



Constraints of Participation in Social Security Program for Workers in the Informal Sector a Case Study in the City of Sorong

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Abstract. Social security is the right of citizens, including workers. However, in reality not all workers are touched in Indonesia's social security program. This paper will explain why the social security program has not been successful for participatory workers in Indonesia. This research approach uses a desk literature review and a survey approach located in informal sector workers' settlements in Sorong City, which is focused in Sorong City. The analysis uses a descriptive method that discusses how the implementation of the social security program is carried out by government policies. This study finds that the implementation of social security has not been followed by most of the informal sector workers, considering that this literature has been widely adopted from articles because the data for Sorong City is still very minimal which is a limitation of this paper. This paper raises this topic due to several obstacles, such as, the workers still do not understand about the Jamsostek program; they have not yet gained access to this program. Another factor is the low level of education of workers, its effect on their lower knowledge. Therefore, this situation causes less access to program information by informal workers.

Keywords: the social security program · the informal sector workers · information access

1 Introduction

The form of labor protection in Indonesia must be implemented by every entrepreneur or company that employs workers not only formal but also informal workers. The form of labor protection in this case is about maintenance and improvement of welfare in the form of general labor social security. Social security for informal workers must be conducted based on joint effort, kinship, and mutual cooperation as stated in The Pancasila and 1945 Constitution.

The labor social security is created for workers, particularly in the company in the terms of implementation, protection which has mutually beneficial work interaction between workers and company [5]. Basically, Social security can be influenced by population conditions that affect population development [7, 13]. Every worker's needs social security to guarantee their life, however not all of them have it. Generally, the

population situation of developing countries is characterized by high population growth rates, high birth rates, decreasing mortality rates, and increasing life expectancy. These factors greatly affect the need for social protection and the operation of the social security program in which having the right of social security is part of human rights.

Health care security is a health prevention and solution guarantee that needs examination, medication and treatment including pregnancy and childbirth. Health solidarity, a thought that is very necessary considering the interdependence of humans in social life Jean Louis Vives on [12]. Until now, the understanding between social security, social aid, and insurance is still ambiguous. In general, people assume that social security provided for free. According to the descriptions above, the issue that will be researched is how the practice of national social security program, particularly for workers who work in informal economic sector, and also they are indicated as poor workers. Thus, this paper also aims to reveal describe about the constraints of social labor security for informal workers in urban areas, particularly in Sorong city, Papua Barat Province.

2 Methodology

This study attempts to describe the constraints of social security programs for informal workers. The data derived through literature studies and field surveys. Literature studies gained by conducting desk review and online browsing. The references derived from books, documents, and other references that relate to the issue. The survey approach conducted field research in urban areas, particularly in the location of the distribution informal workers sector in Sorong city.

The population of informal workers of Sorong City is located in 7 sub districts, namely: Sorong Barat, Sorong Manoi, Sorong Kepulauan, Maladumes, Sorong Timur, Sorong Kota, and Malaimsimsa. However, the respondents were selected according to the area considered the poorest in the sub-district based on the village administration. The respondents were selected according to the quota sampling involving 90 respondents, considering that one location and another were quite far from the unpaved road. Descriptive data analysis is based on the results of research in the field, combined with the results of searching documents or literature.

3 Results and Discussion

3.1 Legal Basic and the Contradiction of Social Security Implementation

According to The Law number 40 of 2004 social security System is a form of social protection to ensure that all people can meet their basic needs for a decent life. Social security is a component of social protection, besides social aid. In Indonesia, there have been regulations regarding the obligation of the government (as a state administrator) to implement social protection programs [8]. The policy structure for the implementation of the social security program is regulated by the national social Security System Law (UU SJSN), and The Law on The Social Security Administering Body (UU BPJS).

The Insurance system is a form of release of government responsibility in providing services to the community [17]. Although, at the normative level as explained in the

constitution, all social security is the responsibility of the state. However, the social security system implemented in other countries is a fully funded system, namely the existence of joint contribution between government and participation, in this case the people. However, until now the state has not been able to fully meet the social security, so the private sectors are involved.

As happened in social labor security, in which state as the regulator or facilitator by establishing a BUMN called JAMSOSTEK, while employers and workers are obliged to pay the insurance premiums. Observing the implementation of the provisions in The JAMSOSTEK Program, it is possible that the social security that will be applied will adopt the same thing. Some of the guarantee funds derives from APBD funds. The interesting thing is how to align if the national social security program has been implemented with the program that has been conducted by the local government.

Therefore, it is necessary to unify perceptions regarding the coverage of the area served and the source of funds for the national social security program so that small communities such as workers can get certainty in getting this national social security program.

