion, and the transformative role. The element of providence consists of social risks management action for the vulnerable families. The promotion element consists of the whole intervention of the government in increasing the income and capability of every citizen. The transformative element consists of actions that improve and increase the relationship of inter users to support the group of vulnerable society.

The efforts done by government are in order to alleviate poverty by providing various kinds of programs for the poor and vulnerable society. The government's programs are the programs of empowerment and social protection. The programs are as: the policy of developing and strengthening the system of basic service providence, increasing the effectiveness of the Bidikmisi Program, Social Assistance Management (Indonesian Health Card / KIS, Indonesian Smart Card / KIP, Welfare Family Card / KKS), the next programs, the extension of the social security participants and the integrated population data. Some of the poverty alleviation managements is considered to be successful, they are, the given required cash support, rice transformation for the welfare family, the continuous subsidy of energy and fertilizer, the support for health insurance contribution, educational aids, and other social aids out of social security and family system done to alleviate the poverty.

To strengthen the programs of poverty alleviation management, the government also supports the policy dealing with mental revolution, they are:[4]

1. Redesigning the programs which enable the change of the mindset of the poor society to be productive, autonomous, and prestigious.
2. Connecting the social programs which support the poor society for caring for health, education, and family planning.
3. Promoting the social solidarity in the society.

The poverty policy dealing with the mental revolution is a policy that gives a space for the poor society to find again their own potentials that may access various kinds of services to fulfill their basic needs through the programs provided.

B. The Implementation of the one door integrated services in Maluku

1. The role of the government in implementing the system of the one door integrated services

Indonesian government has established a National Team of Poverty Recovery Acceleration in 2010. The goal of having this team is to coordinate all ministries involved in the programs of social aids and protection, and to integrate all of the programs of poverty recovery to develop the more comprehensive and efficient system. The National Team of Poverty Recovery Acceleration has set up several basic policies to alleviate poverty, they are; the policy of the determined target; the policy of proposing program aids; the policy of the Supervisor of program implementation; and the policy of evaluating and monitoring. The policy of the determined target is to set up a list of potential programs. The policy of proposing programs is to prevent double social program aids. The policy of the supervising program is to ensure to reach the goal effectively and efficiently in doing social protection programs. The policy of monitoring and evaluating will help to ensure the searching the indicators of successful programs and see the reaching and impacts all dimensions of the programs (the awareness, management, access, poverty alleviation, etc.). By having a good cooperation with 12 ministries and national institution, the National Team of Poverty Recovery Acceleration has developed the basic data for setting up the target of program aids of social protection. The development of coordination of the basic data involve Ministry of Home Affairs, Ministry of Finance, Ministry of Social Affairs, Ministry of Health, Ministry of Education, Ministry of Public Work Affairs, the Statistic Central Committee, and the Special Unit of Supervising and Controlling the Development.[5]

The National Team of Poverty Recovery Acceleration also make a mechanism plan of general target and form an integral aids basic data of social protection based on a set of data: the collecting data for social protection programs, the population census, the National Survey of Social Economic, the Survey of Laborers, and the Survey of Health. However, the integrated information in the basic data of the surveys they have to be improved, because they are not done at the same periods. In the integrated basic data, some are still inaccurate that need progressive correction.

The National Team of Poverty Recovery Acceleration is in cooperation with the Team of Coordination for Regional Poverty Alleviation in the level of Province and Regency.[6] This Team is formed based on the decision of the Governor and the Person who is in charge of the Regency and the Mayor. The Team of Coordination for Regional Poverty Alleviation has been formed throughout the provinces and regencies all over Indonesia. However, the team did not function optimally because of the uncertainty in the job description, analysis

methods and instruments, good leadership and the source of the budget. Consequently, The Team of Coordination for Regional Poverty Alleviation only had the meetings twice in a year. Also, the National Team of Poverty Recovery Acceleration did not have a mechanism work to monitor and evaluate the performance of the Team of Coordination for Regional Poverty Alleviation.

