Understanding the aspirations of young people in rural communities in South Sulawesi
I am delighted to share our preliminary findings from the Partnership for Australia-Indonesia Research (PAIR).

PAIR is a development initiative that brings together researchers, policymakers, business and community groups to find solutions to real problems. We do this in an integrated, collaborative and evidence-based way.

We anchor our research on a segment of Indonesia’s ambitious Trans-Sulawesi railway network – the new 145-kilometre railway line connecting two major port cities: Makassar and Parepare. The railway line will provide much-needed transport for people and goods. It also stands to stimulate the local economy, boost commodities and transform communities. Yet, experience shows that investments in connectivity do not necessarily benefit local communities if they are not ‘people-centric’—that is sustainable, affordable and accessible. Businesses are unable to realise the new railway line’s potential without good planning and design of infrastructure. Poor intermodal connectivity, scheduling and intervention are unlikely to encourage use. Moreover, people are likely to remain disadvantaged if they lack the knowledge needed to take advantage of opportunities, and if they lack access to resources, or the skills required to thrive and enterprise.

Our research explores four areas: commodities; transport, logistics and supply chain; young people, health and wellbeing; and young people and development. We investigate what the railway lines mean for local communities, how they respond to change, and how they can take advantage of emerging opportunities.

Warm regards,

Dr Eugene Sebastian
PAIR Program Director
The Australia-Indonesia Centre
EXECUTIVE SUMMARY

Social, economic and environmental change is sweeping across Indonesia – bringing new opportunities for the country’s young people.

In this Pilot Project, we set out to identify the aspirations of young people in PAIR focus areas in South Sulawesi, and the skills, education, and training priorities needed to support them. Our research included demographic profiling, spatial and landscape mapping, a legal and policy analysis, and a media review of youth representations in agriculture.

Young people are moving out of agricultural production in South Sulawesi’s rural hinterland areas. Young women are seeking more education and shifting into service sector industries, while young men tend to stay in rural and coastal production or join construction industries supporting infrastructure development.

Key youth development policies and national media representation emphasise leadership, responsibility, and entrepreneurship. Across policy and media, Indonesia’s aging farmer population is of growing concern and reflects the socio-economic profile of young people in South Sulawesi. The disruption due to COVID-19 is unevenly impacting young women and men who are navigating livelihood shifts from rural to urban spaces.

Our research has established the foundations for a larger strategic project to examine how young people respond to major agrarian changes and disruptions, makes recommendations for educational programs and policy reforms, and leverages the longer-term PAIR strategic approach.
1.0 INTRODUCTION

South Sulawesi has among the highest rates of economic growth in Indonesia. The province is a major gateway to Eastern Indonesia, a priority region for significant national funding aimed at improving infrastructure and connectivity. President Joko Widodo’s (Jokowi) first five-year national plan (2015-2019) prioritised spending on infrastructure, which will continue during his second term.

South Sulawesi has several large infrastructure projects, including a new seaport and new industrial economic zones. An ambitious Trans-Sulawesi railway network is planned, including a new 145-kilometre railway connecting five cities and districts (regencies) along the southwest coast between the port cities of Makassar and Parepare.\(^1\)

New infrastructure, greater connectivity, and emerging educational and job opportunities have helped young people leave agricultural production in rural hinterland areas. In particular, it has enabled young women to attain greater levels of education and move into service sector industries, such as education, healthcare and related jobs in urban centres. Young men tend to continue in rural and coastal production or join the construction industries supporting infrastructure development.

However, it is unclear how widespread these employment transitions are and how differently positioned young people (poor women, men, rural, coastal etc) are being impacted by these social and economic changes. It is also unclear why young people may or may not be accessing new opportunities, and what is needed to identify and address their education and employment needs and aspirations.

This report describes the economic, social, and development context of South Sulawesi to:

- i. Understand the needs and aspirations of young people, and identify barriers to realising their needs and aspirations;
- ii. Identify relevant government policies and programs, and determine current skills, education, and training priorities for young people; and
- iii. Across different social groups, identify the current situation of young people in rural development and agrarian change.

\(^1\)Total spending on the Makassar-Parepare Railway is estimated at more than IDR 8 trillion (more than AUD 82 million) based on the Komite Percepatan Penyediaan Infrastruktur Prioritas (KPPiP) website. Funding is provided through a Public-Private Partnership (PPP) and some allocation from regional budgets.
2.0 METHODOLOGY

COVID-19 removed initial field research opportunities. We liaised with other research groups, in particular Youth and Wellbeing, and the Commodities and Transport groups.

Preparatory work identified relevant government databases (Table 1) and missing data for each district, and included a literature review. We identified definitional issues related to young people and the need for analysis of young people’s place in a broader societal context. We considered the age frame of young people (or ‘youth’) in terms of sociocultural context and in reference to Indonesian law and policy for collecting and compiling secondary data. We focused on the Reformasi (Reform era), a period associated with globalisation, free trade and industrialisation, and rapid innovation of technology and communication.

There were four main research components: demographic profiling, spatial and landscape mapping, a legal and policy analysis, and a media review of youth representations in agriculture. Together, these components provide the foundation for the Strategic Integrated Project (SIP).

<table>
<thead>
<tr>
<th>No</th>
<th>Database</th>
<th>Source</th>
<th>Unit</th>
<th>Timeframe and intervals</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>Village Potential Statistics (PODES)</td>
<td>Central Bureau of Statistics (BPS)</td>
<td>Village</td>
<td>Since 1976; 3 times per 10 years</td>
</tr>
<tr>
<td>4</td>
<td>Sub-District in Figures (Kecamatan dalam Angka)</td>
<td>South Sulawesi Bureau of Statistics or Bureau of Statistics in each district</td>
<td>Village</td>
<td>2002 – 2020 (not all years are available)</td>
</tr>
<tr>
<td>5</td>
<td>National socioeconomic survey (SUSENAS)</td>
<td>Central Bureau of Statistics (BPS)</td>
<td>Village and household</td>
<td>Since 1979; every year or two</td>
</tr>
<tr>
<td>7</td>
<td>Agricultural Survey (SUTAS)</td>
<td>Central Bureau of Statistics (BPS)</td>
<td>District</td>
<td>Since 1963 conducted every 10 years between census</td>
</tr>
<tr>
<td>8</td>
<td>National Labour Force Survey (SAKERNAS)</td>
<td>Central Bureau of Statistics (BPS)</td>
<td>Village prior to 2011; District after 2011</td>
<td>Since 1986; conducted twice a year</td>
</tr>
</tbody>
</table>

