

Policy Article

Implementing Adaptive Social Protection through Government, Community, and Non-Government Initiatives: A Case Study from East Sumba, Indonesia

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Summary

This policy article discusses the importance of implementing Adaptive Social Protection (ASP) in Indonesia as a response to multidimensional challenges, including disasters, climate change, and poverty, which exacerbate one another. Using East Sumba Regency as a case study, the article identifies three main forms of ASP implementation: formal government programmes, community initiatives based on local wisdom, and contributions from non-governmental organisations (NGOs). The ASP approach aims not only to help the poor survive crises but also to enhance their socio-economic resilience in the long term. The article highlights major challenges such as cross-sectoral coordination, resource limitations, and data integration. To address these issues, the article recommends strengthening formal policies, developing community-based activities, and fostering strategic collaborations with NGOs. By synergising efforts among the government, communities, and NGOs, ASP is expected to become a robust and inclusive instrument, supporting sustainable development and enhancing community resilience against future risks.

Keywords: Adaptive Social Protection (ASP), resilience, risk, formal government programmes, community initiatives, non-governmental initiatives

Introduction

The 2024 Global Multidimensional Poverty Index (GMPI) reports that 1.1 billion people experience acute multidimensional poverty. Most of those people, approximately 83.2%, live in Sub-Saharan Africa and South Asia. Over one-third of those 1.1 billion poor, roughly 400 million people, reside in low-income countries, while the remaining two-thirds, approximately 749 million, live in middle-income countries. Thus, implementing appropriate poverty alleviation strategies is crucial to reducing the number of multidimensionally poor individuals [1].

The multidimensional crises arising from natural disasters and climate change further exacerbate global poverty. A Global Disaster Displacement Risk report in 2017 from Internal Displacement Monitoring Centre (IDMC) reported that 13.9 million people are evacuated and displaced annually due to sudden disasters like tsunamis, earthquakes, and floods [2, 3]. These disasters directly affect humans, assets, social structures, economies, and the environment, such as fatalities, building and infrastructure damage, trauma, and land degradation [4–6]. Concurrently, ongoing environmental changes—such as rising sea levels, droughts, or disease outbreaks—lead to long-term

consequences, including diminished abilities to meet basic needs due to failed harvests and livestock losses. Furthermore, climate events are predicted to push 32 million to 132 million people into poverty by 2030 [7].

In Asia, these challenges are increasingly evident. The Asian Development Bank (ADB) reported that 4.1% of the Asian population, approximately 155 million people, lived in poverty in 2022. India, Pakistan, and Bangladesh recorded the highest numbers of poor individuals in the region [8]. In Indonesia, as of March 2024, 9.03% or around 25.22 million people lived below the national poverty line [9]. In addition, from January to October 2024, approximately 1,500 disasters occurred in Indonesia, including floods, extreme weather, and forest fires. Those disasters have significantly displaced nearly five million people and damaged about 50,000 houses and public facilities [9]. Disasters affect all societal layers regardless of income status, but the poor are the hardest hit, often plunging deeper into poverty or even extreme poverty [10]. Researchers in Indonesia agree that disasters increase both the number and intensity of poverty, particularly in disaster-prone areas [10–12].

To cope with and survive these crises, communities typically choose between *ex-ante* strategies, which aim to prevent impacts before crises occur, or *ex-post* strategies, implemented to mitigate impacts after crises have occurred [13, 14]. Currently, most communities—especially the poor—can only adopt *ex-post* strategies to survive crises, such as informal loans, taking on additional jobs, using savings, or liquidating assets. If these conditions persist, many individuals may become disempowered and will likely require support and assistance to address and overcome their challenges.

An adaptive social protection (ASP) system tailored to various crises, especially those caused by disasters and climate change, is crucial for development agendas. In Indonesia, this system is intended to support communities—particularly the poor—in facing and surviving various threats, crises, and difficulties. The ASP system aims to align with poverty alleviation efforts, enhancing individual, family, and community social and economic resilience. Moreover, ASP seeks to empower individuals and communities to

recover and emerge from their struggles. Through ASP, communities can transition from reactive, *ex-post* strategies, that often sacrifice assets and long-term potential to proactive, *ex-ante* strategies that are more resilient and sustainable. Given its potential to enhance community resilience in response to various shocks, many countries worldwide have adopted ASP approaches, including Indonesia.

Based on their initiators, ASP-related programmes can be classified into three forms: formal programmes designed by the government, informal activities developed in communities, and programmes initiated by non-governmental organisations (NGOs). This policy article focuses on identifying forms of ASP implementation in Indonesia based on stakeholder involvement and offers strategic recommendations to strengthen ASP through action plans that various stakeholders can collaboratively adopt. Lessons from East Sumba Regency are presented as a case study to illustrate the local-level implementation of ASP-related programmes.

Forms of ASP Implementation in Indonesia

ASP implementation in Indonesia can be classified into three forms: formal government programmes, informal community activities, and initiatives from non-governmental organisations.

