

Policy Analysis of West Papua Provincial Government Regarding Welfare Disparities of Migrants and Non-Migrants

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Abstract. This study aimed to analyze the poverty factors of migrant and non-migrant households through socio-economic variables resulting from the West Papua Province government policy program. The research method used in this study was a quantitative research method using descriptive analysis depicted through diagrams. The data collection method used was secondary data collection derived from the results of the March 2020 National Socio-Economic Survey (SUSENAS) conducted by the Central Statistics Agency (BPS). The results of the study showed that the implementation of West Papua Province government policies had not succeeded in changing the poverty level of the population even though it has the authority as the organizer of special autonomy. Special treatment for non-migrant residents had not been able to eliminate the disparity in the level of welfare among the migrant population. Most poor households in West Papua were affected by the age of the head of the household above 60 years, the number of household members more than four people, no health complaints, the education of the head of the household who is mostly below high school, working in the informal sector, living in rural areas and are non-migrant households.

Keywords: Policy; Poverty; Migrant; Non-migrant

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INTRODUCTION

Poverty is a problem that is always faced by every developing country today. Population growth and very rapid economic growth in an area are not matched by the opportunity to get a job so that it is always upstream of the problem of poverty. Poverty occurs because of the inability of a person or society to meet the needs of a standard of living that is considered decent. This causes productivity, human resources, and income to decline, creating a cycle of poverty. The cycle of poverty continues to occur if the income is low then it is not able to access education, health and nutrition facilities properly, there by reducing the intellectual quality of human resources (Kurniawan, 2007).

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Sustainable Development Goals (SDG's) is a continuation of the MDG's which are more focused on achieving 17 sustainable development goals, one of which is eradicating poverty. (Saud et al., 2020). Government policies through programs to accelerate poverty alleviation have been carried out. The hope is that there will be no more gaps in the level of welfare between regions. Nevertheless, there are still many areas in Indonesia that have not been touched by the results of development that are predicted to improve the welfare of the people. It is the eastern region of Indonesia which is the region that has not yet felt the impact of the results of this development.

The central government has given authority to several regions to be able to manage their own regions. This authority is stated in the special autonomy law where the Province of West Papua is one of the regions that has this authority. It is intended that the local government can manage and regulate the needs of the local community. Along with that, the local government has implemented various policies to improve the welfare of the community in the education, health and employment sectors, but this has not been able to lift West Papua Province from the valley of poverty.

The phenomenon of migration is currently rife in various regions in Indonesia. The occurrence of migration is generally caused by the demands of the need to get a decent living. Economic factors are the main reason for migration (Todaro, 1980). The occurrence of differences in development and economic levels in each region is the result of the inequality of development itself. Migration is considered as a way out to get a decent job and livelihood from the place of origin. The Central Bureau of Statistics (BPS) defines migration within the borders of a country as internal migration which consists of lifetime migration, recent migration, and total migration. A lifetime migration is a person whose province of birth is different from the province of his current residence. Recent migration is a person whose province of residence five years ago is different from the province of residence now. Total migration is those who have moved, so the place where they live before is different from where they live (BPS, 2018). Non-migrants are those who have never moved, but have been in that place for more than five years (BPS, 2018). If it is related to Mantra's opinion, then non-migrant can be interpreted as someone who does not move across provincial boundaries. As for if you make a crossing, then the duration is not more than six months (Mantra, 2003).

According to the results of the March 2019 Susenas, there were five provinces receiving the largest migrants, namely Riau Province at 46.40% followed by North Kalimantan Province with 35.90%, DKI Jakarta Province at 35.60%, East Kalimantan Province with 33.30% and West

Papua Province by 31.60%(BPS, 2019). Even though West Papua is in the eastern part of Indonesia, it is still an attractive place for people to come there to improve their welfare.

The arrival of the migrant population in West Papua Province is a polemic of its own. They are predicted to have added to the poverty rate in West Papua Province. This is different from the March 2020 Susenas results which show that the poverty rate of West Papua Province is 21.37%. This figure puts West Papua Province at number two as the poorest province in Indonesia after Papua Province. After reviewing the poverty rate, it turns out that 19.04% are non-migrant residents and the remaining 2.33% are migrant residents. This can illustrate that the migrant population in West Papua is more prosperous than the non-migrant population.

