



## Social safety nets (SSNt) in fishery services in south sulawesi province, Indonesia: Interest and challenges in improving quality of life

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### Abstract

Social safety nets (SSNt) is a form of government involvement in providing assistance to need live of the poor and vulnerable for increase the quality of life people. This study is an introduction that discusses the concept and program of SSNt among fishermen in South Sulawesi Province. How SSNt interests and challenges in improving people's quality of life.

**Keywords:** social safety nets (SSNt), quality of life and poor fishermen

### Introduction

The Social Safety Net (SSNt) Program is aimed at improving the quality of life of people primarily in basic needs such as food, access to education, access to health and housing. Therefore, the SSNt program must be well-organized and implemented in order to succeed in reducing poverty (Ravallion, 2003) [32]. Individuals or communities are said to be of inferiority if basic needs are not met based on the theory of human development needs or the quality of life stage (Sirgy, 1986) [37].

According to Ravallion (2003) [32] JPS not only reduces short-term poverty, but theory and some statistical evidence indicates a positive influence on economic growth and community welfare by helping the create skilled workers. Many studies have found that SSNt helps improve the quality of life of people (Hadi *et al.*, 2004; Ravallion, 2003; Shahnewaz and Tareq, 2013; Pradhan *et al.*, 2013; Hirano and Otsubo, 2014) [2, 32, 31, 36, 16]. SSNt program has an important role in building economic growth, social life and environment. In the past two decades, social assistance has given direct impact to the poor with an increase in income and economic growth (Hirano and Otsubo, 2014) [16].

Therefore, economic stimulation and social services through various forms of SSNt need to be run to improve the quality of life of the community. In Indonesia, various SSNt programs have been implemented starting from the economic crisis in mid 1997 to the present with the budget tending to increase every year, but the fluctuating poverty number. The latest data from the Indonesian Central Bureau of Statistics (BPS) in 2014 stated that the number of Indonesian poverty increased to 28.28 million compared to the year 2013, which is 28.06 million. The same thing happened in South Sulawesi from 806 thousand in 2012 to 864 thousand in 2014. Although the level of education, the number of school participation, income, life expectancy and the average length of school increases every year, but in reality there are many low community life in Makassar City, South Sulawesi, especially fishermen (Asang, 2012) [1]. Thus, the implementation of the SSNt program is also a lot of challenges such as data collection/updating,

administrative, financial, information, infrastructure, geographic, cultural and community capacity.

The quality of life of fishermen is generally still backward compared to other professions such as farmers, laborers, informal workers and generally living outside the city (Kusnadi, 2001; Satria, 2001) [20, 35]. Therefore, to encourage the quality of life of the fishermen, the government established a program of Improving the Life of Fishermen (PKN) based on Presidential Decree number 10, Year 2011 on Coordination Team for Improvement and Expansion of Pro-People's Program with the chairman of the Minister of Maritime and Fisheries with 12 members of the Ministry. PKN program that is; (i) building low-cost housing; (ii) skills training; (iii) micro, small and community business credit schemes; (iv) construction of diesel fuel; (v) the construction of cold storage; (vi) cheap public transportation; (vii) school facilities and health services, and (viii) public bank facilities. This program is run because according to the Minister of Maritime Affairs and Fisheries Sharif C Sutardjo there are 7.8 million people or 25% of the poor (Lensa Indonesia, 2012) while South Sulawesi province the fourth largest number of poor fishermen families in Indonesia based on data Ministry of Maritime and Fisheries year 2011.

The issue of quality of life is a major issue especially in East Indonesia Region (KIT) such as Sulawesi Island, Kalimantan, Nusa Tenggara, Maluku and Papua because it has minimal development facilities compared to West Indonesia Region such as access to education, health, infrastructure and and Gross Domestic Product (GDP) of 2004-2008 is just under 20% compared to West Indonesia Region (KIB) which consists of Java Island, Sumatera and Bali exceeding 80% (Harefa, 2010) [13], and supported by Kuncoro (2004) that there are the quality of life gap between KIB and KIT even decline in KIT. These represents a developmental challenge to the overall quality of life in Indonesia (Marsuki, 2010) [24].