A. Formal Government Programmes Related to ASP

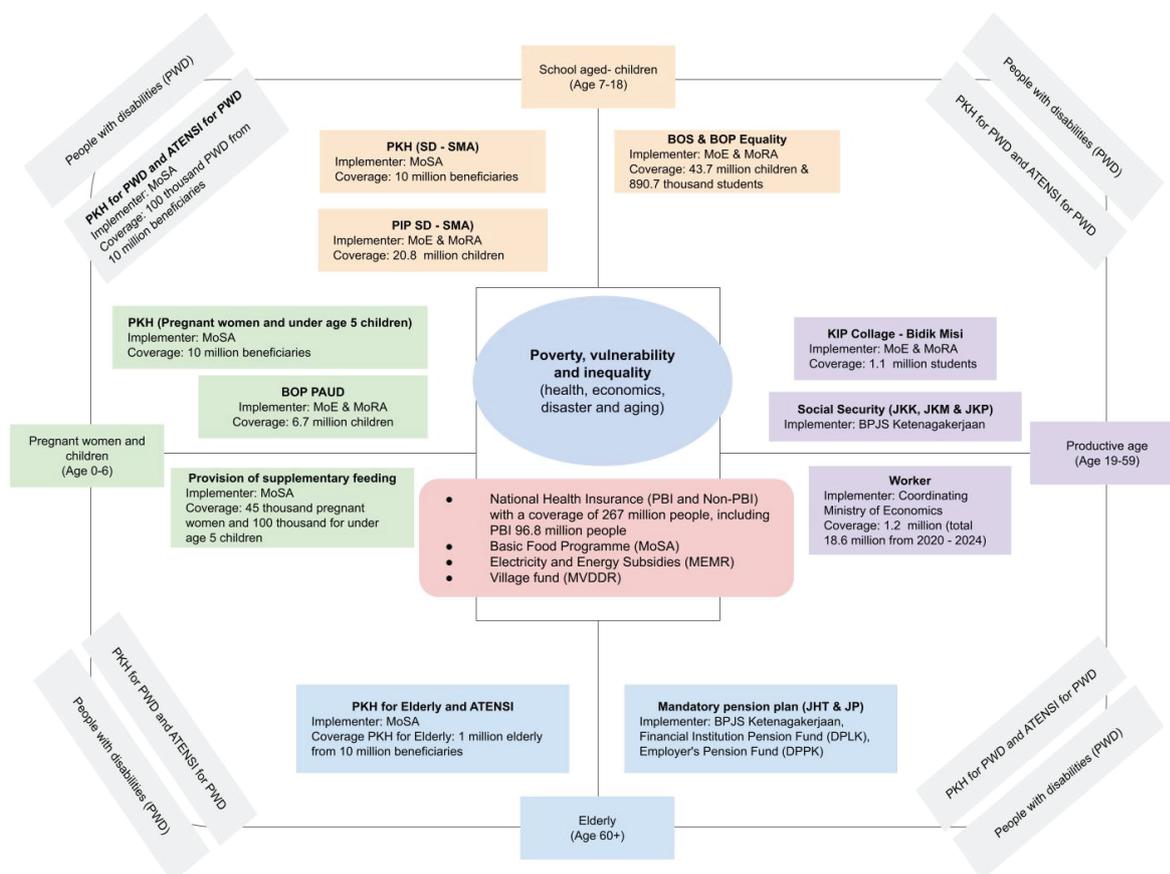


Figure 1. Indonesia's Life-Cycle Social Protection Programmes

Source: Consolidation by RDI from various related sources, 2025

The Indonesian government has established various policies and programmes designed to reduce poverty and vulnerability and improve the socio-economic resilience of all citizens through social protection and economic empowerment efforts. Indonesia's social protection system (social assistance, social/health and employment insurance, and access to livelihoods) follows a life-cycle protection approach, "from cradle to grave," as one of the government's comprehensive priority policies (see **Figure 1**).

Social Assistance

Social assistance is a strategic instrument designed by the government to protect and empower the poor. This is also referred to as a non-contributory scheme as it is entirely financed through government funding, whether from the State Budget (*Anggaran Pendapatan Belanja dan Negara/APBN*) or Regional Budgets (*Anggaran Pendapatan dan Belanja Daerah/APBD*). These programmes serve as safety nets for poor families, enabling them to meet basic needs and improve their living standards. It is also expected to contribute to reducing social and economic inequalities.

Examples of social assistance funded through the APBN include the Family Hope Programme (*Program Keluarga Harapan/PKH*), Non-Cash Food Assistance (*Bantuan Pangan Non-Tunai/BPNT*), the Smart Indonesia Programme (*Program Indonesia Pintar/PIP*), Direct Cash Assistance (*Bantuan Langsung Tunai/BLT*), and so on. Meanwhile, examples of social assistance funded by the APBD include the Jakarta Smart Card Programme (*Kartu Jakarta Pintar/KJP*) by the DKI Jakarta Government and the High-Risk Elderly Assistance Programme (*Asistensi Lanjut Usia Risiko Tinggi/ASLURETI*) implemented by the Aceh Jaya Regency Government. With a broad national programme scope that local governments can replicate, these programmes play a vital role in supporting the achievement of social development targets, particularly in eradicating poverty and enhancing community resilience to various risks.

Social Security Programme

Social insurance programmes are a vital component of the social protection system, designed to safeguard individuals from health risks and economic uncertainties related to employment and livelihoods. These programmes operate under two funding schemes: (1) joint contributions shared between the government and beneficiaries as recipients and (2) independently funded contributions borne solely by the beneficiaries. With this approach, social insurance programmes aim not only to provide basic protection but also to support the long-term well-being of individuals and their families.

Examples of social insurance programmes include National Health Insurance (*Jaminan Kesehatan Nasional/JKN*) and Employment Insurance, which covers Work Accident Insurance (*Jaminan Kecelakaan Kerja/JKK*), Death Insurance (*Jaminan Kematian/JKM*), Old Age Insurance (*Jaminan Hari Tua/JHT*), Pension Insurance (*Jaminan Pensiun/JP*), and Job Loss Insurance (*Jaminan Kehilangan Pekerjaan/JKP*). These programmes offer financial benefits while also enhancing individual resilience, making them a strategic instrument for preventing declines in

Programmes for Livelihood Access and Community Empowerment

In addition to social assistance and social insurance, the government and State-Owned Enterprises (*Badan Usaha Milik Negara/BUMN*) have developed various programmes to improve public access to livelihoods and economic empowerment. Programmes such as labor-intensive initiatives, the Pre-Employment Card (*Kartu Prakerja*), subsidised interest for People's Business Credit (*Kredit Usaha Rakyat/KUR*), and loans through government-owned banks and cooperatives are designed to serve as "bouncing nets." These programmes aim to strengthen individuals' capacity to access labor markets and develop independent businesses (see **Figure 2**).

These programmes aim to provide individuals with access to livelihoods and labour markets. Additionally, they encourage the independence of social assistance beneficiaries, enabling them not only to meet their basic needs sustainably but also to graduate from and reduce dependence on social assistance. In this way, empowerment programmes serve as short-term solutions and catalysts for creating inclusive and sustainable well-being. Through skill enhancement, access to capital, and economic opportunities, these programmes support the national agenda to accelerate poverty alleviation and improve the competitiveness of the workforce and local entrepreneurs.