Population characteristics are factors that are owned by everyone in an area. Migrant residents and non-migrant residents have specific socio-economic characteristics that differ from one population to another and from one area to another.(Soselisa et al., 2012). The characteristics of the population have a very close influence on poverty in an area. One of them is the age factor and the number of household members. Poor households tend to have more household members. The large number of household members will have an impact on the education factor because it will hinder the improvement of human resources in the future(Bappenas, 2010).

Several studies related to the socio-economic factors of migrants have been carried out. among others, Nufi Alabshar's research entitled "Analysis of the Welfare of Migrants in Indonesia" using descriptive analysis and relationship testing. The results show that the housing quality and asset ownership of migrant residents tend to have good welfare even when compared to non-migrants(Alabshar et al., 2021). Tri Budiono's research entitled "The Opportunities for Rural-urban Migrants Escape Poverty: A Logit Model Approach" using the 2018 Susenas database using the logit regression method. The results obtained that worker who are not poor tend to be among those who have several characteristics such as migrants, older age, and higher education levels. While the results of the logit regression show that migration status and other socio-demographic variables have a significant influence on the welfare status of workers.(Budiono & Wahyudi, 2020). Bishwjit Malik's research entitled "How do sustainable livelihoods influence environmental (non-) migration aspirations?" found that non-migrant livelihoods are largely dependent on sustainable livelihood adaptation options in the face of future disaster risks(Mallick et al., 2020).

Based on the results of the studies that have been discussed previously, the migrant population shows more success in welfare than the non-migrant population. However, from

previous research, the author did not find a similar title but found several journals related to the current research. The novelty of this research lies in the study of socio-economic variables that cause poverty because of the implementation of West Papua Province government policies. The population studied is the population of migrants and non-migrants in West Papua Province.

The West Papua Provincial Government has issued a policy based on Law No. 35 of 2008 regarding special autonomy. This policy gives special priority to the non-migrant population, the majority of whom are indigenous Papuans, to get more opportunities to fulfill their basic needs and rights while reducing the gaps that almost occur in every sector. On the one hand, the arrival of migrants looking for a living has a positive effect on them. However, it is different for the non-migrant population who has been displaced in their own country. The disparity in welfare between migrants and non-migrants is so striking that it has the potential to trigger the issue of growing marginality. This study aims to analyze the poverty factors of migrant and non-migrant households in West Papua Province in 2020 from the implementation of government policies that have been carried out. This study examines socio-economic variables that are thought to influence the poverty of migrants and non-migrants.

METHODS

The research method used in this study was a quantitative research method using secondary data. Quantitative research was used so that the quantity of a phenomenon could be understood by researchers and could be used as a comparison later. This study uses basic data from the March 2020 National Socio-Economic Survey (SUSENAS) conducted by the Central Statistics Agency (BPS). Susenas produces two basic information, namely information on socio-economic and demographic conditions (KOR) and information on consumption expenditure (KP). Susenas is held twice a year, in March and September every year (Zulfachri et al., 2017). The location of this research was in West Papua Province. Information on the March 2020 Susenas KOR data was collected from a sample of 5.997 households using the stratified implicit systematic sampling technique. The object of this research was the household population of migrants and non-migrants. The concept of the definition of migrant and non-migrant households refers to the concept of total migration according to the Central Statistics Agency that had been described previously.

