

UDC. 353.2: 342.9

DOI: 10.34132/pard2021.14.07

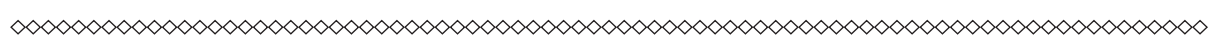
COLLABORATION OF ACTORS IN HANDLING CHILD LABOR IN INDONESIA

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This study aims to analyze the collaboration of actors in handling child labour in Indonesia. Data shows that the number of child labourers in 2017 amounted to 1.2 million and increased to around 1.6 million in 2019. A qualitative approach uses to examine the effect of poverty on the phenomenon of the development of child labour in Indonesia and the problems of the nine-year compulsory education program. Collaboration between government and non-government actors need in tackling child labour. Central and local governments can make regulations and programs right on target. The House of Representatives and Regional House of Representatives need to create legal products to protect children's rights. Religious institutions can include the prohibition and elimination of child labour, and non-governmental organizations provide direct assistance to victims of child labour. Meanwhile, educational institutions can raise awareness and form associations with parents who care about children's rights.

Key words: *Actor Collaboration, Child Labor, Indonesia.*

Introduction. The polemic of child labour has become an unresolved problem by the Indonesian government. The work sectors carried out by child labour vary from agriculture, plantations, fisheries, roads, prostitution, and households. In Indonesia, it is easy to see child labourers as beggars, shoe polishers, and others in public places such as roads. There are still many things that are not visible, the efforts to exploit Indonesian children. They used manual construction and traditional mining workers, pearl divers, and even child commercial sex workers (Agustine et al., 2017).

Child labour tends to work long hours and is exploitative work. The policy of the Government of Indonesia is to issue Law Number 20 of 1999 concerning Ratification of the ILO Convention No. 138 Concerning Minimum Age For Admission To Employment. The law states that light work can only be done by workers aged 16 years and over. The age limit for child labour that endangers health, safety or morals, is over 18 years. In addition, Law No. 1 of 2000 concerning Violations and immediate action to eliminate the worst forms of child labour, Law No. 23 of 2002 concerning Child Protection, and Law No. 13 of 2003 concerning Manpower. With a set of policies owned by the Indonesian government, it seems that it has not guaranteed children's rights.

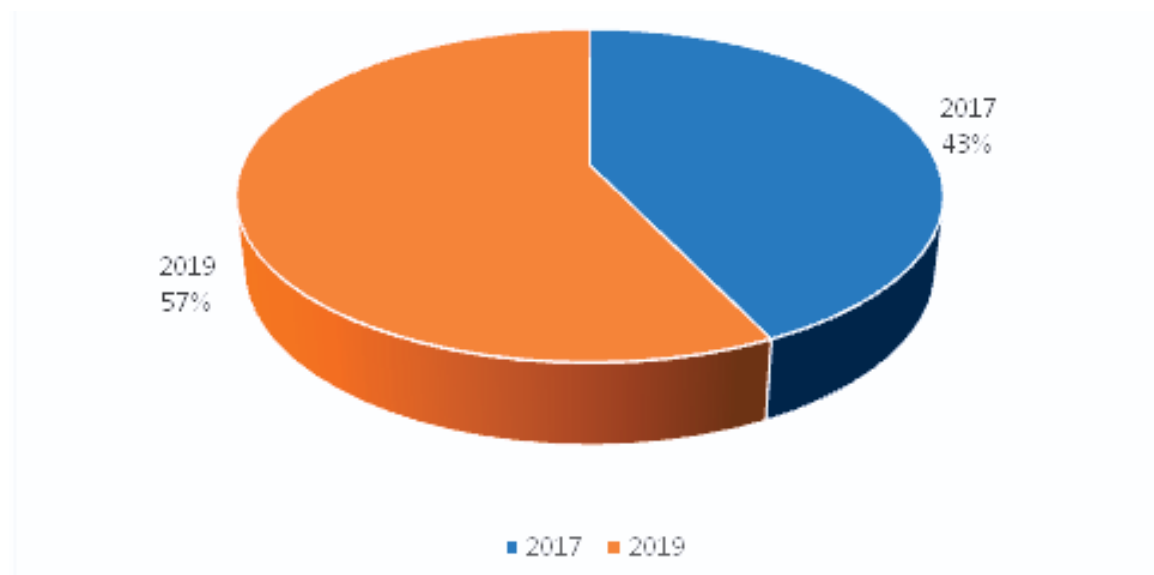
In fact, according to the results of the 2019 National Socio-Economic Survey, child labour in Indonesia has reached around 1.6 million children (SUSENAS, 2019). Based on Sakernas data in August 2020, it is known that 9 out of 100 children aged 10-17 years (9.34 per cent or 3.36 million children) work. Of the 3.36 million working children, 1.17 million are child labourers (SAKERNAS, 2020). Data from the Central Statistics Agency show the number of child labourers in 2017 amounted to 1.2 million and increased to around 1.6 million in 2019 (Sirusa.BPS, 2020).