Quality of life can be measured through the Human Development Index (HDI), literacy rate, the average length of school, life expectancy and purchasing power parity (UNDP, 2013) [45], or World Health Organization (WHO) measurement

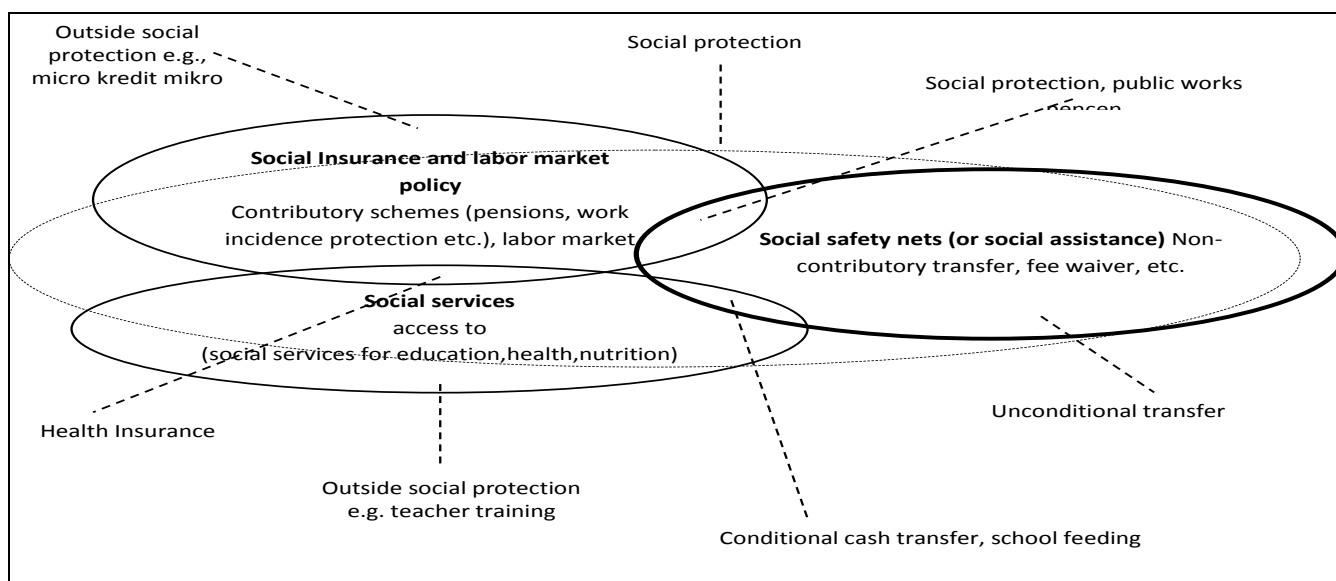
through individual perception such as physical health, psychology, social relations, freedom and the environment (Marvin, 1997) [25]. Then the Seterusnya Millennium Development Goals (MDGs) by 2015; to eradicate extreme poverty and hunger, universal primary education, to promote gender equality and empower women, to reduce child mortality, to improve maternal health, to combat HIV/AIDS, malaria, and other diseases, to ensure environment sustainability and to develop a global partnership for development (World Bank, 2015) [49]. According to Harun and Idris (2012) [15] to measure quality of life of the indigenous people in Malaysia with the quality of life of the Index indigenous weighted (IKHOAw) e.g. index of water supply, index of electric supply, the house is strong and comfortable, index of sanitation, index of engine, ability to live societal and free of disease. So do other researchers such as Baris and Osman (2003) [6], Dalia and Juozas (2007) [8], Azahan *et al.* (2008) [2], Dalia and Algirdas (2009) [7], Zhanna (2014) and

Olivas *et al.* (2014) [30] have different concepts, measurements and quality of life responses.