Table 1. Summary of government databases

Photo by Landoven on Unsplash.
Figure 1. South Sulawesi province showing the study area. Source: Topographical Map of Indonesia (RBI) 2016
Figure 2. Study area showing the railway corridor. Sources: Village Potential Statistics (PODES) and Topographical Map of Indonesia (RBI) 2016
3.0 ANALYSIS AND RESULTS

Our reporting combines demographic analysis with an economic and resource profile of South Sulawesi (Figure 1). We progressively narrow in to focus on young people and livelihood transition in the study area (Figure 2) while identifying wider patterns and characteristics of the province. The study area comprises three districts (Maros, Pangkep, Barru) between Makassar and Parepare.

3.1 INFRASTRUCTURE AND INSTITUTIONAL PROFILE

Current infrastructure, urban planning, trade and commodities in the province are traceable to the Dutch colonial period. The current Reform era has seen rapid democratisation and decentralisation, following several decades of authoritarian rule (Figure 3).

Following the 1998 financial crisis and fall of Soeharto’s New Order regime, new laws granted regional autonomy, principally to district governments. There has been a proliferation of new administrative areas, mostly in the north of the province, where there is higher poverty and fewer people. Prior studies suggest that improved performance of local government in the parent region is inconsistent, while performance in the newly formed districts has deteriorated in other locations.

We identified institutional changes that directly impact youth employment opportunities (Figure 3). For example, the ‘Omnibus’ Job Creation Bill (UU Cipta Kerja) simplifies business licensing procedures and amends labour regulations and may encourage youth movement from farming to other sectors.

Another significant change is the Village Law (UU Desa 6/2014), which provides funds of up to 1 billion Rupiah per village to finance village operations and development, in conjunction with other programs. More young people are involved in village governance since the law was enacted, and need new skills to succeed.

Twenty-seven National Strategic Projects are earmarked for Sulawesi, including ten in South Sulawesi (Table 2). Investment in energy infrastructure, the extension of Hasanuddin International Airport, new housing and plans to develop industrial estates mean that new transport networks, employment opportunities and markets may attract young people. Further research via...
our next research project (the Strategic Integrated Project) will identify how national and regional investment and development planning affect the type of education and training programs that young people need to benefit from these opportunities.

### 3.2 Composition of Economic Sectors: Situating Rural Youth

South Sulawesi is a major gateway to Eastern Indonesia. Its population and economy are the largest in Eastern Indonesia and it is Indonesia’s ninth most significant economic region. It has a large but declining agricultural base. A quarter of South Sulawesi’s population (2.25 of 8.77 million) consists of young people (16-30 years) in rural regions experiencing major agrarian changes.

In the mid-1990s, the province contributed 2.05 per cent to the Indonesian economy and economic growth of 0.93 per cent was lower than the national average.

It was hit hard by the 1998 financial crisis but since then, economic growth has been relatively stable and tracked higher than the national average. In 2018, the province contributed 2.96 per cent of Indonesia’s GDP (Figure 3) with significant growth in manufacturing, transport and other industries (Figure 4).

### Table 2: National infrastructure projects. Source: Appendix of Presidential Decree 58/2017

<table>
<thead>
<tr>
<th>No</th>
<th>Project</th>
<th>District</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Makassar seaport</td>
<td>Makassar</td>
</tr>
<tr>
<td>2</td>
<td>Makassar to Parepare railway</td>
<td>Makassar and Parepare</td>
</tr>
<tr>
<td>3</td>
<td>Drinking water supply system</td>
<td>Mamminasata</td>
</tr>
<tr>
<td>4</td>
<td>Karalloe dam</td>
<td>Gowa</td>
</tr>
<tr>
<td>5</td>
<td>Pisseloreng dam</td>
<td>Wajo</td>
</tr>
<tr>
<td>6</td>
<td>Pamukkulu dam</td>
<td>Takalar</td>
</tr>
<tr>
<td>7</td>
<td>Jenelata dam</td>
<td>Gowa</td>
</tr>
<tr>
<td>8</td>
<td>Baliase dam and irrigation system</td>
<td>North Luwu</td>
</tr>
<tr>
<td>9</td>
<td>Industrial area</td>
<td>Bantaeng</td>
</tr>
<tr>
<td>10</td>
<td>Nickel smelter</td>
<td>Bantaeng</td>
</tr>
</tbody>
</table>

### Figure 4. Changes in the economic structure of South Sulawesi, 2011 and 2019. Source: South Sulawesi Statistical Agency 2020

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6Based on Presidential Decree No 58/2017.

7See: https://sipuu.setkab.go.id/PUUdoc/175250/Lampiran%20Perpres%20Nomor%2058%20Tahun%202017.pdf

8Gross Regional Domestic Product (GRDP) by provinces in the Statistical Year Book of Indonesia 2020.

The provincial capital, Makassar, is Eastern Indonesia’s largest international city and comprises a significant portion of the regional economy (Figure 5). Many large industries are located in the surrounding Mamminasata metropolitan area, which attracts workers from other regions. Large industrial zones are also planned elsewhere, including Parepare. The manufacturing sector has grown rapidly in Makassar and its outskirts and is expected to attract young workers in South Sulawesi.

Three large cement factories will benefit from the new railway and growth in other sectors and will be a significant potential draw for young men working in construction (Figure 6). The Bosowa cement factory in Maros and a smaller factory in Riau (Sumatra) employ more than 1,000 people, many of them physically able young adults. The Tonasa cement factory in Pangkep is one of the largest cement producers in Eastern Indonesia and currently undergoing expansion.

### 3.2.1 Agriculture and Agricultural Households

South Sulawesi has significant forest cover in the north, where mining occurs. The southern landscape is predominantly agricultural (Figure 7). Agriculture, forestry, and fisheries comprise the largest portion of provincial GDP (21.28 per cent), with the agricultural sector is the largest (12.8 per cent in 2019). This sector has experienced slow growth, averaging 4.7 per cent since 2015, and a -0.42 per cent growth rate in 2019.