Indonesia has applied the regional autonomy system since 2001. The regional autonomy system has given a greater authority to the government in the regency and city level to manage their regions based on the conditions and characteristics of each region. The regional government has the authority to propose a policy and determine a regional policy based on the needs of the region. However, the authority is not supported by having proportional budget allocated from the central government. Based on the government regulation no. 38/2007 about the Government Authority Description, the central government gives a mandate to the regional government to develop social protection system based on each regional consideration, especially, to keep on facilitating in accordance with the implementation of national programs. Also, the regional and provincial governments have the rights to develop each own additional regional program. A lot of regions and provinces have developed their visions and strategies to extend the scope of social protection to informal economic sectors, increasing performance of informal sectors, and progressively formalize informal economic sectors. Several regional regencies and cities have developed the additional scheme or supplementary scheme which provide additional advantages / aids or the extended programs to groups of population who have not joined in the programs. The government of regency / city has covered health assurance programs in 13.5% out of the total population in Indonesia. The five programs have been done in almost throughout of provinces, except in Gorontalo, Papua and West Papua.

The government in the Moluccas has had protection programs, they are: the One Roof Service of Manpower Protection programs, Health Protection Programs, and Social Protection Programs. The system of One Roof Service has been done but it's not yet done in all of the Moluccas. The central government programs are expected to alleviate the poverty in the regions, but they have not reached the whole society who may enjoy the impacts of the programs. Actually, the One Door integrated Service System or the Integrated Reference System have been done almost in all over regions of Indonesia, but they are not really successful, including in the Moluccas. The province of the Moluccas has the protection programs, but they are not implemented thoroughly in all regencies/ cities. The system is just implemented in Ambon City as the capital city of the province. Even though, this system has been implemented in Ambon, but it does not reach most people of the society, especially, who are in remote accessibility. As mentioned above, many programs are done for the poor society, but so far the poverty in the Moluccas has not yet been recovered well.

Based on the data of Statistic Central Committee, the Moluccas is in the 4th rank after Papua, West Papua, NTT, and NTB. It indicates that not only the Province government but

also the regency/city government have not yet been serious in managing the poverty alleviation. The number of the Moluccan population who lived in poverty in September 2017 were 320.42 thousand people (18.29%). Comparing with the number in March 2017, the number of the poor people were decreasing up to 90 people, and in September 2017 the percentage of the people who lived in poverty in the Moluccas were also decreasing up to 0.16 points.

2. Challenges and Obstacles

Geographically, the Moluccas is the Province of archipelago which consist of small islands with the population of 1,715,548 people (data of the Statistic Central Committee in 2017) who spread out all over the eleven regencies/cities. The far scope of control affects the implementation of social and empowerment programs to the society from the government may not be done well that the receivers of the programs may not accepts the advantages of the government programs. Moreover, the transportations provided by the government from one place to another are not accessible to the society, especially to the poor people. Even though the Working Team of Regional Poverty Recovery has been formed as the further agent of the central government in the regional areas for poverty recovery, the team has not run well, and all of the districts in the Moluccas even have not yet had the Working Team of Regional Poverty Recovery. Also, the great obstacles of the government programs, especially in the remote areas are the extreme climate.

The understanding of the government programs which are not thoroughly done by the society makes them not in accordance with the main purpose of the programs. The social protection programs in Indonesia are not supervised and evaluated well, that the implementation of the programs are not efficient, it lacks of the advantages received by the whole needy society, and there is miss-target determination of advantages of the program receivers. Also, the very wide district areas become the main factor for the government in implementing the programs thoroughly that only part of the people who have the benefits of the programs.

The distributing government programs are not in accordance with the characteristics of the districts where the receivers of the benefits of the programs are not in accordance either with the time target determined. The failure of the program implementation is also because of inaccuracy fact finding data of the beneficial program receivers taken from village members leaders.

The information system which is not spread thoroughly has been an obstacle for the receivers who will have the benefits of the program because the process of the registration uses the methods of a certain finding target which is known only by the government. The fact finding data is not systematically done that the people who are supposed to be the receivers they are not listed in the registration of the receivers.