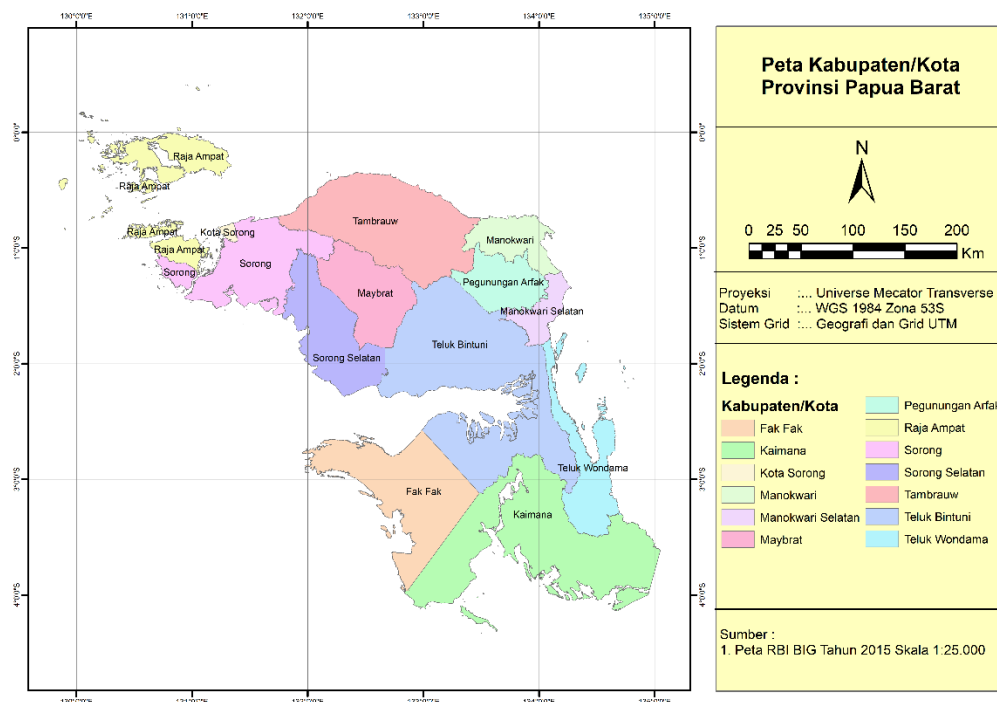
The variables used in the study are among others: Age of head of household, number of household members, education of head of household, occupation of head of household, health, and area of residence. The analytical method used in this research was descriptive analysis using

diagrams. Descriptive analysis was used to get a clear picture of the poverty of migrant and non-migrant households.

RESULTS AND DISCUSSION

West Papua Province is a province located on the island of Papua. This province consists of 12 regencies and 1 municipality, including Fakfak Regency, Kaimana Regency, Teluk Wondama Regency, Teluk Bintuni Regency, Manokwari Regency, South Sorong Regency, Sorong Regency, Raja Ampat Regency, Maybrat Regency, South Manokwari Regency, Tambraw Regency, and the city push. Manokwari Regency is the capital city of West Papua Province.

The results of the 2020 Population Census show that the population of West Papua Province is 1.13 million people. SP2020 records the number of male residents as many as 597,128 people and the number of female residents as much as 536,940 people (BPS, 2021). Figure 1 shows the administrative area of West Papua Province by city district.



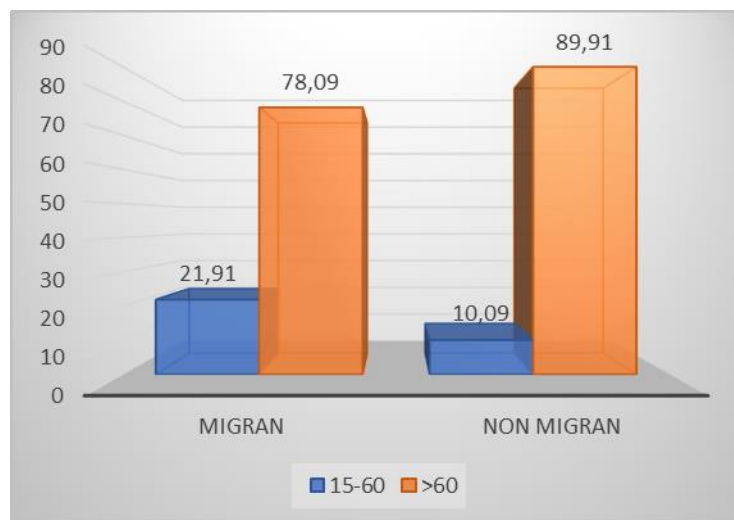
Picture 1. West Papua Province Map

According to the Central Bureau of Statistics, poverty is the ability to meet basic needs (basic needs approach) as measured by the average monthly per capita expenditure below the poverty line (Badan Pusat Statistik, 2020). Relative poverty is poverty that is formed because of the uneven distribution of development policies so that they do not reach the whole community which causes income inequality (Ramdass, 2010). Based on this, the socio-economic indicators used as benchmarks for poverty are the age of the head of the household, the number of

household members, the education of the head of the household, the occupation of the head of the household, health, and the area of residence.