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10Calculation from Statistical Yearbook of Indonesia 2020.
13Data for 2017 shows that the manufacturing sector is able to absorb 32,118 industrial workers. Calculation from South Sulawesi Statistical Agency 2017; Large and Medium Industrial Establishment Directory 2017.
14Two are locally owned – one private company, PT Bosowa in Maros commenced operations in 1973, and a state-owned enterprise, called PT Tonasa in Pangkep was established in 1968. A third company, PT Conch in Barru, is owned by a Chinese company and still obtaining the necessary permits.
15South Sulawesi in Figures 2020.
16ibid.
Figure 7. Land cover map of South Sulawesi. Source: Ministry of Environment and Forestry 2019
The overall contribution of agriculture, forestry, and fisheries to the regional economy declined by 1.78 per cent between 2011 and 2018. South Sulawesi supplies rice and other produce to Eastern Indonesia. In 2019, the harvested area of rice was slightly more than 1 million hectares, with wet rice production of over 5 million tonnes\(^\text{17}\). The province also produces 70 per cent of the country’s cocoa\(^\text{19}\).

The livelihood strategies and composition of agricultural households vary by location. In the 2018 Agricultural Survey (SUTAS), 1,015,232 households recorded their main income from the agricultural sector. Most districts have seen a decline in agricultural households (Table 3).

Many households rely on mixed farm and non-farm income, and mixed subsistence and market access to sell commodities. The livelihood activities of coastal villages vary (Table 4). In 2018, most agricultural households were in the rice crop sub-sector inland. In 2003, most were in the estate sub-sector (for example, cocoa). Since then, all subsectors except rice and aquaculture have been in decline in terms of household numbers. Further research will investigate the differences in the livelihood strategies between coastal and inland food-producing regions, and youth aspirations and livelihood needs within agricultural households.

Agriculture dominates the study area\(^\text{19}\), but things are changing. For example, in Maros district, where the Hasanuddin International Airport is located, agriculture has declined by 19.84 per cent over the last decade\(^\text{20}\). The decline in the number of agricultural households in Pangkep may correlate with the large contribution of the Tonasa cement factory to the regional economy.

<table>
<thead>
<tr>
<th>Districts</th>
<th>Agricultural Households</th>
<th>Growth of Agricultural Household (2003-2018)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2003</td>
<td>2013</td>
</tr>
<tr>
<td>Kepulauan Selayar</td>
<td>21,545</td>
<td>19,871</td>
</tr>
<tr>
<td>Bulukumba</td>
<td>70,498</td>
<td>63,786</td>
</tr>
<tr>
<td>Bantaeng</td>
<td>29,862</td>
<td>29,803</td>
</tr>
<tr>
<td>Jeneponto</td>
<td>63,482</td>
<td>59,247</td>
</tr>
<tr>
<td>Takalar</td>
<td>43,839</td>
<td>39,478</td>
</tr>
<tr>
<td>Gowa</td>
<td>89,966</td>
<td>78,737</td>
</tr>
<tr>
<td>Sinjai</td>
<td>39,506</td>
<td>38,919</td>
</tr>
<tr>
<td>Maros</td>
<td>43,450</td>
<td>39,505</td>
</tr>
<tr>
<td>Pangkep</td>
<td>46,735</td>
<td>39,060</td>
</tr>
<tr>
<td>Barru</td>
<td>26,811</td>
<td>20,035</td>
</tr>
<tr>
<td>Bone</td>
<td>123,899</td>
<td>114,216</td>
</tr>
<tr>
<td>Soppeng</td>
<td>43,123</td>
<td>38,919</td>
</tr>
<tr>
<td>Wajo</td>
<td>63,703</td>
<td>58,313</td>
</tr>
<tr>
<td>Sidenreng</td>
<td>39,596</td>
<td>33,670</td>
</tr>
<tr>
<td>Rappang</td>
<td>53,229</td>
<td>47,748</td>
</tr>
<tr>
<td>Enrekang</td>
<td>33,431</td>
<td>34,670</td>
</tr>
<tr>
<td>Luwu</td>
<td>65,847</td>
<td>52,335</td>
</tr>
<tr>
<td>Tana Toraja</td>
<td>41,809</td>
<td>40,359</td>
</tr>
<tr>
<td>Luwu Utara</td>
<td>53,886</td>
<td>52,206</td>
</tr>
<tr>
<td>Luwu Timur</td>
<td>33,751</td>
<td>36,066</td>
</tr>
<tr>
<td>Toraja Utara</td>
<td>35,428</td>
<td>30,222</td>
</tr>
<tr>
<td>Makassar</td>
<td>14,753</td>
<td>6,527</td>
</tr>
<tr>
<td>Parepare</td>
<td>3,713</td>
<td>2,375</td>
</tr>
<tr>
<td>Palopo</td>
<td>10,589</td>
<td>7,190</td>
</tr>
<tr>
<td>Total</td>
<td>1,082,251</td>
<td>980,946</td>
</tr>
</tbody>
</table>

Table 3. Number of agricultural households by district, 2003, 2013 and 2018. Source: Agricultural Survey (SUTAS) 2018

<table>
<thead>
<tr>
<th>Type</th>
<th>2003</th>
<th>2013</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture Sector</td>
<td>1,082,251</td>
<td>980,946</td>
<td>1,015,232</td>
</tr>
<tr>
<td>Subsector</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Food crops</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Paddy</td>
<td>577,944</td>
<td>596,365</td>
<td>596,427</td>
</tr>
<tr>
<td>Secondary Crops</td>
<td>370,350</td>
<td>288,329</td>
<td>288,877</td>
</tr>
<tr>
<td>2. Horticulture Crops</td>
<td>446,265</td>
<td>272,514</td>
<td>234,534</td>
</tr>
<tr>
<td>3. Estate Crops</td>
<td>637,708</td>
<td>477,656</td>
<td>409,317</td>
</tr>
<tr>
<td>4. Livestock</td>
<td>576,247</td>
<td>493,306</td>
<td>479,840</td>
</tr>
<tr>
<td>5. Fisheries</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Aquaculture</td>
<td>49,050</td>
<td>62,050</td>
<td>55,387</td>
</tr>
<tr>
<td>Fish capture</td>
<td>69,987</td>
<td>46,439</td>
<td>39,197</td>
</tr>
<tr>
<td>6. Forestry</td>
<td>153,227</td>
<td>180,345</td>
<td>105,248</td>
</tr>
<tr>
<td>7. Agriculture Services</td>
<td>94,809</td>
<td>50,785</td>
<td>19,794</td>
</tr>
</tbody>
</table>

Table 4. Comparison of Agricultural Household by Subsectors. Source: Agricultural Survey (SUTAS) 2018

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\(^{17}\)PAIR Overview – South Sulawesi’s Economy, May 2020.