The graph above shows that the increase in child labour from 2017 increased by 0.4 per cent in 2019. The International Labor Organization illustrates that children who have to work will be deprived of their childhood, even their potential and dignity. The situation is dangerous for their physical and mental development. Child labour is not entirely wrong, but there are limitations; children should not get heavy work such as carrying stones because this will affect their physical development,

thus hampering the growth and development of child labour (Agustine et al., 2017).

Chart 1.

Number of Indonesian Child Labor



Source: (Sirusa.BPS, 2020)

The issue of child labour requires handling from various related parties to collaborate between actors. The collaborative management perspective is chosen as a concept that describes facilitation processes and operates within a multi-organizational plan to solve problems that cannot be solved or solved efficiently by a single organization (Agranoff & McGuire, 2003). The Indonesian government's way of solving the problem of child labour is to create a roadmap for a roadmap to a child-labour-free Indonesia in 2022.

The concept applied by the Indonesian government through the roadmap Towards a Child Labour-Free Indonesia 2022 is based on collaboration. The basic principle of collaborative governance is an equal relationship between stakeholders in the public, private and community sectors based on consensus through deliberation (Sullivan & Skelcher, 2002; Huxam, 2008; Innes & Booher, 2003; Ansell & Gash, 2008). This roadmap is designed to reference all parties, including relevant ministries

and institutions, employers' organizations and business representatives, trade unions/labour unions, civil society groups (non-governmental organizations, social organizations, religious organizations, community organizations, and others) as international organizations.

The concept of governance puts forward the principle of cooperation and explains the phenomenon of collaboration in the administration (Ansell & Gash, 2008). However, looking at the high number of child labourers in 2019, which reached 1.6 million, the roadmap Towards a Child Labor Free Indonesia 2022 is quite questionable. The data shows that the distribution of child labour occurs in all areas of Indonesia. The regions with the highest child labour are Java (565 thousand), Sumatra (445 thousand), Sulawesi (195 thousand), Nusra (122 thousand), Kalimantan (96 thousand), Papua (91 thousand), Bali (24 thousand), and Maluku (18 thousand) (SUSENAS, 2020).

Graph 2.

Regions With the Highest Child Labor



Source: (SUSENAS, 2020)

Graph 1.1 shows that Java is the most significant contributor to child labour, followed by Sumatra. Child labour has a larger dimension than the economic aspect alone. Economic factors, such as family income,

influence parents' decisions to send their children to work, but family and cultural values also play an essential role in children's work. Parents may value children's position as a responsible learning process, and children's work can be culturally considered a child's contribution to their family (Holgado et al., 2014). The complexity of the problem of child labour requires collaboration between various parties in its resolution.

Paper objective. The paper objective is to analyze and describe the collaboration of actors in dealing with child labour. The focus of this study aims at several big cities that represent the provinces, namely Java, Sumatra, Sulawesi, Kalimantan, Papua, Bali and Maluku.

Research method. The type of research used is a qualitative approach with a case study strategy. Recent case research is closely related to exploring sensitive issues such as students dropping out of school experienced by many individuals or groups of people and originating from social or humanitarian problems. (Merriam & Tisdell, 2016; Schwandt & Gates, 2018; Yin, 2018). The consideration that underlies the use of qualitative research is due to the characteristics of the natural setting, namely the researcher collects field data as the main instrument at the location of the participants who experience the issue of child labour (Flick, 2014; Patton, 2017; Willig, 2014).

Observations are going directly to the field to observe the behaviour and activities of individuals, namely children of workers, family background, and location of residence. Interviews were conducted face to face interviews with participants; during the pandemic period, interviews were conducted via telephone, zoom meeting, WhatsApp video conference, and were involved in focus group interviews consisting of six to eight participants per group. Meanwhile, document analysis is in statistical data from the ministry of education and the central statistical agency.

Literature review. Nowadays, collaboration has become an essential instrument for public management because it can encourage different stakeholders to understand their differences and achieve common goals by combining human and material resources. The concept of collaboration can classify as formal contacts, informal networks and partnerships (Sullivan & Skelcher, 2002). Collaboration is a process in which organizations interested in a particular problem try to find a

jointly determined solution to achieve goals that they cannot achieve independently. (Kauffeld-Monz & Fritsch, 2013; London & Pablo, 2017).