What is the Social Safety Net (SSNt), Quality of Life and SSNt Program Challenges to Improve the Quality of Life Community?

**A. Social Safety Net (SSNt)**

According to World Bank (2014) [48] Social Safety Nets (SSNt) are non-contributory transfers designed to provide regular and predictable support to targeted poor and vulnerable. These are also referred to as “social assistance” or social transfers.” By combining different “modalities” and “classes” of transfer, a family of five have been examined (i) conditional cash transfers, (ii) unconditional cash transfers, (iii) conditional in-kind transfers, (iv) unconditional in-kind transfers), and (v) public works. SSNt are a component of wider social protection system, such as Diagram 1.



**Fig 1:** SSNt are a component of Social Protection Systems (World Bank, 2014) [48].

Meanwhile the Asian Development Bank (ADB), SSNt is a policy group devised to reduce poverty and range through improving people's lives, protecting them from disasters and loss of income. ADB consists of five elements: (i) the labor market, (ii) social insurance, (iii) social assistance, (iv) micro schemes for the protection of local communities, and (v) child protection (Zhang *et al.*, 2010) [51].

SSNt types in developed countries such as Europe, USA, Japan and Australia are using cash aid such as parental allowance, orphan and single father or mother, while countries are developing more for non-financial assistance such as children's education and health care (Tabor, 2002) [43] and for less-developing countries using more public works such as opening jobs for unemployment or labor incentives such as building or improvement of public facilities and community infrastructure (Smith and Subbarao, 2013, World Bank, 2014) [42, 48].

Furthermore, according to Suharto (2006) [39], the SSNt program encompasses five types; (i) market

policies/employment opportunities (ii) social assistance to orphans, single mothers, elderly, disabled, homeless, beggars, sex workers, HIV/AIDS patients, backward indigenous communities, street children, child laborers, retired, elderly; (iii) social insurance such as health insurance, labor, accident, disability, elderly pension, pension, and death; (iv) community-based schemes to protect against risks such as arisan groups, payroll, self-funded death funds, and patrol posts; (v) child neglect, child labor, child abuse and street child.

Meanwhile Pradhan *et al.* (2013) [31] divides SSNt into three public policy; (i) social that is the various activities of individuals, families, communities and organizations for the quality of physics, protection, education, health, housing and employment, (ii) the economy such as business, finance, fiscal, taxes, food and commerce, (iii), other policies that are more resilient to aspects of life such as access to schools, housing, energy sources, assets, income, pensions, security, and others. According to the Prime Minister of Malaysia

(Datuk Seri Ahmad Badawi) that SSNt includes services such as virtue, treatment, unemployment assistance, protection centers and subsidies to help the poor (Bernama, 2009) <sup>[3]</sup>.

### B. Social Safety Nets (SSNt) Goals

Social security in Indonesia is based on the Constitution of the 1945 article 28h verse 3 that: "Every person shall have the right to social security in order to develop oneself fully as a dignified human being. The next article 34 verse 2 that: "The state shall develop a sytem of social security for all of the people and shall empower inadequate and underprivileged in society in accordance with human dignity" (UUD, 1945: 54). The main goal of the social safety net (JPS) is to reduce poverty and injustice, help future investments, help targets in managing multiple risks and assist governments in developing economic reforms to improve people's well-being (Grosh *et al.*, 2008; Devereus, 2002; Smith dan Subbarao, 2003; Sumarto *et al.*, 2005; Pradhan *et al.*, 2013; Shahnewaz dan Tareq, 2013; Rozita dan Ummu, 2014) <sup>[12, 31, 36, 40, 41, 42, 34]</sup>. Furthermore, the Prime Minister of Malaysia (Datuk Seri Ahmad Badawi) stated that JPS aims for the welfare of the people by providing various assistance and easing the burden of society, especially the low income and the less fortunate in order to benefit from the JPS program (Bernama, 2009) <sup>[3]</sup>.