The social protection policies implemented by the government have contributed to: reducing poverty rates; preventing more people from falling into poverty; protecting communities from health risks and work-related uncertainties; and promoting increased resilience among economically and socially vulnerable groups. These policies support resilience before, during, and after the occurrence of economic and disaster-related risks, including those resulting from climate change.

Economic Empowerment, Work and Old Age Protection Programme to Reduce Vulnerability and Enhance Resilience in Preparing for, Confronting and Recovering from Economic Shocks, Disasters and Climate Change

Target: Productive Age Group and Elderly (specific for Health for the entire population)

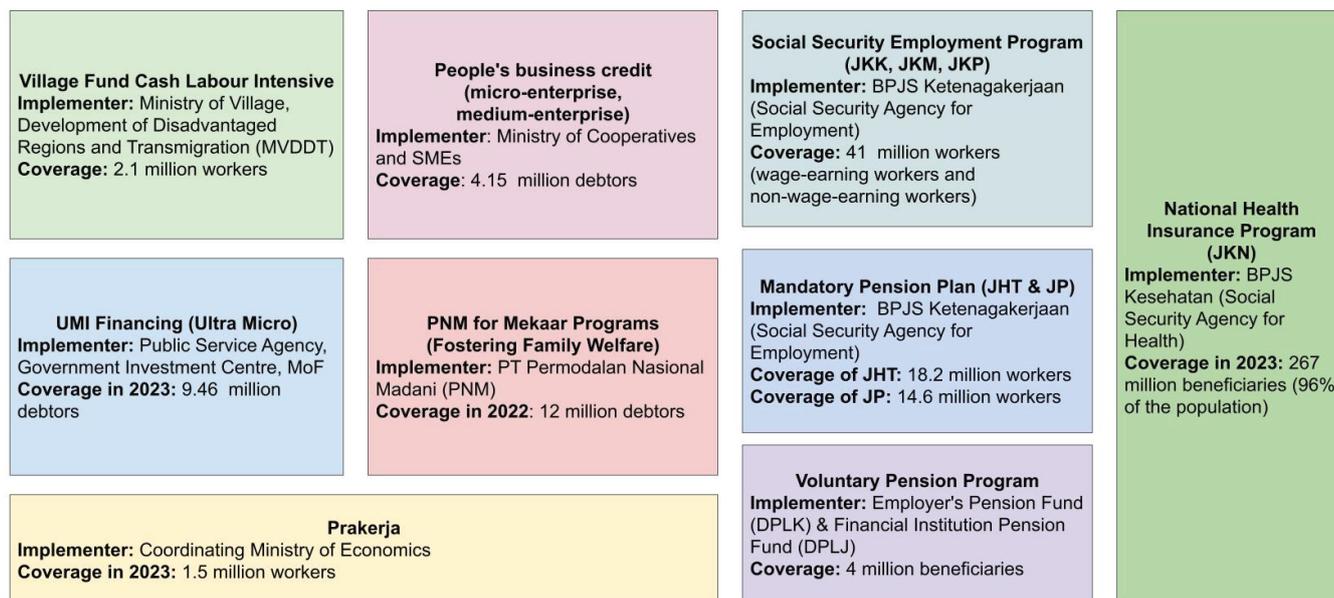


Figure 2. Economic Empowerment Policies and Programmes in Indonesia

Source: Consolidation by RDI from various related sources, 2025

B. Informal Activities Related to ASP in Communities

Community-based informal activities strategically support individuals and families during emergencies, particularly in areas with limited access to formal social protection programmes. In East Sumba Regency, East Nusa Tenggara, practices such as mutual cooperation (gotong royong), rotating savings (arisan), neighbourly assistance, and bartering are deeply embedded in the local social culture. These activities leverage networks of family, kinship, friends, community, and local organisations, characterised by key traits such as flexibility, adaptability, and reliance on trust and strong social bonds.

Studies in this region show that these informal practices act as first-line safety nets, helping vulnerable individuals and families endure crises. The strategic role of these activities becomes even more significant, especially when formal government assistance has not yet arrived or is insufficient to meet urgent needs. Therefore, integrating and recognising these informal activities within ASP strategies can strengthen community resilience, foster a more inclusive approach, and enhance the effectiveness of crisis response at the local level.

a. Family and Close Relatives as the First Point of Contact for Assistance During Crises and Hardships

Family members, such as parents, siblings, grandparents, and other close relatives, including friends and neighbours, are often the most reliable sources of support during difficult times. Assistance typically comes in the form of moral support, food, or loans. In the context of East Sumba, research data shows that over 60.8% of respondents received help from their families in the form of money, food, and various goods. Additionally, nearly a quarter or 23.7% of total respondents took loans from family or neighbours, which were used for food consumption, education, and business capital.

b. The Wealthy (Nobility Class) Providing Aid to the Less Fortunate (Commoner Class) During Crises

During crises, it is common for the wealthiest groups to assist the most disadvantaged by providing ready-to-eat food, clothing, blankets, baby supplies, and other necessities. In East Sumba, based on in-depth interviews, support is typically given by the nobility class (Maramba) to the commoner class (Ata). This kinship-based aid is deeply rooted in local traditions and customs. However, these practices have diminished as all social classes are facing extreme poverty at the moment.

c. Bartering Basic Needs Among Community Members During Crises

Bartering practices, known locally as Lippa Mandara, were once a common way for the people of East Sumba to navigate crises and difficult situations. Commodities typically bartered include agricultural produce and livestock. In the past, during harvest seasons, a relative would travel from one village to another to request agricultural products, which would be returned during the next harvest season. However, most respondents in recent studies reported that this practice is now rarely carried out.

d. Cost and Labour Sharing Among Communities During Significant and Unexpected Events

Some respondents refer to this as arisan adat due to its nature as a rotating savings system. Families or community groups in an area contribute resources such as livestock, woven fabrics, jewelry, and other important items to each other's events as part of a mutual aid system. All contributions are meticulously recorded in a ledger to ensure that the family receiving the resources can reciprocate the same during future events.