Age of Head of Household

The percentage of poor household heads of migrants and non-migrants can be seen clearly in Figure 2. The graph shows that the heads of households aged 15-60 years for migrants are 21.91 percent and those aged >60 years are 78.09 percent. Non-migrant households aged 15-60 years were 10.09 percent and those aged over 60 years were 89.91 percent.



Picture 2. Age Percentage of Head of Household Poor Migrants and Non-Migrants

Source: Susenas March 2020 (Processed)

Young households aged 15-60 years were dominated by migrant households and households aged over 60 years are mostly non-migrant households. The average age of the head of a poor household in West Papua is 45.40 years in 2020(BPS, 2021). This in accordance with the results of Priyono and Septi's research that the criteria for migrant perpetrators is one of them influenced by age(Priyono & Herdianti, 2019).

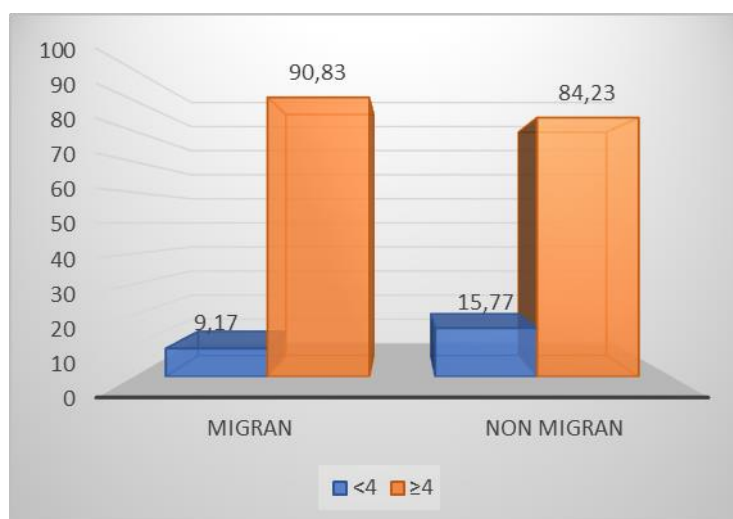
Young households tended to be poor because they didn't have enough work experience so they didn't get the work they want. Those who were poor were usually just starting their lives so they cannot be said to be established. Households over 60 years of age tend to be poor because at that age the ability to work had been greatly reduced, resulting in reduced income. Likewise, for the formal sector, the age of 60 was the retirement age and the income you get is not as much as when you are still working actively.

The difference in poverty was not too significant between migrant and non-migrant households in terms of the age of the head of the household. The age factor had a very

significant effect on poverty for both migrants and non-migrants. This result is in line with Cahyono's opinion that the older you are, the lower your income will be, due to the decreasing of your physical abilities as well as your workload (Andi Cahyono, 2006). However, what makes a striking difference is that there are more elderly households than young households in non-migrant households. This indicated that not many young non-migrants had families and were still dependent on their respective parents. There needs to be a government approach so that young households could be independent and work. Provide training and skills to young household heads so that they could be independent and more prosperous.

Number of Household Members

Figure 3 shows the percentage of poor migrant and non-migrant households where migrant households have greater dependents than non-migrant households. The number of poor migrant household members below 4 people is 9.17 percent and non-migrants are 15.77 percent. The number of poor migrant households with 4 people and above is 90.83 percent and poor non-migrant households are 84.23 percent.