The benefits of collaboration can make thinking comprehensive, practical, and transformative. In particular, transformative thinking is critical because it can change how they feel when interacting with other stakeholders with different goals and cultures. Through creating new ways of thinking, collaboration can influence how problems are recognized and handled. However, there are some catalysts and barriers to collaboration, especially how actors and organizations collaborate on cross-cutting issues. Key factors in building collaboration capacity are (1) skilled communicator and play an essential role in building relationships (2) facilitating and coordinating cooperation (3) creating solid links between stakeholders based on individual capacity and organizational capacity (Micó et al., 2013; Sullivan & Skelcher, 2002). There are also barriers to collaboration which include (1) different formal rules, (2) informal norms (3) different resources from different stakeholders. The three factors that hinder collaboration can undermine the capacity for collaboration because it causes an imbalance of power, and conflict can occur.

Collaboration involves several dimensions. Each dimension is not always consistent or complementary to one another but also mutually exclusive. The six collaborative dimensions are:

1. Collaboration can include cooperation to build commonalities, increase consistency and harmonize activities between actors
2. Collaboration can be a negotiation process that involves a readiness to compromise and make trade-offs
3. Collaboration can involve oversight, vetting, pulling together and central coordinating roles
4. Collaboration can involve power and coercion, the ability to force outcomes or impose one's preferences on others, to some extent with their compliance or involvement
5. Collaboration can involve future commitments and intentions, possible behaviour, planning or preparation to align activities
6. Collaboration can foster engagement, internal motivation and personal commitment to activities, decisions, organizational goals or more strategic goals (Vicsek et al., 2016).

To realize collaboration, necessary to have stages that show the scale and intensity or degree of collaboration. The collaboration scale leads increasing commitment from the lowest level of simple collaboration to the highest and most complex yet integrated level (O’Flynn & Wanna, 2008).

Tabel 1.

Collaboration Scale

Degree of collaboration	What is involved-activities
Highest level: high normative commitment to collaboration; often highest political/managerial risks	Transformative interaction between network actors; substantive engagement and empowerment; search for a high degree of stakeholders and inter-actor consensus and cooperation; coalition building by government and non-government actors
Medium-high level: strong normative orientation; high level of political/managerial risk	Strong engagement of stakeholders in decisions or policy process and implementation; devolving decision-making capacities to clients; more complex innovations in policy-delivery processes
Medium-level: commitment to multiparty input and buy-in; moderate levels of political/managerial risk	Formal commitment to inter-agency consultation and collaboration; joined government strategies; proper joint involvement exercises and joint funding initiatives
Medium- low level: operational forms of collaboration to get the job done; some political/managerial risk	Forms of co-production: technical improvements in delivery chains; assistance to comply with obligations; direct consultation with clients over delivery and compliance systems; systematic use of evaluation data; public reporting on targets informed by client preferences
Lowest level: marginal operational adjustments, low levels of political/managerial risk	Incremental adjustments using consultative processes; client discussions, and feedback mechanisms; gaining information on needs/expectations of others

Sources: (O’Flynn & Wanna, 2008)

The intensity of collaboration is indicated by a scale starting from the lowest to the highest. The lowest scale has a low political and managerial risk with marginal operations. So that the activities that occur are still incremental in the form of a consultation process, discussions to obtain input and obtain information, and among those who collaborate are still formulating ideas and hopes to achieve a typical picture of the future.

Result and discussion. Collaboration between stakeholders can provide adequate solutions to complex issues such as social inequality (Arnaboldi & Spiller, 2011; O'Flynn, 2014). The problem of social inequality that occurs is child labour spread throughout Indonesia. As for the average age of child workers 10-17 years old and doing heavy work, this violates Law No. 20/1999, which stipulates that for work that endangers the health, safety, or morals of children, the effort must not be less than 18 years. Except for light work must not be less than 16 years. SUSENAS 2019 data shows the number of child labourers reaching 1.6 million ranging in age from 10-17 years old who force to work. The exposure of these data makes collaboration a vital instrument for public management because it can encourage different stakeholders to understand their differences and achieve common goals by combining human and material resources (Agranoff & McGuire, 2003; Herzog et al., 2021; McDermott, 2010). The rising poverty rate causes the level of child labour in Indonesia. Children who work at an early age, who usually come from low-income families with neglected education, will perpetuate poverty because working children become adults trapped in unskilled and very poorly paid jobs. The condition of child labour is unfortunate, so collaboration is needed between organizations or actors who are in direct contact with the problem (Emerson et al., 2012; Florini & Pauli, 2018; Marwell & Calabrese, 2015; Rogers & Weber, 2010; Yuda et al., 2021) business involvement takes the form of collaborations with the more traditional actors—governments and non-governmental organizations. Although such partnerships for development have been seen before, the scale and expectations are new. This paper explores how and why these cross-sector collaborations are evolving, and what steps can or should be taken to ensure that partnerships create public and private value. The arguments are illustrated with reference to cases of market-

driven partnerships for agriculture in Southeast Asia that are intended to engage marginalized smallholder farmers in global value chains in agriculture. The aims of these cross-sector collaborations coincide with several targets of the Sustainable Development Goals such as poverty alleviation, decreasing environmental impact, and achieving food security. This is a hard case for mechanisms intended to protect public interests, given that the target beneficiaries (low-income smallholder farmers and the environment. In line with research on collaboration as a process in which organizations interested in a particular problem try to find solutions that are determined together to achieve goals that they cannot achieve individually.