C. ASP-Related Initiatives from Non-Governmental Organisations

on-governmental organizations (NGOs) play a strategic role in supporting the implementation of ASP through innovative, community-based approaches tailored to local needs. Funded by various donor agencies, these initiatives operate at various scales, encompassing national and local levels, focusing on strategic issues affecting communities. NGOs involved in research, advocacy, or empowerment often adopt comprehensive, evidence-based methods to develop effective strategies for addressing social issues at the grassroots level.

The complementary contributions of NGOs to government efforts make them key partners in recognising the unique characteristics of diverse community groups across Indonesia. With a deep understanding of local needs, NGOs can develop more contextual and inclusive empowerment strategies. Moreover, they help bridge gaps in formal government programmes, whether in terms of beneficiary coverage or the effectiveness of programme delivery. Collaboration with NGOs can strengthen the overall ASP system, enhance programme sustainability, and accelerate the achievement of more inclusive and sustainable development goals.

Places of Worship and Faith-Based Organizations Providing Assistance to Congregants and the General Public

Churches, mosques, and other faith-based organisations provide social assistance to the vulnerable groups, including widows, female-headed households, orphans, and persons with disabilities. Organisations such as the National Zakat Agency (*Badan Amil Zakat Nasional/BAZNAS*) also collect and distribute charitable donations and alms to those in need, including during disasters. Donations from wealthier groups to the poor are common during major religious holidays such as Christmas, Eid al-Fitr, and others.

Loan Practices from NGOs During Crises or Financial Hardship

In the context of East Sumba, NGOs such as credit unions and cooperatives offer financial services, including loans for their members. The local community often uses these loans for additional business capital, children's school fees, hospital bills, traditional ceremonies, and daily consumption. Additionally, funds can be quickly accessed through pawnshops, where woven fabrics are often used as collateral.

Aid from Various Organisations to Those in Need

Communities also receive assistance from private sectors, NGOs, and community organisations during crises. This aid often comes in the form of donations, either in cash or goods, to meet basic needs. In East Sumba, organisations like World Vision Indonesia (Wahana Visi Indonesia/WVI) and Habitat have provided aid during events such as Cyclone Seroja. Additionally, 22 East Nusa Tenggara (NTT) villages benefited from the Transformasi *Ekonomi Kampung Terpadu* (TEKAD) empowerment programme, a collaboration between the Ministry of Villages, Development of Disadvantages Region, and Transmigration and IFAT.

Challenges and Obstacles in Implementing ASP in Indonesia

The implementation of ASP in Indonesia, whether through formal government programmes, informal community activities, or non-governmental initiatives, faces various challenges and obstacles. In formal government programmes, the main challenges include the limited role of local governments in aid distribution, insufficient guidance and oversight in aid utilisation, and weak integration and collaboration among institutions in managing disaster mitigation, climate change adaptation, and social protection. Many programmes remain reactive and fail to address the root causes of societal problems. Additionally, data utilisation and harmonisation issues are pressing tasks, compounded by limited funding. A lack of understanding of ASP concepts and definitions at the policy level also hampers budgeting and implementation within development planning documents.

On the other hand, the implementation of ASP through informal activities and non-governmental initiatives faces equally significant challenges. Informal assistance from families, relatives, or communities is often inconsistent, unreliable, and tends to benefit only small-scale groups. The scope, amount, and duration of such assistance are typically very limited and depend on the capacity of each programme or individual providing the aid. Furthermore, inadequate financial management and restricted access to formal financial services reduce the effectiveness of these strategies, particularly in terms of their ability to reach larger, more diverse community groups.

Despite these challenges, both formal and informal ASP programmes continue to play a crucial role in helping the poor survive critical situations. To enhance their effectiveness and sustainability, better programme integration, cross-sectoral policy alignment, and close collaboration between the government, non-governmental organisations, community organisations, the private sector, and the general public are required. Such synergy will strengthen community resilience in the face of crises and disasters and support the achievement of inclusive and sustainable development goals.

Policy Recommendation

Based on the strengths, challenges, and obstacles identified, this policy article proposes a more comprehensive framework to enhance the ASP system through three interconnected approaches: (i) strengthening formal government programmes related to ASP; (ii) developing community-based informal activities related to ASP, and (iii) fostering strategic collaborations through ASP-related initiatives from NGOs.

The first approach focuses on formal government programmes, emphasising policy strengthening, data harmonisation, and building basic ASP infrastructure. This aims to provide more targeted, timely, and effective support to vulnerable groups during crises while ensuring the programmes' sustainability and flexibility. The second approach highlights the importance of informal, community-based activities, underlining the need to strengthen local participation and utilise local wisdom to create contextually relevant and needs-based solutions. These activities complement formal programmes, particularly in hard-to-reach areas. The third approach optimises NGO initiatives, including development partners and academic institutions, to drive innovation, data sharing, and capacity building. This cross-sectoral collaboration creates opportunities for more efficient approaches, improves accessibility, and broadens the reach of ASP programmes.

By integrating these three approaches, the proposed framework is expected to create a more resilient, inclusive, and responsive ASP system to address current and emerging challenges, including climate change risks and other emerging threats. Coordinated and collaborative implementation among the government, communities, and the non-governmental sector will strengthen social protection in Indonesia, support sustainable development, and enhance community resilience in the future.

A. Strengthening Formal Government Programmes Related to ASP

a. Enhancing Coordination and Collaboration through the Establishment of Inter-Ministerial Task Forces and National Forums

The government needs to implement a comprehensive action plan to improve disaster mitigation, climate adaptation, and social protection coordination. This includes inter-ministerial task forces to align policies, national forums for sharing best practices, and regular workshops and communication channels for knowledge exchange. Training for officials and public participation will ensure the inclusion of local perspectives. Parallel monitoring and evaluation efforts are also required to assess and strengthen the effectiveness of these initiatives [15, 16].

b. Improving Collaboration, Coordination, and the Role of Local Governments and Field Facilitators

Collaboration and coordination between central and local governments, as well as field facilitators, are crucial to ensuring that government ASP programmes' accurate delivery. Engaging community leaders, encouraging self-reporting, and conducting random audits will help ensure the targeted distribution of aid. Additionally, providing assertiveness training and routine supervision for programme facilitators will enhance accountability. The Ministry of Social Affairs and local governments must share responsibilities in distributing and monitoring programmes. Decentralisation, regional monitoring tools, and joint oversight committees will further strengthen programme evaluation and policy alignment [17, 18].

