



## Community Empowerment in the Era of Climate Change: The adaptive

Asyhabuddin \*<sup>1</sup>

<sup>1</sup>UIN Prof.K.H.Saifuddin Zuhri Purwokerto, Purwokerto, Indonesia

### Abstract

Climate change and several other causes have been responsible for many disasters in Indonesia. Climate change causes many farmers to experience crop failure, tidal floods and so on, with very bad impacts on people's welfare. In addition, biological disasters, such as Covid-19, have also destroyed many people's livelihoods, forcing them to fall into poverty. For such natural and biological disasters, regular social protection systems are not sufficient to protect people from their bad impacts. Therefore, adaptive social protection is needed. This research using the desk study method tries to find answers to questions about what the Indonesian government is doing regarding adaptive social protection. The results of this study indicate that the government has developed an adaptive protection strategy that focuses on 4 pillars, namely coordination, data and information, program improvement and funding. To implement this strategy, the government has formed a team to develop an adaptive social protection system through the Minister of National Development Planning Decree Number KEP.57/M.PPN/HK/05/2020 concerning the Establishment of the Team for Development of Adaptive Social Protection System.

**Keywords:** adaptive social protection, social protection, social assistance, social security.

\*Authors Correspondence: Asyhabuddin: asyhabuddin@uinsaizu.ac.id

Copyright © 2023 The Authors, Published by Fakultas Dakwah UIN Saizu Purwokerto - Indonesia



This is an open accessed article under the CC-BY-SA license at <https://creativecommons.org/licenses/by-sa/4.0/>

## Introduction

Indonesia is a maritime country. Indonesia is surrounded by oceans and, therefore, has many marine resources its citizens can benefit. Director General of Cultivated Fisheries of the Ministry of Marine Affairs and Fisheries (MoMAF), TB Haeru Rahayu, said that the total economic potential in Indonesia's marine sector is US\$1.33 trillion or IDR 19,950 trillion (Exchange rate of IDR 15,000). In addition, such geographical conditions also provide economic resources for the country from the shipbuilding, shipping, tourism and sea-based transportation industries.

Behind the extraordinary economic potential as mentioned above, however, Indonesia's geographical condition, which is surrounded by oceans and has many beaches, poses threats to the safety and welfare of its citizens. There are many potential disasters that could arise in coastal areas. One of them is tidal water, namely water vapor onto land caused by rising sea levels. There are many potential losses caused by tidal floods, ranging from crop failure experienced by fish pond farmers or salt farmers and factories which are forced to stop operating due to being flooded with water and, as a result, experiencing machine damage, forcing the factory to close permanently, and land transportation is often disrupted due to roads being inundated by sea water that overflows onto land.

The potential threats as mentioned above have detrimental impacts on the

welfare of society, both directly and indirectly. This potential, in particular, will cause society to experience degradation in terms of welfare, where vulnerable people (the near poor) will fall into the poor group, while poor people can fall into the extreme poor/destitute group.

Such potential threats for peoples' welfare require the government to take important measures to prevent them. The regular social protection system that has been implemented by the state, both social assistance and social security, is seen by many parties to be no longer adequate. In the midst of the threat of disaster posed by climate change, the government is encouraged to implement adaptive social protection programs.

This research is conducted to examine what measures the government has taken regarding adaptive social protection and how or to what extent these measures have an impact on overcoming threats to community welfare posed by disasters resulting from climate change.

## Method

This research is a desk study. Data was collected from various laws and regulations, both national and international, as well as several news stories in newspapers. Based on these data, the research seeks to understand how the social protection system in this country responds to various welfare problems caused by various disasters.

## **Discussion**

### **A. Indonesia's Social Protection System**

#### **Definition**

Social protection, as defined by Unicef, is a set of public and private policies and programmes aimed at preventing, reducing and eliminating economic and social vulnerabilities to poverty and deprivation (Geneva: Unicef, 2017). Another definition by the The National Team for Accelerating Poverty Alleviation (Tim Nasional Percepatan Pengentasxan Kemiskinan/TNP2K) states that social protection is all efforts aimed at preventing, reducing and managing lifelong risks and challenges from social shocks and vulnerabilities faced by all citizens (TNP2K, 2017). While the ILO defines social protection as the set of policies and programmes designed to reduce and prevent poverty, vulnerability and social exclusion throughout the life cycle (Geneva: ILO, 2021).