\(^{19}\)Village Potential Statistics (PODES) 2014 and 2018.

\(^{20}\)Calculation using data source from Maros in Figures (dalam Angka).
3.2.2 Marine Production and Coastal Households

Fisheries are important for the regional economy as well as coastal communities. The fisheries sub-sector has grown from 6.16 per cent to 8.42 per cent\(^{21}\). South Sulawesi is Indonesia’s second-largest fish-producing region, contributing 12.43 per cent of total national production in 2015. The main commodities are shrimp species\(^{22}\).

Seaweed is another leading commodity. The province contributes 18 per cent of the world’s red seaweed and exports 125 tonnes per month\(^{23}\). Seaweed is an emerging cash crop along the coastline of Pangkep\(^{24}\). Coastal fishing is the predominant activity for coastal households, with aquaculture gaining traction.

### 3.3 Distribution of Young People’s Socioeconomic Opportunities

Our research reveals where major agrarian changes and livelihood transition are occurring in relation to land-based livelihoods, poverty and off-farm opportunities. In 2019, 3.06 per cent of Indonesia’s poor population lived in South Sulawesi. The poverty rate in the province is much lower than the national level and is falling\(^{25}\).

However, spatial distribution of poverty and employment is uneven among young people, based on where they live. There is greater access to education closer to urban areas, and poverty is highest in rural areas, which have smaller, aging populations. There are more young people in cities, but high rates of youth unemployment in Makassar and Mamminasata, where industrial zones and major infrastructure investments are concentrated.

<table>
<thead>
<tr>
<th>Location</th>
<th>Total villages and number of villages in coastal areas</th>
<th>Number of villages</th>
<th>Percentage of villages</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Capture fisheries</td>
<td>Aqua-culture</td>
<td>Salt ponds</td>
</tr>
<tr>
<td>Barru</td>
<td>55</td>
<td>29</td>
<td>29</td>
</tr>
<tr>
<td>Makassar</td>
<td>153</td>
<td>27</td>
<td>18</td>
</tr>
<tr>
<td>Maros</td>
<td>103</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Pangkep</td>
<td>103</td>
<td>50</td>
<td>49</td>
</tr>
<tr>
<td>Parepare</td>
<td>22</td>
<td>11</td>
<td>11</td>
</tr>
</tbody>
</table>

Table 5. Coastal villages and livelihoods in the study area. Source: Village Potential Statistics (PODES) 2014

Figure 8. Population distribution and density in the study area. Source: South Sulawesi in Figures 2013-2019

Figure 9. Population density by villages in 2013 and 2018. Source: Districts by Figures 2014-2019

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\(^{22}\)South Sulawesi Statistical Agency 2020.

\(^{23}\)PAIR Overview – South Sulawesi’s Economy, May 2020.

\(^{24}\)Medium Term Development Plan of South Sulawesi, 2018–2023.

\(^{25}\)South Sulawesi in Figures 2019.
Further research will look at what allows young people to move to cities, the type of education and jobs they can access; or conversely who remains in rural communities to contribute to farming among gendered household responsibilities.

3.3.1 DEMOGRAPHIC TRENDS (AGE AND GENDER) ALONG THE SOUTHWEST COASTLINE

We identified limited net-change in the population structure between 2013 and 2018. The Bugis and Makassarese constitute the majority of Makassar’s population, but the surrounding industrial zones have long attracted workers from across Indonesia. The highest population (17.19 per cent) is in Makassar city (Figure 8), which in 2018 had a population density six times that of Parepare. Districts around the core

More young people live in Makassar and Parepare (Figure 10) than rural hinterlands, where there are fewer jobs and educational facilities. In 2018, 20.54 per cent of the population in the study area were aged 15-24 years, a rise of 0.10 per cent since 2013. A moderate decline in youth population occurred in Makassar and Maros (Table 6). From 2013-2018, Makassar saw the highest increase in female population. The male population increased in Parepare and along the coast of Barru district over this timeframe. Overall, the population composition (age and gender) has been relatively stable, but there is an aging population in locations with a large agricultural base (such as Barru). The highest population growth was in Borimasunggu in Pangkep, where a train station is being built. In Barru (specifically Balusu sub-district), population decline is significant. Further research identifying demographic trends in combination with other data will inform the selection of field sites.

<table>
<thead>
<tr>
<th>Regency/city</th>
<th>Age category 2018</th>
<th>Youth change (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Child (0-14)</td>
<td>Youth (15-24)</td>
</tr>
<tr>
<td>Barru</td>
<td>19.44%</td>
<td>16.27%</td>
</tr>
<tr>
<td>Gowa</td>
<td>18.82%</td>
<td>17.63%</td>
</tr>
<tr>
<td>Makassar</td>
<td>17.90%</td>
<td>24.07%</td>
</tr>
<tr>
<td>Maros</td>
<td>19.25%</td>
<td>18.48%</td>
</tr>
<tr>
<td>Pangkep</td>
<td>19.97%</td>
<td>18.40%</td>
</tr>
<tr>
<td>Parepare</td>
<td>18.62%</td>
<td>19.30%</td>
</tr>
<tr>
<td>Takalar</td>
<td>17.89%</td>
<td>17.59%</td>
</tr>
<tr>
<td>Total</td>
<td>18.52%</td>
<td>20.54%</td>
</tr>
</tbody>
</table>

Table 6. Age Structure and Youth Change 2013 to 2018. Source: South Sulawesi in Figures 2014–2019

Figure 10. Youth distribution (15-24 years old) by sub-district, 2018. Source: Districts by Figures 2014–2019

27Calculation from South Sulawesi in Figures 2014–2019
28ibid.
3.3.2 YOUTH EMPLOYMENT AND EDUCATIONAL PATHWAYS

In line with national trends, young people in South Sulawesi are working more in non-farm sectors, despite the fact most villages are predominantly agricultural (Table 7). Age and gender help us understand why.