Picture 3. Percentage of Migrant and Non-Migrant Poor Household Members

Source: Susenas March 2020 (Processed)

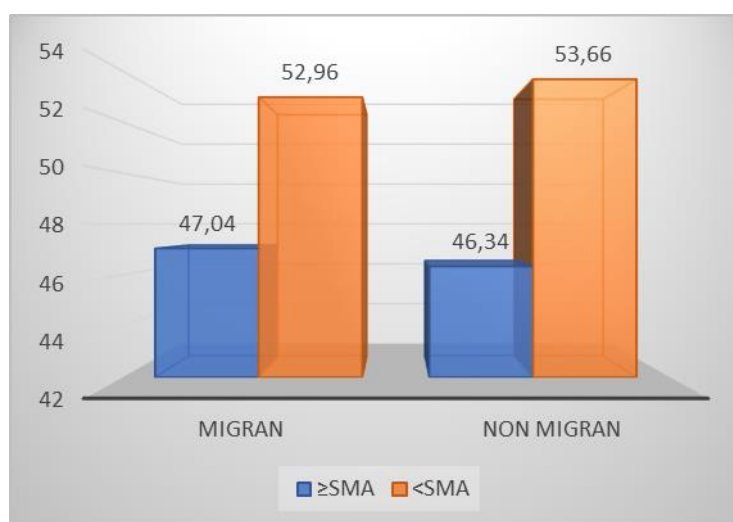
Results this indicates the high dependency ratio faced by poor households. According to Fathia, the number of all family members who are dependents in the household can be an indication of the burden on the household. The greater the number of household members, the more family members, which in the end will be heavier the burden on the household to meet their daily needs (F. R. Ananda, 2015).

For both migrant and non-migrant households, the number of household members above 4 people shows a very high percentage. The average number of poor household members in West

Papua in The dependency ratio in West Papua 2020 is 5.69 people, this means that every poor household in West Papua has 5 -6 household members(BPS, 2021)and there is also more. This has an impact on the burden of meeting household needs. This situation is in line with the results of J. Arifin's research which states that poverty is characterized by a high dependency ratio due to the large number of family members(Vinet & Zhedanov, 2011). To reduce the burden of poverty due to the number of household members, it is necessary to provide counseling about the need for family planning in the community so that they can plan life of their families so that they can be released from the cycle of poverty in the future.

Head of Household Education

Figure 4 shows the education percentage of poor migrant and non-migrant household heads. Heads of households with high school education and above for migrant households are 47.06 percent more than non-migrant households as much as 46.34 percent. Non-migrant households with education below high school are 53.66 percent, which is greater than 52.96 percent of migrant households. The percentages aren't that great a distance but make a huge and striking impact.



Picture 4. Percentage of Education Level of Poor Migrant and Non-Migrant Households

Source: Susenas March 2020 (Processed)

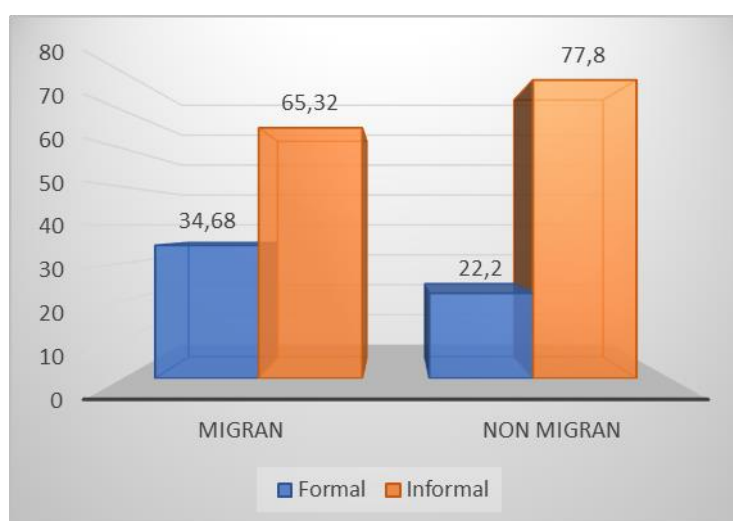
In general, the above results indicate that the level of education is very influential on poverty. Migrant residents who come to West Papua have a slightly better educational capital than non-migrant residents. Education indicators can be seen from the general description of the average length of schooling. BPS released the results of the Susenas which illustrates that the average length of schooling for the poor in West Papua in 2020 is 7.35(BPS, 2021). This means that the poor people in West Papua only receive 7 years of education. With an average length of

schooling of only 7 years based on graph Figure 4 indicates that most of the non-migrant population only has an elementary school diploma, nor has they completed junior high school. This condition is no longer in line with government policies through Presidential Instruction Number 5 of 2006 concerning the National Movement for the Acceleration of Compulsory Completion of Nine Years of Basic Education and Eradication of Illiteracy (Nurhayati & Suprpto, 2020).