C. Scheme of the poverty alleviation

1) Restructuring the role in villages and sub-district levels

In order to alleviate the poverty from the upper course to lower course, the steps to be taken are by managing the role of villages' staff and the sub-districts staff. So far, the programs from the ministry to the regionals reach only in the capital city of the province. The program implementation reaches only in the regency level, it does not reach the sub-district and village areas. The staff members of the areas do not do the programs optimally and they do not do the fact finding data well and they do not give information dealing the programs. For example, it happens in the East of Seram with villages of the surrounding areas, where the poor people are not able to have the benefits of the government programs, like KIP, KIS, BLT and rice for the poor and BPJS, while in the other areas, they receive social protection and aids. The specific cases like these may be found in the remote areas, where they are hard to reach. Therefore, restructuring the role of the staff in the village and sub-district level are important, that it will be easier for doing the data processing and program implementation to the society, especially to the poor people.

2) Strengthening the system of the service inter-institutions

Since the regional areas are given the freedom to take care of their own life by themselves, they have great authority to implement the social protection programs and empowerment for the poor people. Even though the regional areas have the authority in implementing the programs, they are also limited to having the central policies, especially under each ministry.

Program implementation in the regional areas is often not in accordance with each ministry that makes the implementation tends to be partial. The process of poverty recovery is not maximally done. By having the Regional Development Plan Committee, the central government should coordinate with formal staff technically to implement the programs in the field. So far, the system of Service inter-institutions has been done, but it's not maximally done. Therefore, strengthening the system and having cooperation in implementing the programs are needed. Strengthening the system of the institutions is necessary that in the process of implementing the programs there will be mutual supports and synergy.

A lot of programs have other staff members in their own community and they only focus on their own regional target that they lack of relations with each other programs. The government administration efficiency becomes overlapping on the household level. The process of poor household identification and their registration, dissemination of information, and collecting contribution are done separately in each program.

Basically, forming the Coordination Team of Regional Poverty Recovery (led by the Vice Governor, Vice Regency Person and Vice Mayor on the level of Province/Regency/City) is a starting step to improve the coordination mechanism among the regional administration staff, but this team fails to coordinate various regional units of technical work involved in the social protection programs. Many cases of the Coordination Team of Regional Poverty Recovery are not

supported by the proportional budget structure to implement the operational programs.[7]

The synergy of relations among official staff will help the implementation of the Integrated Reference System among the official staff involved on the level of villages, sub-districts and regency. In implementing the government programs, the people of the official staff involved in the system have to really understand the programs, they become the front line people to do the service to the society. This system will increase the synergy of the various programs that affect the poverty alleviation. There will be networking programs, for example, the social assurance scheme of work accident will be beneficially accepted automatically by citizen members involved in public work.[8] The Cases Management Approach will decrease the target duplication which causes great problems in implementing the social protection programs in Indonesia. Basically, the Integrated Reference System is useful for having personal and household information that may be combined with the programs, and disseminating the programs in one umbrella to share knowledge and information of the programs in regional level.

3) *Empowering the giver and receiver of the programs*

The programs are still designed by the central government, and the regional government just do the programs.[9] The synergy of the inter-institutions of the program implementation is lacking. In reality, the regional government is the one who is often asked by the society dealing with the civil administration service, family card registration, etc. In connection with the implementation of the regional autonomy, the Integrated Reference System should empower the regional government in a concrete way with a clear service function to do social service, as individual and family registration, program targeting, participants, the benefit of the social transfer, supervising, evaluating, and analyzing the impact of social protection program intervention. The integrated Reference system also develop the regional government institutions to manage and supervise the social protection programs.

4) *Increasing the meter system (thorough and integrated)*

So far, the implementation of the Integrated Reference System is still partial, that each technical official staff is not yet in synergy. Therefore, to alleviate the poverty in the Moluccas, the implementation process has to be done thoroughly and integrated that the regional government programs from villages up to the sub-districts may be optimally accessed to serve the society.[10]

The Integrated Reference System / One Door Service System is a tool for a household to develop their potential by developing their education, training manpower, developing entrepreneurship. The integrated programs of social protection and manpower are possible by having the integrated reference system which provides the facilities for the beneficial receivers that make the basic social protection service and the proper work service be easier to access.

IV. CONCLUSIONS

The social protection and empowerment programs have been implemented in the Moluccas, but because of the weak coordination and synergy systems the benefit of the programs are not applicable to the receivers, especially in the remote areas. The Moluccas as the archipelago have geographical difficulties in reaching out the remote areas. Therefore, optimizing and strengthening the One Door System thoroughly throughout the villages is needed, especially, revitalizing the role of the staff in the areas.

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