According to the Indonesian Agricultural Census, in 1993, 25.8 per cent of the total agricultural workforce was under 35. This dropped to just 12.9 per cent by 2013. There is a growing number of farmers aged over 65 years.

In the 2018 Agricultural Survey (SUTAS), 1,161,692 people in South Sulawesi recorded their occupation as farmer. Only 17.3 per cent were women. Among ‘young farmers’ (under 25 years) the number of male farmers was 5.8 times more than women; overall, this age group accounted for only 3.06 per cent of all farmers. Most farmers were aged 45-54.

New employment packages initiated by the provincial government aim to tackle the structural barriers to rural youth remaining in farming and a youth unemployment rate close to 10 per cent. These are geared to young people’s interests, including tourism and English language training.

The 2018 National Workforce Participation Survey found that Makassar had a total of 671,044 workers; 12.19 per cent of them unemployed. The main sources of income were from wholesale and trade and mechanical jobs. A further 456,989 people did not contribute to the workforce: of these, 158,615 were in education and 242,802 were engaged domestically.

While 28.7 per cent of the workforce were university graduates, 18.5 per cent had not completed primary school. Most (71 per cent) unpaid domestic workers were women. Some 33.8 per cent of males, and 18.7 per cent of females, aged between 15-19 years, were already working. In the 20-24 age bracket, 70.6 per cent of males and 49 per cent of females were working. These gender discrepancies were higher in Maros and Barru districts than in Pangkep.

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Male</th>
<th>Female</th>
<th>Total Farmer</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt; 25</td>
<td>30,301</td>
<td>5,202</td>
<td>35,503</td>
</tr>
<tr>
<td>25 - 34</td>
<td>131,563</td>
<td>21,171</td>
<td>152,734</td>
</tr>
<tr>
<td>35 - 44</td>
<td>261,917</td>
<td>46,557</td>
<td>308,474</td>
</tr>
<tr>
<td>45 - 54</td>
<td>267,485</td>
<td>57,918</td>
<td>325,403</td>
</tr>
<tr>
<td>55 - 64</td>
<td>166,116</td>
<td>42,975</td>
<td>209,091</td>
</tr>
<tr>
<td>&gt; 65</td>
<td>103,392</td>
<td>27,095</td>
<td>130,487</td>
</tr>
<tr>
<td>Total 2018</td>
<td>960,774</td>
<td>200,918</td>
<td>1,161,692</td>
</tr>
<tr>
<td>Total 2013</td>
<td>942,570</td>
<td>231,384</td>
<td>1,173,954</td>
</tr>
</tbody>
</table>

Table 7. Number of farmers by age group. Source: SUTAS 2013 & SUTAS 2018

| Food crops | 2,447 | 2,869 | 3,293 | 4,018 | 3,780 |
| Fishery    | 628   | 676   | 714   | 694   | 716   |
| Wholesale and retail | 887 | 1,241 | 1,301 | 1,359 | 1,136 |
| Restaurant and hotel | 111 | 86   | 70    | 68    | 65    |
| Communication | 46  | 53    | 43    | 47    | 31    |
| Finance and insurance | 71 | 69    | 83    | 55    | 46    |
| Education   | 193   | 269   | 211   | 288   | 373   |
| Social, government and private activities | 53 | 50    | 51    | 51    | 1,483 |


Maros had a total of 149,049 workers in 2018, from an overall population of 349,820. There were significantly fewer unemployed (6.19 per cent) than Makassar. Of the 100,916 people in Maros who were not in the workforce, 22,062 were in education. As in Makassar, more women (71 per cent) were unpaid household workers than men. Forty per cent of female workers were employees, 20.7 per cent were self-employed, and 17.8 per cent were temporary (for example, casual farm) labour. For men, the figures were similar: 45 per cent employees, 20.7 per cent self-employed, and 17.8 per cent in casual labour.

Many young people do not complete high school or progress to higher education or graduate training. Of 16,644 young men aged 15-19 years, 5,561 (33.4 per cent) were already working, as were 2,369 (14.8 per cent) of 16,021 young women. It is unclear whether this is due to young women staying in education longer or leaving education for marriage and domestic labour. In the 20-24 range, 10,868 of 16,532 (65.7 per cent) young men and only 5,066 of 15,458 (32.7 per cent) of young women were listed as workers.

In 2018, Pangkep had a workforce of 150,852 in a population of 332,670. Some 4,150 of 15,515 (26.7 per cent) young men aged 15-19 were working, compared to 1,822 of 14,798 (12.3 per cent) of young women. More women aged 20-24 worked than in Maros. Some 10,056 of 14,126 (71.7 per cent) young men were working and 7,213 of 14,124 (51 per cent) young women.

Barru’s population was just 173,620, with a workforce of 71,651. Unemployment was lower than in Pangkep and Maros at 5.38 per cent.

All districts in the PAIR study area (Maros, Pangkep, Barru) recorded a similar unequal division of unpaid household labour between men and women. In Barru, 3,572 of 7,629 (46.8 per cent) young men aged 15-19 years were working, compared to only 408 of 7,142 (5.6 per cent) girls in this age bracket. Some 3,717 of 5,954

### Table 9. Number of farmers by educational attainment. Source: Agricultural Survey (SUTAS) 2018

<table>
<thead>
<tr>
<th></th>
<th>Male</th>
<th>Female</th>
<th>Total Farmer</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;ES</td>
<td>269,249</td>
<td>76,354</td>
<td>345,603</td>
</tr>
<tr>
<td>ES</td>
<td>345,439</td>
<td>67,944</td>
<td>413,383</td>
</tr>
<tr>
<td>JHS</td>
<td>140,331</td>
<td>25,493</td>
<td>165,824</td>
</tr>
<tr>
<td>HS</td>
<td>165,360</td>
<td>24,641</td>
<td>190,001</td>
</tr>
<tr>
<td>D I/II</td>
<td>3,535</td>
<td>710</td>
<td>4,245</td>
</tr>
<tr>
<td>D III</td>
<td>3,778</td>
<td>909</td>
<td>4,687</td>
</tr>
<tr>
<td>D IV / S1</td>
<td>31,430</td>
<td>4,788</td>
<td>36,218</td>
</tr>
<tr>
<td>Post Bach</td>
<td>1,652</td>
<td>79</td>
<td>1,731</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>960,774</td>
<td>200,918</td>
<td>1,161,692</td>
</tr>
</tbody>
</table>

(62.4 per cent) young men aged 20-24 were working and 2,036 of 6,153 (33 per cent) of young women. National census information confirms less overall workforce participation of women than men.