This JAMSOSTEK program was issued in accordance with The Law No. 3 of 1992. This program reaches out workers, particularly informal workers that is supported by PERMEN no.40 of 2006. In the meantime, The existing programs of JAMSOSTEK are Work accident insurance (JKK), Death Insurance (JK), Old age Insurance (JHT), and Health care Insurance (JPK). As time goes by, this program has not been able to reach all workers in the formal sectors. There are around 30% workers who participate in The JAMSOSTEK Program from the total of the workers in Sorong city.

The number of Population of Sorong City who are registered and have health insurance is shown in Table 1.

Table 1. The Residents of Sorong city who have Health insurance (Percent) 2016–2019.

Types of Health Security			
	2016	2017	2019
Not Registered	25.40	28.56	26.99
Company	0.61	4.23	2.11
Private Insurance	0.47	1.30	0.75
Jamkesda	0.54	4.87	0.78
Jamkesmas	27.04	–	–
Askes/Asabri/Jamsostek	9.46	–	–
BPJS Ketenagakerjaan	6.65	19.70	–
BPJS Kesehatan	31.93	39.69	–
BPJS PBI	–	–	46.32
BPJS Non PBI	–	–	23.19

Source: BPS Kota Sorong

According to Table 1, the level of participation of workers in the labor social security program has developed significantly from year to year. It grew by 46.32% as the recipients assistance between 2016–2019. This is very ironic because the social security for workers, which is intended for workers, was not developing. Thus, the obligation to pay insurance premium is identified as a problem. Until now, The social security program has only been able to serve 46.32% of the total number of workers. This illustrates that The JAMSOSTEK program that has been running from 2016 has not been able to cover all the workers so that the National social security program needs to synergize with various elements in developing programs.

According to Table 1, it is very obvious that the labor social security model that involves worker and employer contributions has not been able to provide an illustration that the Indonesian people are able to meet the national social security contributions. This figure does not include the number of informal sector workers participating in The JAMSOSTEK Program. If the overall percentage of workers who participate in JAMSOSTEK is combined, it will decrease. This occurs due to some factors, such as income, knowledge, and education.

In the meantime, based on The ILO Study [11], on the expansion of social security in the informal sector in Indonesia obtained the data that explains 22.04% workers in informal sector are willing to pay social security premiums, 8.07% said that The national social security premiums are the responsibility of employers, 34.39% said it is the responsibility of the state, and the rest around 18.86% think that paying social security premiums is the responsibility of workers, employers, and the government [4]. According to the study, it is obvious that most workers who work in the informal sector consider that social security is the state's responsibility.

3.2 Social Characteristics as well as National Social Security Constraints Knowledge and Education Factors

The role of workers in supporting the national economy is undeniable. Therefore, guarantees or protection for workers and their families are needed to meet the minimum needs [15]. The minimum need is to describe a person's status as being above the poverty line, which may be tolerated by policy. However, the implementation of wage decisions is still far from expectations, for instance the number of families is not one of the considerations in applying the minimum wage limit. The implementation of a social security system with an insurance scheme will experience various obstacles, including: education, poverty, and access to information. The social security system that requires the community to pay a contribution, such as the spirit of the community to save the money.

In its implementation, it should be explored more deeply whether this system is feasible to apply throughout Indonesia because it is undeniable that Indonesian people who are scattered in remote areas still have different knowledge. Meanwhile. The fee system will have consequences for the community to familiarize themselves with the culture of saving. A possible solution is that the government at an early stage needs to inject funds through The APBN which is managed by The National Social Security Administration (BPJS). The Implementation of fee system which is an inducement program to be followed by saving by workforce. So far, the culture of saving related to financial institutions such as banks which can only be experienced by urban communities and the

Table 2. The Resident's knowledge of The National Social Security law

No.	The Knowledge of The National Social Security law (SJSN)	Percentage
1	Know	76,15%
2	Do not know	23,85%
	Total of Respondent 90	100.00%

Source: Primer data, processed in 2019

middle class, while people in remote areas of the country have not been able to fully access this public service. Thus, hard work is needed in socializing the applied social security scheme.

Related to the social security program, many people do not understand the benefits of the program. This issue can be found in Sorong City, and the findings are presented in Table 2.

According to the result of the study, more than 23.85% workers, particularly in the informal sector in Sorong city, did not know the National social security system law. This describes that the population in urban areas is not fully aware of the national Social Security system, including the procedures and how it is implemented. Education level also affects access of communication, and knowledge of the workers to national security. The macro level shows that the education level of the Indonesian population who graduated from elementary school was 20.02% in 2010 [3]. The UNDP noted that based on world rank, last year Indonesia's education ranking was in 124th position below The Philippines, while the previous year they were ranked 108th.