c. Strengthening Graduation Schemes Accompanied by Programme Expansion for Specific Groups (e.g., Elderly or Persons with Disabilities) and Local Economic Development to Improve the Effectivity of the ASP Programme (Particularly the Social Assistance Programme)

ASP requires gradual graduation strategies to reduce long-term dependence and promote independence through conditional assistance linked to community services, skill training, and local economic support such as partnerships and entrepreneurship. Programmes like Adaptive PKH, Social Rehabilitation Assistance (Asistensi Rehabilitasi Sosial/ATENSI), Nusantara Economic Heroes (Pahlwan Ekonomi Nusantara/PENA), and insurance for fishermen, farmers, and livestock owners highlight the importance of social protection in addressing disaster and climate risks, providing both vertical and horizontal benefits. These programmes must also be tailored to local contexts, supported by an efficient administration, financial literacy, digital wallets, and oversight committees, with a focus on prioritising female-headed households through gender-based support. Krismiyaningsih et al. (2024) have identified several social protection and disaster management programmes in Indonesia that feature ASP expansion factors [19, 20]. Examples of such programmes are shown in **Figure 3**.

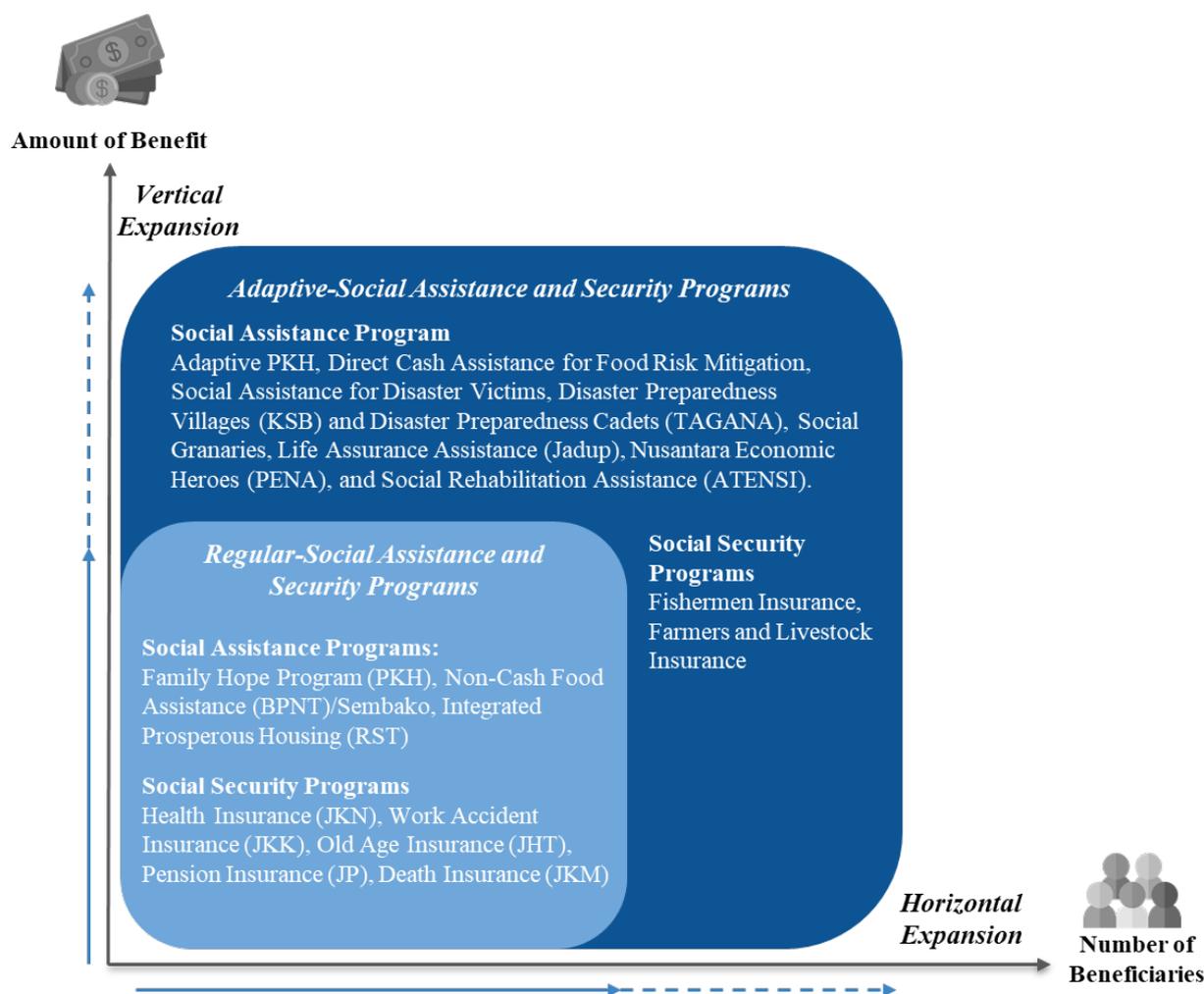


Figure 3. Expansion Scheme of ASP Programmes

Source: Consolidation by RDI from various related sources, 2025

d. Development and Utilisation of Multidimensional Poverty Index and Related Indices to Optimise ASP Accessibility in Remote Areas

The government needs to implement key measures to enhance targeting accuracy and accessibility. A multidimensional poverty index, encompassing income, education, and living conditions factors, should be developed and regularly updated digitally to enable precise targeting. Operational definitions for vulnerable groups, such as remote indigenous communities, must be developed in collaboration with local leaders to ensure appropriate assistance. Geographic vulnerability indices should also be utilised to prioritise aid in remote areas. National campaigns in local languages and user-friendly digital platforms can improve eligibility understanding. Additionally, budgets should include transportation costs, mobile aid units, and the development of infrastructure and local distribution centres to reach hard-to-access areas [21, 22].

e. Data Integration: Implementing a Unified Poverty Data System, Enhancing Data Management Capacity, and Local-Level Disaster Information Systems