### 3.3.3 Linking Education and Gender to Future Employment

Young people’s level of education is now higher than that of their parents and grandparents. Between 2013 and 2019, the overall number of people with secondary education and above increased by 7 per cent. The literacy rate is almost 100 per cent for 15-24 year-olds, but less than 80 per cent for people over 60. However, 39 per cent of young people aged 15-plus have no formal education or only finished elementary level. This is even lower for agricultural households (Table 9). Girls are staying in school longer, but this varies between districts. For example, female school participation for 13-15 years (Junior High School) is higher in Maros but inverse in Pangkep and Barru. Makassar has higher male participation and Parepare, higher female.

This does not fully explain the large gender discrepancy in workforce participation. Further investigation is required where poverty, gender and location intersect. For example, why are young men leaving school at an earlier age? Is it for farming and other employment? Are young women leaving school for marriage and unpaid domestic labour? How does this vary by location?

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3.4 WHERE ARE YOUNG PEOPLE SITUATED ACROSS RURAL, COASTAL, AND PERI-URBAN AREAS?

The impact on young people of agrarian changes around Makassar varies based on location, gender, and socioeconomic characteristics. For example, Pangkep’s poverty rate is 15.1 per cent, significantly higher than the national average of 9.8 per cent. Poverty in Makassar is 4.41 per cent, but with higher unemployment, especially among young people. Almost half of Pangkep villages are engaged in coastal livelihoods; seaweed farming is growing (Figure 11).

Poverty is high in the rural hinterlands across the three districts, where there is less infrastructure and access to education. This corresponds to an overlay of forest and environmental protections as well as a smaller young population (Figures 11 and 12). High income inequality in Makassar and regional centres/administrative cities indicates that those living closer to cities benefit unevenly from investment and wage labour opportunities.

There is less poverty in seaweed-producing areas of Pangkep, and fewer young people living in those areas (Figure 11).

Kapoposang Islands Marine Tourism Park in Pangkep, established in 2009, is focused on marine tourism but also has a strategic function as a nursery and spawning ground for fish, and turtle nesting location. Further research will identify how marine planning fits with seaweed farming and the potential for youth involvement in other sectors such as tourism. It will also consider the effects of environmental protections and potential for tourism in the impoverished rural hinterland.

Figure 11. Poverty and youth map showing the location of seaweed farming and marine environmental protections. Source: Village Potential Statistics (PODES) and South Sulawesi in Figures; SMERU 2015, RBI Map 2016; Google Maps.

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33South Sulawesi in Figures 2019.
34Source: RBI Map 2016 and SMERU 2015.
35Most recently in 2015, the District Head (Bupati) of Pangkep established the Pangkajene District and Tupabbing Islands Water Conservation Areas Regional Autonomy Law 23/2014 specifies authority for protected areas at national and provincial levels. However, the Ministry of Maritime Affairs and Fisheries has inaugurated the marine conservation area, based on the Decision of the District Head (Bupati) of Pangkep, Decision 290/2015. The Ministry nominated the conservation area by Decision 180/2009. One year later, a management and zoning plan was based on District Regulation 32/2010, prior to the official legalisation of the Pangkep and Tupabbing Islands Conservation Area. See: [http://kkji.kp3k.kkp.go.id/index.php/basisdata-kawasan-konservasi/details/1/92](http://kkji.kp3k.kkp.go.id/index.php/basisdata-kawasan-konservasi/details/1/92)
Agriculture has declined by 19.84 per cent in Maros over the last decade. However, Pangkep has seen a greater decline in the number of agricultural households (Table 3). Maros experienced significant rice paddy field changes (43.37 per cent) between 2014 and 2019, due to infrastructure and housing development. The absence of economic incentives and high competition for land may also be associated with declining agricultural production.

Rice farmers also contend with high production costs, pest attacks, and climate change. In Maros, rice paddies are being converted in Bantimurung sub-district, site of the Bosowa cement factory. The 2008 opening of the new airport terminal correlates with infrastructure and housing changes in the surrounding area (Figure 13), as well as pockets of poverty (Figure 12). However, it is not yet clear what is driving this land use change: is it a move out of agriculture or a shift to another type of agricultural land use?

We anticipate that work opportunities for young people are concentrated in peri-urban areas of Maros and may involve travel to the Mamminasata metropolitan area. Our research will identify the conversion of paddy fields to other functions in Makassar and Maros, trends in youth employment, and the types of employment and economic activities being generated. It will also explore the links between infrastructure development and work opportunities across age, gender, socioeconomic and other characteristics. For example, are workers at the new airport terminal mainly Maros residents? Are they from the impoverished rural hinterland and, if so, what does it mean for food security and their families’ income and livelihood strategies?

36Calculation using data source from Maros in Figures (dalam Angka).
38Calculation based on The Cost Structure of Paddy Cultivation Household Survey 2017 conducted by BPS.
3.5 DEVELOPING YOUTH CAPACITIES – EMERGING THEMES IN LAW AND MEDIA

The National Law on Youth 40/2009 (UU tentang Kepemudaan) aims to guide relevant Ministries and local government units on planning and implementing youth programs and activities. National regulations stipulate planning and coordination on youth issues. The Provincial Government of South Sulawesi has enacted supporting regulations to support youth development.

The law provides a broad age frame of 16 to 30 years. Young people are described as playing active role as agents of change in their communities. They are entitled to protection and access to youth facilities without discrimination; advocacy and self-development; and other forms of legal and social protection. There is an emphasis on youth leadership, responsibility, and entrepreneurship.