#### **Social Risks/Vulnerabilities**

Social protection, as implied in several of the definitions above, is established to protect people in a particular country from social risks that might befall them due to their inherent social vulnerabilities. There are 4 types of social risks, as mentioned by Edi Suharto (Suharto, 2013), consisting of:

##### **Life Cycle Risk**

Life cycle risks are risks that are likely to arise throughout human life cycle, including the period in the womb, babies, toddlers, children, teenagers, adults and the elderly.

When humans are still in their mothers' wombs, they are protected by maternity

protection, the protection given to pregnant women until they give birth and post-natal care. For young children to teenagers, social protection is provided in the forms of nutritionally adequate food, health and educational benefits.

Meanwhile, in adulthood, people are protected by their government through various social assistance and social security which aims to prevent them from indecent living. For the elderly, social protection is manifested in various social assistance and social security programs, such as Assistance for Abandoned Elderly People (ASLUT) to ensure that they are looked after and have their various life needs met, including economic, social, psychosocial and spiritual needs. In addition, the elderly also have old age benefit (JHT) and pension benefit (JP) in order to ensure that they continue to have sufficient livelihoods for them to live their old age life, when their productivity has greatly decreased.

##### **Economic Risk**

Economic risk is the risk of losing economic resources due to an event or condition that befalls a person. Economic risks include conditions where people are unable to work, lose their jobs, or earn low income.

##### **Environmental Risk**

Environmental risk is the risk that a person may experience due to an environmental disaster, both natural and man-made. Some examples of these risks are floods, fires, earthquakes, disease outbreaks and others.

### **Governance or social risks**

Governance or social risk is the risk experienced by a person due to governance or social life that benefits certain social groups at the expense of other groups of society. An example of this risk is a discriminatory and corrupt government system. In addition, the social system which is discriminatory and full of stigma is another example of the risk. It also includes domestic violence, political unrest and war.

### **Components**

Social protection traditionally has 2 components, social assistance and social security (Ferreira & Robalino, 2010). Social assistance is a social protection program organized by the government in the form of assistance. The social assistance component is selective, given to certain groups of people who meet the specified requirements for social assistance beneficiaries. One of methods of selecting social assistance beneficiaries is the means-test, where potential social assistance beneficiaries are selected based on their level of income. One of the most common tools for measuring it is the poverty line, where people can be categorized into 3 groups, consisting of (1) the vulnerable/near poor; (2) the poor; and (3) the destitute (extremely poor). People who fall into categories 2 and 3 are generally considered to meet the requirements as beneficiaries of social protection programs in this type of social assistance. This component in the Indonesia's social protection system include Hope Family Program (Program keluarga harapan/PKH), Cash Transfer (Bantuan Langsung

Tunai/BLT), In-Kind Food Assistance (Bantuan Pangan Non-Tunai/BPNT), Social Assistance for the Abandoned Elderly (Asistensi Sosial Lanjut Usia TGerlantar/ASLUT), Social Assistance for Person with Severe Disability (Asistensi Sosial Penyandang Disabiliutas Berat/ASPDB), Indonesian Smart Card (Kartu Indonesia Pjntar/KIP) and other similar programs.

The social security component is a component that provides social insurance to society in general. This social protection component is universal, that is, all people can universally be the beneficiaries of this type of social protection. The right to receive this social protection component is based on participation, that is, people must register as participants if they want to receive this social protection. Participation in a social security program requires a participant to pay contributions determined by the provider. This component in the Indonesia's social protection system include Health Social Security (BPJS Kesehatan), Employment Social Security (BPJS Ketenagakerjaan), consisting of Occupational Accident Benefit (Jaminan Kecelakaan Kerja/JKK), Death Benefit (Jaminan Kematian/JKM), Old-Age Benefit (Jaminan Hari Tua/JHT), Pension Benefit (Jaminan Pensiun/JP) and Job Loss Benefit (Jaminan Kehilangan Pekerjaan/JKP).

### **Adaptive Social Protection**

Adaptive Social Protection (ASP) helps build the resilience of the poor and vulnerable households by building their capacity to prepare for, cope with, and adapt

to shocks (disasters and climate change): protecting their well-being and ensuring that they do not fall into poverty or become trapped in poverty as the impacts of the shocks (Bowen, *et al.*, 2020).