The government must establish a unified poverty measurement framework with a centralised database that integrates data across ministries for consistency and data sharing. Integrating social welfare data with population data will improve beneficiary accuracy and enable real-time verification. Routine audits of the Unified Social Welfare Data (Data Terpadu Kesejahteraan Sosial/DTKS) are necessary to identify duplicate entries and targeting errors, while clear data protocols will minimise inaccuracies. Longitudinal tracking systems, coupled with mobile applications for reporting, can monitor changes in beneficiaries' conditions over time. Investments in personnel training and technology will strengthen data management capacity. Mobile data collection and enhanced communication infrastructure will accelerate data acquisition in remote areas. Additionally, village-level disaster information systems can be integrated with disaster preparedness to support communities in coping with the impacts of climate change [23].

f. Allocation of Contingency Budgets for ASP, Integration of ASP Financing with Disaster Mitigation, and Strengthening Accountability through Transparent Reporting Systems

A comprehensive review of existing programmes is essential to identify services requiring sustainable funding, including the establishment of a contingency budget for social protection to ensure the continuity of critical programmes during crises. Involving local governments and community organisations will align budgets with on-the-ground needs. A comprehensive funding framework should integrate social protection and disaster mitigation through shared funding mechanisms across various sectors. Public-private partnerships can supplement resources for disaster resilience. Most importantly, accountability can be ensured through transparent reporting systems and independent oversight committees. Meanwhile, financial management training for local stakeholders will enhance the effectiveness of fund allocation for social protection and disaster preparedness [20]. **Table 1** outlines actionable recommendations related to strengthening formal government programmes for ASP.

Table 1. Recommendations for Action Plans to Implement the Strategy for Strengthening Government's Formal Programmes related to PSA

NO.	Recommendation	PIC	Timeline
Enhancing Coordination and Collaboration through the Establishment of Inter-Ministerial Task Forces and National Forums			
1.	Establishing inter-ministerial task forces to align policies.	Bappenas, relevant coordinating ministries (e.g., Ministry of Economic Coordination, Ministry of Community Empowerment)	Short term
2.	Creating national forums to share best practices.	Bappenas, Ministry of Social Affairs (MoSA), National Disaster Management Authority (BNPB), relevant coordinating ministries	Short to medium-term
3.	Conducting workshops and routine communication for knowledge exchange.	Bappenas, MoSA, BNPB, relevant coordinating ministries	Short term
4.	Training policymakers and encouraging active community participation to ensure local perspectives inclusivity.	Bappenas, MoSA	Short term

Improving Collaboration, Coordination, and the Role of Local Governments and Field Facilitators

1.	Collaboration in utilizing data at the central and regional levels as an effort to track the accuracy of aid recipients.	Bappenas, relevant ministries	Short term
2.	Coordination with programme facilitators and involvement of community leaders to encourage self-reporting and conduct random audits.	Relevant ministries (MoSA, BNPB)	Short-medium term
3.	Routine training and supervision for programme facilitators.	Relevant ministries (MoSA, BNPB)	Short-medium term
4.	Encouraging role-sharing in the implementation of PSA between the central government (MoSA, BNPB, and relevant ministries/agencies) and regional	Relevant ministries (MoSA, BNPB)	Medium-term
5.	Decentralisation, regional monitoring tools, and joint oversight committees.	Relevant ministries (involving MoHA)	Medium-term

Strengthening Graduation Schemes Accompanied by Programme Expansion for Specific Groups (e.g., Elderly or Persons with Disabilities) and Local Economic Development to Improve the Effectivity of the ASP Programme (Particularly the Social Assistance Programme)

1.	Developing or strengthening graduation strategies to reduce beneficiaries' dependence on social protection (especially social assistance) and promote sustainable economic empowerment.	Bappenas and MoSA	Short term
2.	Development and provision of conditional assistance, skills training, and local economic support.	Bappenas and related Coordinating Ministries (Coordinating Ministry for Community Development (Kemenko PM), Coordinating Ministry for Economic Affairs (Kemenko Perekonomian)) in collaboration with Kemensos, the Ministry of Cooperatives and SMEs (Kemenkop), the Ministry of Manpower (Kemenaker), and other ministries/agencies with economic empowerment programmes	Medium-long term
3.	Adapting to local contexts, improving administrative efficiency, financial literacy, and digital wallets.	Local Governments and Kemensos (with Facilitators)	Medium-term
4.	Development and implementation of social protection programmes prioritising female-headed households and providing gender-based support.	Local Governments	Short-medium term
5.	Development and/or implementation of vertical and horizontal social protection benefits to mitigate disaster and climate risks.	Relevant Ministries and Local Governments	Short-medium term
6.	Implementation and expansion of adaptive programmes: Adaptive PKH, ATENSI, PENA, and insurance for fishermen/farmers/livestock breeders as part of social protection	Relevant Ministries and Local Governments	Short-medium term

Development and Utilisation of Multidimensional Poverty Index and Related Indices to Optimise ASP Accessibility in Remote Areas

1.	Developing and/or implementing a digitally updated multidimensional poverty index to ensure accurate targeting.	Bappenas and Central Bureau of Statistics (BPS)	Medium-long term
2.	Enriching the definition of vulnerable groups with input from local governments and community leaders.	Bappenas, BPS, and Local Government	Short-medium term
3.	Utilising geographic vulnerability indices (e.g., Indonesia Disaster Risk Index/IRBI) to prioritise the implementation of ASP in areas with high geographic vulnerability and remoteness.	Bappenas, MoSA, BNPB	Short-medium term
4.	Leveraging and expanding the accessibility of technology and digital platforms adapted to local contexts to provide education on poverty, disaster vulnerability, and related issues to communities with high geographic vulnerability.	Bappenas and relevant ministries (including MoSA and BNPB)	Short-medium term
5.	Ensuring the availability of resource and budget allocations for transportation, mobile assistance units, local distribution centres, and more.	MoSA and BNPB	Short-medium term

Data Integration: Implementing a Unified Poverty Data System, Enhancing Data Management Capacity, and Local-Level Disaster Information Systems