The condition of our education level has the potential to be a factor inhibiting the success of a policy, including national social security because a person's education background is an aspect that affects the knowledge level of a person, while knowledge is a prerequisite in carrying out a program mission.

In the meantime, knowledge itself is usually obtained from the school education process, the environment and forms of socialization. Thus, socialization from various parties on social security needs to be conducted intensively, particularly for those who have low education level, including informal workers. Therefore, socialization plays an important role in social security policy. The data proves that there is a close correlation between the level of education and the participation of workers in the social security program as was the case found in the study in Sorong City, where generally they have a low education level.

The characteristic of workers can be seen in Table 3.

According to Table 3, more than 6.41% of informal sector workers have a primary education level. The low level of education of informal sector workers has the potential to be an obstacle in the implementation of social security. This occurs due to lack of access to various programs that relate to employment because they have low education levels and come from poor communities. This condition causes them to have less knowledge, and it also contributes to their performance in the workplace.

Table 3. Sorong City's Informal sector workers based on education level

	Education Level	%
Never Join to Elementary School	9,181	6.71%
Elementary School	8,778	6.41%
Junior High School	29,028	21.21%
Senior High School	74,752	54.62%
Diploma I/II/III/Academy/University	15,127	11.05%
Total	136,866	100.00%

Source: BPS Sorong City

3.3 Economic Poverty

The income is very influential on the participation of workers in social security. This is related to the ability to contribute to the program itself, and this is a direct factor. Discussing about the income of workers, it is necessary to know the wage standard in the area concerned. Regarding to the wage standard is described in The Decision of The Joint Decree (SKB) of 4 Ministers in October 2008 concerning, maintaining the momentum of National economic Growth in Anticipating global economic development, which one of the content stated that the increase in the minimum wage for the working class should not exceed the grow rate of national economy [2]. Another thing to consider is the inflation rate (especially in a crisis situation). Its provisions require that the increase in the wages of the working class must be below the average inflation rate [6]. Therefore, in determining the payment of the national social security program, it is necessary to pay attention to the economic conditions and the living needs of workers. Moreover, the position of workers is always weak in bargaining positions against employers.

According to the theory, one of the factors that has a very strong influence on the determination of wages is the attraction between the demand and supply of labor [1]. On the other hand, the level of wages (income) of workers in the informal sector is very low based on the research result of informal sector workers in Sorong City that 72.00% of workers in the informal sector have an income of less than Rp 1.500.000 and this is lower than the Sorong City minimum wage in 2019 of Rp 2.934.5000. This low income has an impact on the participation of workers in social security, if the system is used with a contribution system. Furthermore, only 22% of workers have income above Rp. 1.500.000.

According to their income, they are only less than 2.500.000, considering that their income is not fixed. Only 6% of informal workers can afford to be equal to the minimum wage. This illustrates that income in the informal sector has not been able to match even below the regional minimum wage (Table 4).

As has been explained, wages greatly affect workers' participation in social security programs, of course the type and form can be insurance. This is because wages become bargaining power if you want to join insurance. Therefore, it is necessary to develop insurance that covers all cross-sectoral workers so that wages become variations to show the level of welfare of the workers. For instance, in determining provincial minimum

Table 4. Informal sector Workers (based on income) in Sorong City

Income (thousand rupiah)	Frequent	(%)
Rp 600–3.000	65.0	72%
Rp 3.100–5.000	20.0	22%
Rp 5.100–10.000	5.0	6%
Total	90.0	100%

Source: Primer data, Processed in 2019

Table 5. Informal Sector workers In Sorong City (based on Type of Profession)

Main Employment Sector (labor)	F	%
Agriculture, Plantation, Forestry, Hunting	6	6.7%
Processing Industry	8	8.9%
Great Traders, retails, Restaurants, Hotel	27	30.0%
Community Services	22	24.4%
Others	27	30.0%
Total	90	100.0%

Source: Primer data, Processed in 2019

wage (UMP), there is a clear trade-off between employers and workers although in practice is determined by governor through the wage council at the provincial level. In fact, until now social protection has only been enjoyed by a handful of residents because the government of Indonesia has not been able to meet the basic needs of the entire community as stated in 1945 constitution. Likewise, the access of workers in social security programs such as JAMSOSTEK which until now only about 26.99% of workers are able to take advantage of the program.

In addition, collaboration between workers and employers has always reflected a relationship of ups and downs. This can be observed at the end of each year in various demonstration areas regarding the determination of The Minimum wage (UMP). From one aspect, it can be seen that the welfare of workers is not yet prosperous so that social security is expected to be able to be protector to overcome economic difficulties, particularly for workers in informal sector. With the type of work that is not protected, it will add to the burden of dealing with many issues.