As mentioned above, the adaptive social protection framework has three work areas: preparation, coping and adaptation. The area of preparation prepares the community to be able to prepare themselves in dealing with the emergency conditions caused by disasters. In this area, socialization and dissemination of information as well as training in basic preparations for dealing with disasters are the main work. The main goal of this area is to create a disaster-literate society, so that they are able to make any right decisions to respond to disasters.

The coping area addresses the direct adverse impacts (immediate impacts) suffered by communities affected by disasters. In this area, the extended regular social protection programs, both social assistance and social security, are the main pillars. The aim is to restore decent living conditions to the affected communities.

The area of adaptation seeks to enable society to adapt to social shocks caused by disasters in the long term. This area, in fact, has a similar goal to area 2, namely recovery. The difference between the two is in the time frame of each area. The area 2 is short-term, while this area is long-term in nature.

Efforts in this area of work are undertaken in two domains, the natural as the source of disaster and the policy domains. In the realm of nature, efforts are made to reduce the potential for disasters. The environmentally friendly development campaign widely implemented through the Sustainable Development Goals (SDGs) is an example of long-term adaptive social protection efforts in the natural realm.

In the policy domain, on the other hand, human adaptation efforts are manifested in various policies that make society better informed and better protected in the event of social shocks due to natural disasters.

The following table summarize the three areas of work.

Table 1. Adaptive Social Protection Framework

Area	Activity	Description
<b>Preparing for shocks</b>	mitigating impacts, Providing information and capabilities for handling and adapting	Capacity to prepare is determined, primarily, by a household's access to information about the risks it potentially dealt with  Adequate information about risks is essential to inform about the actions required to minimize the exposure and vulnerability (cash savings/assets etc)
<b>Coping with shocks</b>	minimizing the immediate impacts of shocks on welfare in the short term	The capacity in coping with shocks is closely related to the capacity in preparing to it
<b>Adapting to shocks</b>	reducing exposure and vulnerability in the long term, enabling movement towards a more resilient country	

**ASP in Indonesia**

The Indonesian government is already aware of the importance of adaptive social protection in Indonesia, especially after the global Covid-19 pandemic in 2020 to 2022 devastated this country's economy. If Covid-19 is used as a measure, Indonesia can be said to be a country that is very alert in responding to disasters that have the potential to threaten the welfare of its people. This is proven by the establishment of an adaptive social protection system development team, through the Minister of National Development Planning/ Head of the National Development Planning Agency Decree Number M.KEP.57/M.PPN/HK/2020

concerning the Establishment of the Team for Development of Adaptive Social Protection System, which was stipulated in 6 May 2020 and applies retroactively on 1 May 2020,2 which is exactly 2 months after the discovery of the first Covid-19 case in Indonesia on March 2 2020 (Indonesian Government).

In the consideration section of the Ministerial Decree, it clearly reads that the adaptive social protection system development team is necessary to be established because of the need for a social protection system that is adaptive to climate change and disasters (Indonesian Government).

The structure of the team consists of The Advisory Board, Person in Charge, Implementing Team and Secretariat. The implementing team as a core part in the development of an adaptive social protection system has the task of: (a) providing advice to the Person in Charge regarding policy proposals related to adaptive social protection against climate change and disasters that need to be developed to support national planning and development; (b) conducting the process of providing, analyzing and presenting primary, secondary and digital data regarding climate change, social protection and disasters with quality and standardized methodologies, concepts, definitions and classifications that can be used for developing adaptive social protection policies; and (c) disseminating and publishing research on disasters, climate change adaptation, social protection, and a combination of the three in accordance with the provisions of applicable laws and regulations (Ibid).

The Indonesia's PSA system is built on 4 pillars (Maliki, 2023) including:

1. Institutional and partnership Strengthening

Institutional relations and collaboration between ministries/agencies related to ASP (both government and non-government ones)

2. The Availability and utilization of disaster and climate change data and information

Development of integrated database and system interoperability for ASP implementation

3. Program improvements and integration

Expansion, adjustment and convergence of the social protection programs to strengthen the community's adaptive, anticipatory and absorptive capacity.

4. Funding

Appropriate social protection budget planning with adequate risk layering.