1.	Promoting a measurement framework and the integration of a unified poverty data system with cross-ministerial data.	Bappenas, BPS, relevant coordinating ministries (Kemenko PM), and relevant ministries	Medium-long term
2.	Integrating social welfare and population data to improve targeting accuracy, including integration with BNPB data.	Bappenas, BPS, relevant coordinating ministries, and relevant ministries (MoSA, BNPB)	Short-medium term
3.	Conducting routine monitoring and evaluation of poverty data utilisation, such as the Social Welfare Integrated Data (DTKS), to identify potential inaccuracies (e.g., duplicate data, deceased individuals, relocation, etc.).	Bappenas, Kemenko PM, MoSA	Short-medium term
4.	Monitoring and evaluating personnel training activities and data management technology.	Bappenas, BPS, relevant coordinating ministries, and relevant ministries (MoSA and BNPB)	Short-medium term

Allocation of Contingency Budgets for ASP, Integration of ASP Financing with Disaster Mitigation, and Strengthening Accountability through Transparent Reporting Systems

1.	Allocating contingency budgets for social protection in times of crisis.	Bappenas, Ministry of Finance (MoF)	Short-medium term
2.	Integrating social protection and disaster mitigation into comprehensive funding efforts.	Bappenas, MoF	Medium-long term

3.	Developing public-private partnerships to secure additional resources for building disaster resilience.	Bappenas, Kemenko PM, Kemenko Perekonomian	Short-medium term
4.	Ensuring transparent reporting and establishing oversight committees for accountability.	Bappenas, MoF	Short-medium term
5.	Providing financial management training for local stakeholders.	MoF	Short-medium term

Source: Authors, 2025

B. Developing Informal Activities Related to ASP in Communities

on-governmental organizations (NGOs) play a strategic role in supporting the implementation of ASP through innovative, community-based approaches tailored to local needs. Funded by various donor agencies, these initiatives operate at various scales, encompassing national and local levels, focusing on strategic issues affecting communities. NGOs involved in research, advocacy, or empowerment often adopt comprehensive, evidence-based methods to develop effective strategies for addressing social issues at the grassroots level.

The complementary contributions of NGOs to government efforts make them key partners in recognising the unique characteristics of diverse community groups across Indonesia. With a deep understanding of local needs, NGOs can develop more contextual and inclusive empowerment strategies. Moreover, they help bridge gaps in formal government programmes, whether in terms of beneficiary coverage or the effectiveness of programme delivery. Collaboration with NGOs can strengthen the overall ASP system, enhance programme sustainability, and accelerate the achievement of more inclusive and sustainable development goals.

a. Identifying and Recognising Local Wisdom as Part of ASP

The government must actively identify and formally recognise informal, community-based activities rooted in local wisdom as integral to ASP. This step provides legitimacy and extends the reach of assistance, particularly to groups that are not covered by formal programmes. Such recognition can also encourage the adoption of best practices in other communities, creating more inclusive local empowerment models.

b. Supporting Cultural Practices in Communities through Training and Simple Guidelines

Brief training sessions with simple guidelines supported by the government are necessary to ensure that informal activities are implemented fairly and transparently. For instance, in loan or aid practices, these guidelines can prevent potential losses for those involved. Improved organisation will enhance the effectiveness of informal ASP and ensure that its benefits are distributed equitably.

c. Strengthening Community Networks

Strengthening community networks allows greater access to financial resources, goods, and moral support. Well-organised communities foster trust among members and create an ecosystem that encourages collaboration and cooperation. Such support will reinforce informal activities' sustainability and amplify their impact on vulnerable populations.

d. Conducting Regular Monitoring of Informal Activities Related to ASP

Regular monitoring is essential to maintain the integrity of informal activities, prevent abuse of authority, and ensure that these practices remain aligned with social protection goals. Effective monitoring also helps identify barriers and opportunities for improvement, enabling these informal activities to continue evolving and delivering maximum benefits.

With proper recognition, support, and integration, community-based informal activities rooted in local wisdom can become a vital pillar in an inclusive and resilient ASP system, enhancing community's capacity to face future risks and crises. Table 2 below outlines actionable recommendations to support the implementation of strategies for developing informal activities related to ASP in communities.

Table 2. Recommendations for Action Plans to Implement the Strategy for Strengthening Government's Formal Programmes related to PSA

NO.	Recommendation	PIC	Timeline
Identifying and Recognising Local Wisdom as Part of ASP			
1.	Recognition of the implementation of informal ASP practices.	Bappenas and relevant ministries	Short-term
2.	Gradually increasing the accessibility of assistance for impoverished communities in need, especially for groups that are not yet or have not been reached by government	Bappenas and relevant ministries	Short-medium term
Supporting Cultural Practices in Communities through Training and Simple Guidelines			
1.	Developing and implementing training guidelines for informal ASP practices, ensuring their implementation is fair and aligned with proper principles.	Bappenas and relevant ministries	Short-medium term
2.	Conducting regular monitoring to ensure more organised informal ASP practices, enhances the effectiveness of ASP implementation.	MoSA, BNPB	Short-medium term
Strengthening Community Networks			
1.	Strengthening community networks within society.	Local Government	Short-medium term
2.	Enhancing trust among citizens by creating a conducive environment for collaboration and cooperation.	Local Government	Short-medium term
Conducting Regular Monitoring of Informal Activities Related to ASP			
1.	Conducting regular monitoring to prevent or reduce abuse of authority, fraud, and criminal actions by involved parties to avoid individuals exploiting difficult situations for personal gain.	Local Government	Short-medium term

Source: Authors, 2025

C. Strategic Collaboration Through ASP Initiatives by Non-Governmental Organisations

ASP initiatives initiated by domestic and international NGOs have long been critical in supporting vulnerable communities, especially during crises. While often incidental and programme-oriented with limited budgets and reach, ASP programmes implemented by NGOs make significant contributions, particularly in reaching groups underserved by formal government programmes. To amplify their impact, strategic collaboration is needed to strengthen synergies between NGOs, the private sector, and the government through a more structured and integrated approach. Four strategies can be implemented to support strategic collaboration through ASP initiatives by NGOs:

a. Initiating Collaboration and Partnerships with NGOs and the Private Sector

The government should identify potential NGOs and private sector actors capable of providing assistance during crises, ensuring aid reaches more individuals in need. Coordination mechanisms between the government and various organisations should be established to avoid duplication of aid to the same groups and to ensure effective and efficient distribution. One way to enhance coordination is by forming regular forums involving NGOs and the private sector.