The Youth Development Index/Indeks Pembangunan Pemuda (YDI/IPP) addresses overlapping youth issues requiring coordination across sectors. It provides a benchmark for youth achievements across education, health and welfare, employment and employment opportunities, participation and leadership, and gender and discrimination. Laws and regulations relating to employment and gender have different age frames to define a person as a ‘child’, ‘immature’ (belum dewasa), or ‘youth’.

Figure 13. Recent agrarian land use change in Maros. Source: Ministry of Environment and Forestry (KLHK) 2009 to 2019

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39 Map created using the overlay analysis (GIS) to identify changes.
40 Key agencies: National Development Planning (BAPPENAS), Ministry of Education, Ministry of Youth and Sports, the Coordinating Ministry for Human Development and Culture, the Central Bureau of Statistics; support from the United Nations Population Fund (UNFPA)
41 Provincial agencies coordinate with national level, e.g., Regional Development Planning (BAPPEDA), Office of Youth and Sports (Dispora), and these agencies are also located at the district level.
43 Provincial regulations: Governor of South Sulawesi Regulation 3/2018 about Youth Development identifies the need for a youth strategic plan and funding.
44 The United Nations defines youth’s age frame between 15 and 24 years for statistical purposes, which overlaps with the classification of ‘child’ between 0 and 17 years. We define ‘youth’ as 16 and 24 years to cover the main period of transition from the dependence of childhood to adulthood. This period often entails leaving compulsory education and finding a first job where skills and knowledge need to be adjusted in terms of new needs, opportunities and constraints. Statistical (BPS) information provides different categorisations, such as gender, place of residence, employment and workforce participation.
Various media\textsuperscript{46} contain different representations of youth identities, cultures and aspirations with respect to agricultural production and rural development – some positive, others less so.

Several themes emerge from our media analysis. Firstly, there is a growing concern about Indonesia’s aging farmers and decline of youth interest in agriculture in national media. Secondly, youth are represented as better able to adapt to modern technologies and markets than older generations. Thirdly, youth (especially young men), are represented as potential ethical entrepreneurs. Lastly, youth are represented as adopting organic or traditional practices with ‘modern’ means, such as receiving training and technical support to cultivate faster yielding crops. These are consistent with national policy emphasising youth leadership and entrepreneurship.

Our SIP research will continue to develop these themes and explore youth engagement with online/digital technologies. It will identify subnational initiatives for young people in South Sulawesi and identify the national development targets (RPJMD) for the province and their relevance to youth development objectives.

\textsuperscript{46}Overview: Print and online news articles, as well as social media and press releases produced by agriculture actors over the period January 2009 – August 2020 will be studied to understand dominant framings, and prevalent themes over time relating to youth and agriculture in Indonesia. Process: Relevant articles in Tempo (newspaper and magazine), Kompas, and Detik identified through key term search collated into Excel database. Emerging observations: frequency of relevant articles increased in recent years, and most particularly in the past 12 months.
These projects and infrastructure changes, combined with national government planning, will affect the type of workforce participation, wage labour and skills that young men and women need in coming years.
COVID-19 is also creating change. In May 2020, local media reported that the pandemic had led to 447 job losses and more than 14,000 workers being sent home\(^48\). Some 269,800 people in South Sulawesi were unemployed in August 2020, an increase of 73,000 since the previous year\(^49\). But the pandemic may also create new opportunities for young people in agriculture and emerging sub-sectors such as seaweed production.

We have identified several areas of further research:

- How national and regional investment and development planning affect the education and training programs that young people need to benefit from current and emerging wage labour opportunities;
- The differences in the livelihood strategies of households between coastal and inland food-producing regions, and youth aspirations and livelihood needs within agricultural households;
- The links between infrastructure development and economic and wage labour opportunities across age, gender, socioeconomic and other characteristics;
- The specific workforce, labour conditions, and composition of workers (by gender and age) in agricultural subsectors among current and emerging wage labour opportunities in the context of the railway and other economic changes;
- Potential interactions of environmental protections with marine and agricultural livelihoods, and the potential for youth involvement in other sectors, such as tourism.
- Wealth distribution among households, and the implications for young people’s education and training needs.
- The differences in household income, size of landholding or assets, and other variables that influence which young people can move to cities.
- The roles of young women and men, the type of on/off-farm labour they engage in, and their educational and employment pathways.
- Trends in youth employment with respect to rapidly changing land use and agricultural livelihoods, and the types of employment and economic activities being generated.
- Intersecting factors of poverty and gender, and barriers to young women engaging in on/off-farm labour opportunities.
- Youth leadership and entrepreneurship in technologies, markets, and the value-added stages of farming (production).
- Current and potential strategies to support familial food security and young people in navigating disrupted employment pathways due to the COVID-19 pandemic.

Further research will be aligned to different stakeholders and government policies and programs. Of key importance will be the direct engagement of young women and men to understand their needs and aspirations. We need to listen to and empower young people in South Sulawesi as stakeholders and active contributors to society.

\(^{47}\)RPJMN, the national 5 year development plan; and the current regional plan (RPJMD, 2020–2014)

\(^{48}\)See: https://makassar.kompas.com/read/2020/05/13/14312471/imbas-corona-14393-pekerja-di-sulsel-dirumahkan-dan-447-phk

\(^{49}\)This assessment found more male unemployment potentially because of layoffs during the pandemic. Increased female workforce participation may be associated with an increase in informal activities. The unemployment rate was 6.31% in August 2020. See, Keadaan Ketenagakerjaan Sulawesi Selatan Agustus 2020, Badan Pusat Statistik (BPS) Provinsi Sulawesi Selatan.