Of these 4 pillars, it can be seen that the adaptive social protection system in Indonesia has been well developed and is in accordance with the framework offered by the experts. The 2nd pillar above represents framework 1 of the ASP, while the 3rd pillar represents frameworks 2 and 3. Indonesia's ASP recognizes the importance of the availability of data and information regarding disasters, so that the government can implement disaster outreach and education for the community. In addition, the availability of data and information allows policy makers to formulate information and data-based policies, which are needed to respond to social shocks resulting from disasters in the areas of coping and adaptation.

In addition to these two main pillars, the Indonesian government also recognizes the importance of strengthening institutions (pillar 1) and allocating special funds for purpose of ASP in Indonesia (Pillar 4). Pillar 1 is important in the context of policy advocacy, namely to ensure the availability of institutional tools so that successful implementation of the ASP system prepared can be ensured. Pillar 4 is important in the

context of fiscal policy, where budget availability for social service programs within the framework of adaptive social protection is guaranteed.

Theoretically, the development of an adaptive social protection system is pursued with 2 strategies, namely (1) improving existing social protection programs and (2) creating new programs to complement existing social protection programs.

In this context, the development of an adaptive social protection system in Indonesia uses these two strategies. In the first strategy, the Indonesian government expanded the existing programs. For example, before the Covid-19 pandemic, social assistance for households was around IDR 250 thousand per month, after the pandemic this amount increased to IDR 485 thousand per month. In the second strategy, the Indonesian government increased the number of programs, from 4 to 12 programs, including the basic food program which reached 18.8 million families, BST for 10 million families, pre-employment cards for 8.3 million people and wage subsidies for 8.4 million people.

## Conclusion

This research shows that Indonesia has been quite responsive in responding to potential threats posed by disasters and climate change. The Minister of National Development Planning/Head of National Development Planning Agency Decree concerning the Establishment of the Team for Development of Adaptive Social Protection System two months after the discovery of the

first Covid-19 case in Indonesia and the resulting development of the PSA system with its 4 pillars is proof of how serious the government is in its efforts to build a ASP system.

## References

- ASEAN, ASEAN Guidelines on Disaster Responsive Social Protection to Increase Resilience (Jakarta: The ASEAN Secretariat, 2021)
- Bowen, Thomas, et.al., Adaptive Social Protection: Building Resilience to Shock (Washington, DC.: The World Bank, 2020)
- Ferreira, Francisco H.G. & Robalino, David A., "Social Protection in Latin America: Achievements and Limitations", World Bank Policy Research Working Paper No. 5305, 1 May 2010.
- <https://context.id/read/1050/ekspor-pasirlaut-wujud-nyata-kerusakan-lingkungan>
- ILO, World Social Protection Report 2020-2022: Social Protection at the Crossroads – in Pursuit of a Better Future (Geneva: ILO, 2021)
- Minister of National Development Planning/Head of National Development Planning Agency Decree Number M.KEP.57/M.PPN/HK/2020 concerning the Establishment of the Team for Development of Adaptive Social Protection System.
- Maliki, Perkembangan Pelaksanaan Perlindungan Sosial Adaptif di Indonesia. Paper. Presented in the National Workshop "Kajian Aspek Inklusi pada Sistem Perencanaan Pembiayaan berbasis Perkiraan dalam Program Perlindungan Sosial", Wednesday, 7 June 2023



- Indonesian Government, "Kasus Covid-19 Pertama, Masyarakat Jangan Panik", available in <https://indonesia.go.id/narasi/indonesia-dalam-angka/ekonomi/kasus-covid-19-pertama-masyarakat-jangan-panik>
- Suharto, Edi, Kemiskinan dan Perlindungan Sosial di Indonesia (Bandung: Alfabeta, 2013)
- Supriyanto, Raditia Wahyu, Ramdhani, Elsa Ryan, and Rahmadan, Eldi, Perlindungan Sosial di Indonesia: Tantangan dan Arah ke Depan (Jakarta: KemenPPN, 2014)
- Tim Nasional Percepatan Pengentasan Kemiskinan (TNP2K), The Future of the Social Protection System in Indonesia: Social Protection for All, available in <https://www.tnp2k.go.id/articles/the-future-of-the-social-protection-system-in-indonesia-social-protection-for-all> Unicef, Promising Practices in Social Protection for Children in Europe and Central Asia (Geneva: Unicef, 2017)

Community Empowerment in the Era of Climate Change: The adaptive