### C. Quality of life

There are different concepts and measurements of quality of life. Therefore, no experts agree on the concept of quality of life comprehensively. According to Ventegodt *et al.* (2003) <sup>[47]</sup> that the integrative of the quality of life theory may be viewed objectively and subjectively. Objectively such as the needs of biology, the fulfillment of basic needs, self potential can be developed follow the cultural norms in which individuals live. While subjective is the perception of the meaning of life, happiness, satisfaction and well-being. Thus, the quality of life gives the difference of concept and measurement objectively and subjectively.

Study Olivas *et al.* (2014) <sup>[30]</sup> in Jalisco, Mexico considers the social aspect of the family being primary in the quality of life of small fishermen. Thus, Ismail's (2007) study in Mandar Sulawesi Barat that social and cultural relations are a priority for fishermen. Furthermore, the study of Dalia and Algirdas (2009) <sup>[7]</sup> in Lithuania found security and income to be primary in quality of life and then, Dalia and Juozas (2007) <sup>[8]</sup>, that physical and material health is a key aspect in measuring quality of life compared to other aspects. Then according to Azahan *et al.* (2008) <sup>[2]</sup> in urban areas that environmental progress can be a measure of people's quality of life, but it does not mean that their quality of life is also good because it depends on people's perceptions of their environmental acceptance. Measurements of quality of life through human development index (HDI) such as Baris and Osman's (2003) <sup>[6]</sup> study in the European Union used two aspects: health such as infant/maternal mortality, life expectancy, health fund, hospital room number per thousand souls as a measurement of life healthy, education (primary and secondary school enrollment rates, average literacy and access to knowledge).

### D. Social Safety Net (SSNt): Importance and Challenge

Based on the theory and statistical evidence that the Social

Safety Net (SSNt) can reduce poverty and improving economic growth and income (Ravallion, 2003; Hirano and Otsubo, 2014) <sup>[32, 16]</sup>. The SSNt program is essential for countries that have poor communities. Financial capacity, administration and information, and infrastructure factors determine the success of the SSNt program (Smith and Subbarao, 2003; Raduan *et al.*, 2007; Dwicaksono *et al.*, 2012; Muchlisin *et al.*, 2013) <sup>[42, 33, 10, 26]</sup>.

According to Neubourg (2002) <sup>[29]</sup> that SSNt beneficiaries generally cannot vote or comment on administrative procedures, so the government has a monopoly power. Thus, Lola *et al.* (2014) <sup>[22]</sup> that the unsuccessful SSNt program is due; (i) improperly used approaches and misdirected delivery, (ii) multi-complex issues, approaches should not be one aspect, but many aspects are integrated, consistent, and sustainable and involve the poor to find the cause of poverty and together problem solving. Therefore, according to Tabor (2002) <sup>[43]</sup> not all regions or countries can succeed in SSNt program because it is influenced by category, geographical and cultural society.

#### D.1. The interest of SSNt among the fisherman communities

The introduction of studies in South Sulawesi province with poor people in 2013 than 800 thousand people and generally plural communities 696,910 people and urban communities 160,530 people (BPS, 2014). Their jobs are generally as farmers, fishermen, factory workers and small business or informal workers. Based on data from the Ministry of Maritime Affairs and Fisheries in 2011 there were 29,902 poor families in South Sulawesi or the fourth after East Java (54,824), Central Java (49,880) and North Sumatra (45,723) families.