Next steps include the identification of potential field sites, the alignment of research findings and planned activities with other research groups in PAIR, and (if safe) scoping visits and in-person meetings and interviews.
4.1 PROGRESS ON SITE SELECTION

It is recommended that future research could focus on one to three villages in each district (six total) in inland farming, coastal (seaweed-based) livelihoods and (semi)urbanised settings that capture young people’s engagement in relation to infrastructure expansion and labour dynamics. Selection of villages could be based on characteristics along a landscape gradient based on the following:

I. Rural hinterland areas with smallholder farming;

II. Intensifying commercial agriculture and/or infrastructure change and peri-urban settlement;

III. Coastal with livelihoods that may include seaweed farming.

Based on the analysis and results, potential field sites (villages) may include:

**Maros district:**
- Baruga village, Bantimurung sub-district, the location of the Bosowa factory and nearby Bantimurung-Bulusaraung National Park (ii);
- TBD; rural hinterland e.g., Camba sub-district with high poverty (i);

**Pangkep district:**
- Biringere village, Bungoro sub-district, the location of the Tonasa factory (ii);
- Borimasunggu village, Labakkang sub-district, rapid population growth and train station location (ii);
- TBD; small island/coastal selection in consultation with Youth and Wellbeing and Commodities (coastal/seaweed; iii);

**Barru district:**
- Seppe’e village, Barru sub-district, where the Conch factory is being constructed (100 km from Makassar) (i).
- TBD; Kupa village, Maluusetasi sub-district closest to Parepare; Kupa beach has potential tourism and recent illegal coastal/sand reclamation (environmental/coastal ecosystem; iii).

Another potential village (site) is Kodingareng island (iii) off the coast of Makassar, where there is sand mining and coastal livelihoods.

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50 See: https://makassar.sindonews.com/berita/277261/kasus-reklamasi-pesir-pantai-kupa-barru-naik-ke-tahap-sidik
https://parepos.co.id/2020/06/empat-poin-sikap-walhi-soal-penanganan-kasus-reklamasi-pantai-kupa/
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https://rakyatku.com/read/146733/kisruh-reklamasi-di-pantai-kupa-barru


*Photo by Kevin Yudhistira Alloni on Unsplash.*
4.2 RECOMMENDATION

Government programs and funding aimed at improving infrastructure and rural development provide opportunities for youth employment, leadership, and democratic participation in rural communities.
But the differences across locations, and large gender discrepancy in youth employment, mean education programs and policy reforms must be tailored to specific groups and sectors. We recommend a focus on enablers as well as the forms of social disadvantage that limit young people’s ability to realise their aspirations. Young people must be engaged directly on this.

It would be wise to build on existing programs and what is already working in specific locations. Any programs targeting youth skills and training must account for intergenerational aspirational changes, poverty and reduced access to education and employment in the rural hinterland.

Young people living in isolated, impoverished coastal and rural areas may receive limited benefit from the railway, while development along the coastline might pull rural youth away from farming in these locations. This will have complex implications for food production and food security for those who remain. Those who stay may have caring or household responsibilities and be unable to pursue non-farm labour opportunities due to poverty, gender, disability or other variables.

These variables should be captured to inform and improve the targeting of education and training programs to those most in need. We recommend programs that identify disadvantaged young women and target the elderly and single households in impoverished rural areas.

Young people who are at most risk of social isolation and with the fewest options for employment and education are likely to be the worst impacted by COVID-19. It is important to seek the input of the most vulnerable young people when designing and implementing programs to help them contribute to their communities.

Finally, government programs and funding must be flexible and adaptive to rapidly changing sectors, and they must recognise that young people’s pathways are integrated with familial and social relationships.

Young people will both inhabit and shape the future – we must listen to them and ensure its social and environmental sustainability.
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Program Management Team:
Dr Eugene Sebastian, PAIR Program Director
Helen Fletcher-Kennedy, AIC Chief Operating Officer
Dr Leonardo Pegoraro, PAIR Program Manager
Dr Hasnawati Saleh, PAIR Research Coordinator
Dr Martijn van der Kamp, PAIR Team Capability Coordinator
Marlene Millott, PAIR Program Officer
Fadhilah Trya Wulandari, PAIR Program Officer

Research Advisory Panel:
Alison Duncan, Minister-Counsellor (Economic, Investment and Infrastructure), Australian Embassy, Jakarta
Profesor Budu, the South Sulawesi Provincial Government’s Development Acceleration Team (TGUPP)
Bronwyn Robbins, Australian Consul General in Makassar
Dr Elan Satriawan, Chief of Policy Working Group, National Team for the Acceleration of Poverty Reduction (TNP2K)
Pratiwi Hamdhana, Founder and Managing Director, Tenoon, Driver Engagement, Gojek Makassar

Millennium Development Goals (MDGs) in the Asia Pacific
Dr Eugene Sebastian, Executive Director, The Australia-Indonesia Centre
Dr Hasnawati Saleh, PAIR Research Coordinator, The Australia-Indonesia Centre
Professor Heri Hermansyah, Acting Director of Research and Community Engagement, Ministry of Research and Technology, Republic of Indonesia
Dr Ishak Salim, Co-Founder Indonesian Diffable Movement for Equality
Professor Jamaluddin Jompa, Advisor for Marine Ecology at the RI Ministry of Maritime Affairs and Fisheries
Jana Hertz, Team Leader at the Knowledge Sector Initiative

Muhammad Sani Azis, Regional Coordinator (South Sulawesi), Indonesian Seaweed Association (ARLI)
Dr Musdalifah Machmud, Deputy Minister for Food and Agriculture, RI Coordinating Ministry for Economic Affairs
Prakosa Hadi Takarliyanto, Technical Director PT Pelabuhan Indonesia IV (Persero)

Acknowledgements
The Australia-Indonesia Centre (AIC) acknowledges the Australian Government for its generous support of the Partnership for Australia-Indonesia Research (PAIR) through the Department of Foreign Affairs and Trade. The AIC also gratefully acknowledges the Government of Indonesia’s support for PAIR through its Ministry of Research and Technology.

We also extend our gratitude for the support we receive from the following organisations:
- Government of South Sulawesi
- Ministry of Research and Technology/National Research and Innovation Agency, Indonesia
- National Team for the Acceleration of Poverty Reduction (TNP2K), Indonesia
- Agency for Planning, Research and Development (BAPPELITBANGDA), South Sulawesi
- Governor’s Team for the Development Acceleration (TGUPP), South Sulawesi
- South Sulawesi Village and Community Empowerment Office
- South Sulawesi Manpower and Transmigration Office
- Government of Makassar City
- Government of Maros Regency
- Government of Pangkep Regency
- Government of Barru Regency
- Government of Parepare Municipality
- The Independent Youth Alliance South Sulawesi (ARI Sulsel)
- Millennial Movement Group Parepare (GMP)
- Diffable Movement for Equality (PerDIK)
- The Indonesia Diffable Women Association (HWDI) South Sulawesi