It can be concluded that the higher the level of education, the greater the opportunity to get out of the cycle of poverty. Education is one of the factors that affect poverty (Sendow et al., 2018). Todaro said the high proportion of migration dominated by educated youth (Todaro, 1980). Therefore, the quality of education needs to be improved to create quality and prosperous human resources in the future.

Head of Household Job

Indicators of the size and structure of the household in the economic aspect is the employment status of the head of the household (Rini & Sugiharti, 2017). The occupation of the head of the household based on Figure 5 shows that 34.68 percent of poor migrant households work in the formal sector and 22.20 percent of non-migrant households. In the informal sector, there are 65.32 percent of poor migrant households and 77.80 percent of migrant households.



Picture 5. Percentage of Employment of Migrant and Non-Migrant Poor Household Heads

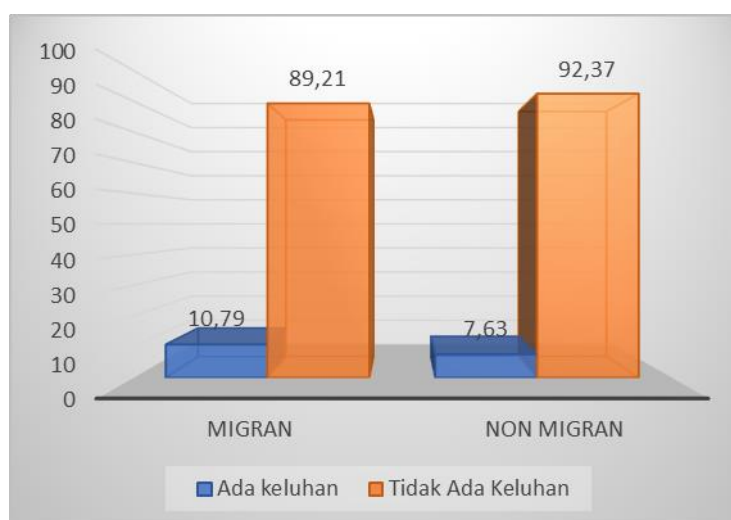
Source: Susenas March 2020 (Processed)

The formal sector is the main employment status which includes trying to be assisted by permanent workers and workers/employees/employees. The informal sector is the main employment status which includes self-employed, assisted by precarious workers, casual workers in agriculture and non-agriculture and family/unpaid workers.(BPS, 2020). Migrant workers are

engaged in higher-paying jobs because they have better quality in terms of education, experience and skills (Amini et al., 2020). In line with this, based on the graph above, more migrant households work in the formal sector than non-migrant households. On the other hand, non-migrant households work more in the informal sector than migrant households. This indicates that most non-migrant households work as farmers and unskilled laborers. In general, in West Papua, the main source of income for poor households in 2020 is the agricultural sector by 60.75 percent (BPS, 2021). Most non-migrant households in rural areas are farmers, because it is through farming that they can survive in remote and isolated areas. There needs to be a policy that pays more attention to the fate of farmers, especially in rural areas located in remote areas in West Papua Province.

Health

Figure 6 shows that 10.79 percent of poor non-migrant households experienced more health complaints than 7.63 percent of poor non-migrant households. Non-migrant poor households are healthier at 92.37 percent compared to 89.21 percent for migrant households. In general, poor non-migrant households are healthier than poor migrant households.