According to Kusnadi (2001) <sup>[20]</sup>, Satria (2001) <sup>[35]</sup> and Yustika (2003) <sup>[50]</sup> that fishermen are the lowest class of social economy compared to farmers, garden workers, factory workers and informal workers. Therefore, the SSNt program is important for the poor fishermen, and the range in order to improve the prosperity of society such as; (i) economy (rising income and purchasing power), asset ownership, free aid or subsidies on production/business equipment, infrastructure, skills training; (ii) improving social life such as educational services, education level, school enrollment rate, literacy, average school length, children's nutrition, low-cost housing, home improvement, and skill training; (iii) health such as health care, increase life expectancy, (iv) building and improving infrastructure, (v) environment such as safe house, clean and healthy environment, access to education and easy health, empowering society and others. The South Sulawesi Provincial government has set a target in the Medium Term Region Development Plan (RPJMD) of 2013-2018 to improve the overall quality of life (South Sulawesi Government Report, 2012), but the RPJMD document has not been specific and focused on poor fishermen.

#### D.2. Challenges to Improve Quality of Life

Indonesia is one of the developing countries and annually allocates SSNt's budget to improve the quality of life of the community, including in South Sulawesi, with challenges such as:

### 1. Incomplete information data

Recipient data of the SSNt program by the National Team for the Acceleration of Poverty Reduction (TNP2K, 2014) [44] in cooperation with the Central Bureau of Statistics (BPS) and the Ministries involved in SSNt. The TNP2K team has determined the recipients of the SSNt program through the Social Protection Program Data Collection (PPLS) 2011. The beneficiaries of the SSNt program with such data are less successful because of the low quality of poor fishermen (Asang, 2012) [1], because many do not receive SSNt assistance. Data collection is not updated and almost all provinces in Indonesia. According to Hastuti *et al.* (2012) [14] that the data used through PPLS in 2011 is centralist and lacks the characteristics of the local or lower-middle economic is unclear.

Received SSNt programs such as cash transfers (BLT/BLSM,PSKS), hope family programs, poor rice subsidies, diesel subsidies, healthy Indonesian cards, smart Indonesian cards. Programs implemented since 2012, 2013, 2014 and 2015 are the results of PPLS data in 2011. To avoid any targets, then update the data should be done. The update system is effective if it can ensure the poor and non-poor families simultaneously. If the poor do not become recipients of aid, it is called exclusion error, otherwise if the non-poor receive group is called inclusion error.

	Poor/vulnerable group	No Poor/vulnerable group
Program Receiver	✓	✗
Not a Program Receiver	✗	✓

Source: TNP2K (2014) [44]

Incomplete fisherman data, so many fishermen do not accept fishing cards, such as fishing communities in Bone, South Sulawesi, more than 50% not received fishing cards, so they may not get government assistance (Lamellongnews, 2015) [23]. Therefore, family data information updates need to be known from the beginning such as income, assets owned, the number of heirs and age. It is important to avoid the mistakes of SSNt program beneficiaries (Smith and Subbarao, 2003) [42].

### 2. Administration Capacity and SSNt Service

Capacity administrative and SSNt service are essential for SSNt assistance delivery. Success or failure of SSNt programs is influenced by administrative capacity (Smith and Subbarao, 2003) [42]. Lack staff capacity, so many do not understand the roles and responsibilities, including the beneficiary community. Therefore, SSNt's servants should know the role of including providing information widely to the public and difficult administrative rules should be cut especially the financial flows and need periodic audits to consider the costs and benefits of the program (Neubourg, 2002) [29]. Furthermore, administrative staff need to be given allowances to prevent corruption in the SSNt program, reduce institutional structures and eliminate ineffective types of SSNt assistance (Neubourg, 2002) [29]. The example of the case of poor rice corruption in Bantaeng, South Sulawesi is over 500 million rupiah (Sindonews, 2012) [38] or social assistance from the

Government of South Sulawesi over 8.8 billion rupiah (Kopel, 2012) [21]. This is the challenge of officers in running social assistance programs. Therefore, the SSNt program needs the support of the private sector and NGOs to accelerate the welfare of the community (Morduch and Sharma, 2002) [27] and the need for community involvement, especially those with capacity in program delivery, so that the community feels they have it (Neubourg, 2002) [29].