b. Providing Relevant Data and Information Support

Access to crisis data and the socio-economic profiles of affected communities is essential for NGOs to design and implement more effective ASP programmes. Such data enables the identification of vulnerable groups that have not yet received aid, ensures targeted assistance, and serves as a foundation for monitoring and evaluation. The government must provide accessible up-to-date data to strategic partners to support programme accuracy and efficiency.

c. Standardisation and Guidelines to Support ASP Practices by NGOs

The diversity of NGOs operating in Indonesia necessitates guidelines and operational standards tailored to local wisdom. Standardisation helps NGOs design ASP programmes aligned with community needs, enhances operational efficiency, and ensures cultural sensitivity. With clear guidelines, NGOs can deliver more consistent and sustainable benefits.

d. Joint Monitoring and Evaluation of ASP Programmes

A joint monitoring and evaluation system involving government agencies, NGOs, and beneficiary communities should be developed to assess the effectiveness of ASP programmes. This process is crucial for identifying successes, addressing barriers, and improving programmes based on field feedback. Joint evaluations also ensure transparency and accountability in programme implementation.

Through these strategies, ASP initiatives by NGOs can be systematically integrated with government efforts, extending the benefits' reach and supporting the creation of a robust, inclusive, and responsive social protection system capable of addressing future challenges. **Table 3** outlines actionable recommendations to serve as a reference for implementing strategies to strengthen strategic collaboration with NGOs in ASP initiatives.

Table 3. Recommendations for Action Plans to Implement Collaboration Strategies with NGOs Related to ASP Initiatives

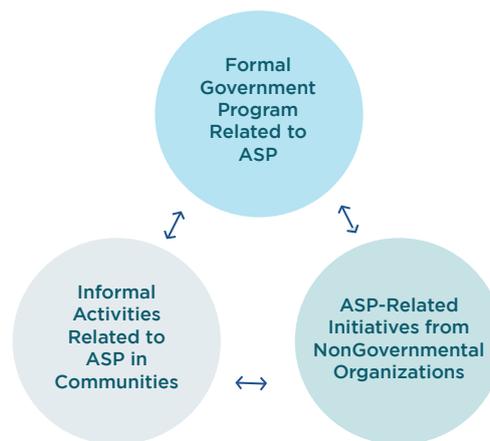
NO.	Recommendation	PIC	Timeline
Initiating Collaboration and Partnerships with NGOs and the Private Sector			
1.	Identifying potential NGOs and private sector entities to provide assistance to communities during crises, ensuring aid reaches more individuals in need.	Bappenas and relevant ministries	Short-term
2.	Establishing coordination mechanisms between government entities and organisations to avoid duplication of aid for the same community groups.	Relevant Ministries and Local Governments	Short-medium term
3.	Ensuring the delivery of aid is conducted effectively and efficiently.	Local Governments	Short-medium term
4.	Forming regular meeting forums involving non-governmental organisations and private sector entities.	Local Governments	Short-medium term
Providing Relevant Data and Information Support			
1.	Providing data support on crisis conditions and the socio-economic situations of affected communities to plan and implement the PSA programmes they initiate.	Relevant Ministries in collaboration with Local Governments	Medium-term
Standardisation and Guidelines to Support ASP Practices by NGOs			
1.	Preparation of guidelines and standard operating procedures that incorporate Indonesia's local wisdom as a reference for planning and implementing programmes more effectively, efficiently, and accurately.	Local Governments in collaboration with MoSA and BNPB	Short-medium term
2.	Conducting joint monitoring and evaluation involving government and non-governmental organisations to assess the effectiveness of PSA programmes implemented by non-governmental organizations.	Local Governments in collaboration with MoSA and BNPB	Short-medium term

Conclusion

Based on the policy recommendations and activities outlined earlier, the implementation of ASP initiatives can be pursued through three pathways: first, the formal policies and programmes implemented by the government; second, the community-driven informal initiatives; and finally, the support from NGOs engaged in advocacy, research, and community empowerment programmes. In this context, the government can act as a facilitator, integrating these three initiatives by designing inclusive policies. Communities can strengthen their adaptive capacity by leveraging local traditions, while NGOs can support these efforts through advocacy and by addressing gaps in formal

programmes with their empowerment initiatives.

The integration of government, community, and NGO initiatives can help create a stronger and more resilient ASP system. The government can utilize informal community networks and formal institutions to reach underserved vulnerable groups. Effective collaboration, resources, and capacities from various stakeholders can be optimally utilised to respond to crises more rapidly and inclusively. Data integration, sustainable funding, and comprehensive monitoring and evaluation will further reinforce this system, enhancing social and economic resilience at both local and national levels.



- Local communities play an important role in complementing government-led ASPs.
- Assistance from family and close relatives is the first mainstay in times of crisis, whether in the form of moral support, food, or loans.
- In the East Sumba region, the practice of extended family assistance or bartering is still common, although it is starting to diminish.
- Initiatives such as traditional arisan also help in sharing costs and labour between communities, enabling solidarity and shared economic resilience.

- The government establishes a strong ASP system with effective and inclusive policies, and solid horizontal and vertical coordination schemes.
- By improving institutional capacity and implementing a thorough monitoring and evaluation system, the government can ensure efficient distribution of programmes.
- Data-integrated programme design and sustainable financing are key to creating long-term impact and scalability.
- This initiative will enable the government to quickly respond to crises and ensure inclusiveness for vulnerable groups, especially in the face of climate change and disasters.

- Formal institutions such as banks, religious institutions and NGOs also play an important role.
- Churches, for example, provide social assistance to their congregations in times of crisis.
- Banks provide low-interest credit, facilitating access to more affordable financial resources.
- Meanwhile, NGOs such as Wahana Visi Indonesia with its vulnerability mapping and home building projects by HABITAT, provide examples of climate change mitigation and disaster management models that benefit communities.
- These programs fill gaps that cannot be fully covered by government and community initiatives.

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