Picture 6. Health Percentage of Migrant and Non-Migrant Poor Households

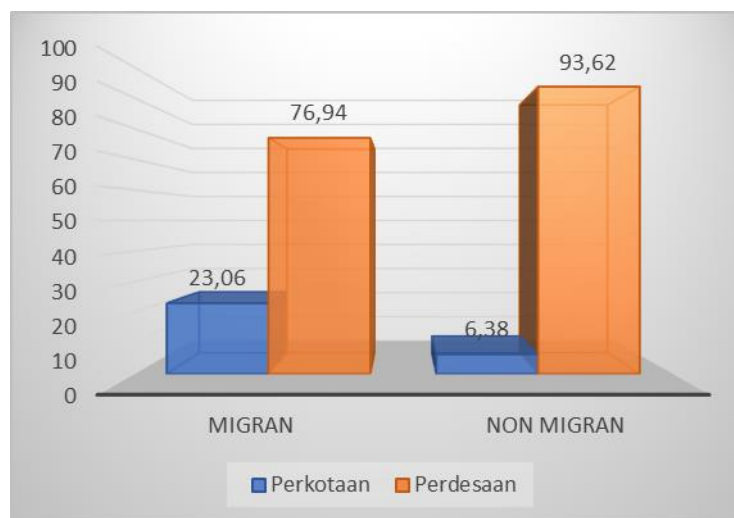
Source: Susenas March 2020 (Processed)

These results indicate that the health problems experienced by poor households do not affect the level of poverty. Disease can happen to anyone regardless of their economic status (Wambrauw et al., 2018). Susenas data states that there is no significant difference in health status between poor migrant and non-migrant households, the only difference being how to treat it. Non-migrant households tend to treat themselves traditionally and buy medicines that are sold freely in the market, while migrant households have a habit of going to the doctor.

Health facilities and infrastructure (such as health centers, hospitals, pharmacies, drug stores, maternity hospitals, doctor's practices, and so on) which are often located where it is difficult to access for the poor (B. R. Ananda et al., 2020). Therefore, it is necessary to improve health facilities and services so that everyone can feel and reach better health facilities.

Domicile Region

Most of the poor are helpless because the area where they live is remote and isolated. This makes it difficult to reach facilities for education, health and other advancements enjoyed by other communities. Figure 7 shows that 23.06 percent of poor migrant households live in urban areas and 76.94 percent of poor non-migrant households. On the other hand, 93.62 percent of poor non-migrant households live in rural areas and 76.94 percent of poor migrant households.



Picture 7. Percentage of Poor Residential Areas of Migrant and Non-Migrant Households

Source: Susenas March 2020 (Processed)

From the description of the data above, it proves that migrant households tend to migrate to urban areas than in rural areas. This is because job opportunities in urban areas are more promising than in rural areas. This finding is in line with Rusli's opinion which said: Urban areas have more job opportunities and higher wages than rural areas (Rusli, 1996). Especially in West Papua, many poor people, especially non-migrant households, live in remote areas, especially in the mountains. West Papua's access and terrain, which mostly consists of mountains and forests, have limited public service facilities such as education and health. So that access to these service facilities is easy to reach, the government should improve road access from villages to cities, so that access to rural and urban areas is also smoother so that the economic cycle is also smooth.

CONCLUSIONS

The poverty factor of migrant and non-migrant households is influenced by the age of the head of the household, the number of household members, education, occupation, and area of residence. In terms of age, migrant households have more young heads of household than non-migrant households and fewer older households than non-migrants. Migrant households have more dependents than non-migrant households. However, the education level of migrant households is better than that of non-migrant households. In line with this, more migrant households work in the formal sector while non-migrant households dominate the work in the informal sector. Because in general non-migrant households in West Papua work in the agricultural sector.

A significant finding from this study is that non-migrant households in West Papua Province are more affected by poverty than migrant households in terms of socio-economic factors. The priority of special treatment for non-migrant residents with the existence of the regional autonomy law in West Papua Province, can not only change their poverty level. This is evidenced by the various policies that have been issued that have not shown the expected results. Human resources and welfare of non-migrants are still underdeveloped. On the other hand, the arrival of the migrant population can increase the standard of living of the migrants themselves. This research is still far from perfect. This research has not examined the cultural aspects and habits of the migrant and non-migrant population so that it can be input for future researchers who wish to conduct the same research.

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