### 3. Financial Aspect

The amount of SSNt program funds will have a major impact on poverty alleviation (Pradhan *et al.*, 2013) [31]. SSNt program budget in 2014 in Indonesia 5% or 91.8 trillion/ USD 7.65 billion from the State Budget (APBN) (Ministry of Finance, 2014). Meanwhile, the social assistance fund from the Government of South Sulawesi including the Regency/City is USD 5.7 million (BPS, 2013; South Sulawesi Government Report, 2012). SSNt programs in Indonesia are generally non-financial assistance such as health services, education and infrastructure. (Sumarto *et al.*, 2005) [40].

The Central Government, provincial, district and parliamentary determine much, little or no SSNt budget for the poor. The government and parliament must agree in determining the budget of SSNt. According to Graham (2002) whether or not the government provides a budget for the SSNt program is strongly influenced by; (i) (i) the characteristics of the poor should be clear because the middle class supports appropriate and inappropriate assistance, (ii) the politically backward region of the smaller SSNt is given, (iii) the ethnic diversity associated with the perception of poverty as the support of the SSNt program, (iv) the perception of causes of poverty. Support will be weak if the view of poverty is related to individual errors such as lazy or not trying/working.

Soft loan assistance or rolling aid for poor fishermen in implementation is not fair because those who receive are non-poor community groups such as skipper (tokeh), ship owner or middleman. This program has a period of time, so that the non-poor have an opportunity to get loans (Yustika, 2003) [50]. Therefore, the government should make policies that favor the poor fishermen by understanding the characteristics and behavior, so that subsidy assistance can be received by poor fishermen in the region. Assistance to fishermen is generally non-financial assistance such as boats of large size and given in groups and not given any skills training for management, so they are generally unsustainable.

### 4. Geographic, infrastructure, cultures and local communities aspects

The infrastructure aspect is one of the challenges in running SSNt programs in Indonesia such as 23.25% of coastal villages with no access road (KKP, 2011) [19], including limited basic infrastructure such as electricity, clean water, sanitation, and transportation to islands that are still a major challenge in development in South Sulawesi (South Sulawesi Government Report, 2012). Street and bridge infrastructure outside the city is still damaged and internet networks are limited, facilities and location of health, education and social services are far from residences. Then, facilities and infrastructure in coastal areas are limited so that the level of education, the number of dropouts, literacy and more patients

from out of town is the fishermen/farmers

According to Tabor (2002)<sup>[43]</sup> not all countries are suitable for social safety nets programs (SSNt) due to geophysical, cultural and local communities. Indonesia as an archipelago country, geographical factor is a challenge in delivering various SSNt programs including high cost, weather, limited infrastructure such as transportation (land, sea, air) and ITC (information, technology, communication).

Cultural factors of "gotong royong" (cooperation) among fishermen began to fade, as the beneficiaries of SSNt are not based on agreed poverty characteristics or non-update data from government agencies and the involvement of village officials in determining the criteria of SSNt beneficiaries. Recipients of aid are not based on criteria because SSNt is generally close to the village head, so injustice gives impact to mutual assistance activities that are not followed by the whole community. Next, the culture of consumerism and difficulty saving among fishermen. Fishermen if they get great results will be spent on food, furniture or gold. On the other hand, when the weather is not good, they do not go to ocean, thus impacting on financial difficulties. Generally, fishermen sell goods at home to meet the needs of life or debt with the family, debt in the shop, skipper and middleman. Meanwhile, if they have difficulties in capital or operating costs, they borrow from the skipper and charge the fisherman because the catch must be sold to the skipper at a determined price (Kusnadi, 2001)<sup>[20]</sup>.

The local community did not notice that the beneficiaries of the SSNt were poor and vulnerable families, but the assistant was shared equitably to all communities since the poor criteria were excluded from local communities, so the amount of aid did not match the amount of aid from the government. Various challenges show that there are many aspects in the implementation of SSNt program to improve the quality of life especially the fishermen community.

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