One's income level is related to one's profession. The higher level of profession usually will have a good income. However, the variation of employment in the informal sector appears as an activity that lacks prospects as shown in Table 5.

According to Table 5, the type of trade profession has the highest proportion that reaches 30%. This number indicates that trading is the easiest way to earn a living [10]. The level of poverty is no longer just a matter of lack of food. For certain people, they even reached extreme level of poverty which indicates by run out of meals. The portrait

of poverty is in stark contrast because some people live in abundance, while others live in poverty. The level of inequality is extraordinary and relatively dangerous. The substance of the gap is inequality in access to economic resources. The problem of inequality is a problem of justice which is related to social problems, for instance, poverty.

Trading in the informal sector does not require too much capital. Then, the type retailer profession has a proportion of 30% and occupies the second position. In general, This profession is a job that relies on physical strength, and the workers can apply and resign easily. Other types of profession. Such as laborers, drivers, and construction workers have varying percentages. These all are professions that rely on physical strength without higher education. The main demand is a certain ability and tenacity with the limitations of the technology used. The description above is in the operational work group which is categorized as manual labor.

3.4 Institutional

The implementation of social security is still experiencing obstacles. The third obstacle is the bureaucracy. The complicated and inefficient bureaucracy has slowed down the national social security service. This case is found in JAMKESMAS: various administrative requirements cause people to be reluctant to take advantage of JAMKESMAS [16]. In various government policies, the government is unable to break the complicated bureaucratic barriers into practical and fast ones. Therefore, the national social security system needs a practical system. Until now, health insurance participants still seem to have problems in managing insurance related to health programs, particularly ordinary people who still use JAMKESKIN and JAMKESMAS. Thus, a clear instrument is needed in implementing the national social security system and not only for the consumption of urban communities, particularly the upper middle class because this system is intended for the entire population of Indonesia. In addition, we must involves related dimensions and point of views in studying social issues [14].

The national social security System (SJSN) Law of 2002 until now has not been able to provide positive results even in the organizing board. To deal with this, the author reveals that in the development of the national social security program it is necessary to pay attention to various aspects. However, the interaction is not limited to individuals but also exist between groups, institutions, communities, and international organizations. In order to operate the system, we must pay attention to four aspects, namely adaptation, purpose, integration, and maintenance [9].

Aspects of adaptation include the culture of the community, the work system of the organizing body, and the government. In this aspect, the government and the national social security protection agency need to pay attention to the aspirations of the people. In addition to the community, the organizing body must also be able to adapt to the work patterns that have been promulgated. The next step is the objective aspect. The social security administering body must have clear goals and targets.

After both aspects are met, the next step is integration. There are inter-system linkages that apply. Integration in this case is not only at the level of legislation but also in policy implementation. All elements related to the national social security implementing agency with the ministries and government agencies are able to synergize and integrate to the

success of the implementation of the national social security program because without integration the system built does not work [14].

In order to run and synergize this program, the system must be maintained. Meanwhile, maintenance of the running system includes the following aspects: evaluation and communication between related agencies. The valuation aspect has an important meaning to find out the weakness and strengths of the system that has been implemented. From the results of this evaluation, it can be seen that various targets have been met as well as various inputs in policy making for future programs. Then the socialization aspect is able to maintain a working system. Even functionalist view socialization as a form “mighty” society to impose values, attitudes, habits and beliefs on individuals. Based on the simple steps above, it is very clear that the description of the model for the implementation of national social security must be able to accommodate the four elements above in on a national social security system [9].

In the meantime, the system that has been running so far has not been able to communicate in a series of information so that information from the center as the product maker can be absorbed and accessed by the community and implemented by local government. This is to strengthen the role that there is community sensitivity to help other communities. In addition, the existence of state subsidies will be enjoyed by the poor such as workers in the informal and formal sectors who have wages below standard. The implementation of social security also needs supervision so that in its implementation it does not harm all parties so that a sense of belonging and mutual trust is built.

4 Conclusion

The majority of informal workers have not been touched by the employment social security program. This is not only due to the lack of program organizers but also to various social constraints that come from within the characteristics of the workers themselves. Downward factors such as low levels of economy, education, and knowledge as aspects that have an important role. Meanwhile, from the external aspect is the handling of the bureaucracy, as a result the number of workers who are able to be reached by social security workers is not much.

As an effort to expand participation in labor protection, of course the government needs to reform the bureaucracy related to encouraging the small business sector which is close to the informal sector. Beside that, it is necessary to increase knowledge in the field of education and information through The Kelurahan regional Government. Thus, various knowledge transformations, economic distributions or cross subsidies are needed as well as socialization of the national social security program so that the implementation of national social security can improve the nation's economy, particularly the workers.

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