A study of the number of poor people in March 2020 reached 26.42 million compared to March 2019; the number of poor people increased by 1.28 million. The percentage of poor people in March 2020 was 9.78 per cent, an increase of 0.37 percentage points from March 2019 (BPS, 2021).

Graph 3.

Number of poor people in March 2018, 2019, 2020



Source: (BPS-Indonesia, 2020)

They were considering the number of poor people in March 2020 of 26.42 million people, an increase of 1.63 million against September 2019 and an increase of 1.28 million people in March 2019. The percentage of poor people in March 2020 was 9.78 per cent, a rise of 0.56 percentage points against September 2019 and an increase of 0.37 percentage points against March 2019. Meanwhile, the distribution of poverty areas divides into urban and rural areas. The National Socio-Economic Survey (Susenas) data show that poverty in urban and rural areas increases. September 2019 data was 9.86 million poor people in urban areas and became 11.16 million in March 2020. Meanwhile, for rural areas in September 2019, there were 14.93 million people and 15.26 million in March 2020.

Table 2.

**Number and Percentage of Poor Population by Region,
March 2019–March 2020**

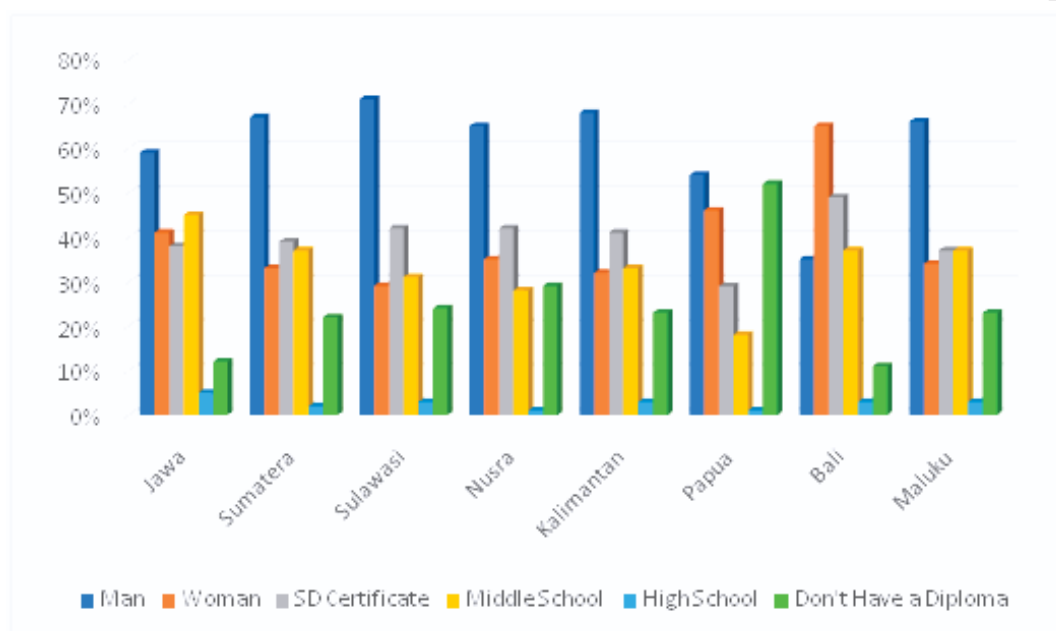
No	Region/Year	Number of Poor Population (Million)	Percentage of Poor Population
1	Urban		
	March 2019	9,99	6,69
	September 2019	9,86	6,56
	March 2020	11,16	7,38
2	Rural		
	March 2019	15,15	12,85
	September 2019	14,93	12,60
	March 2020	15,26	12,82
3	Total		
	Maret 2019	25,14	9,41
	September 2019	24,79	9,22
	Maret 2020	26,42	9,78

Source: (BPS-Indonesia, 2021)

Compared to September 2019, the number of poor people in March 2020 in urban areas rose by 1.3 million people from 9.86 million in September 2019 to 11.16 million in March 2020. Meanwhile, rural areas increased by 333.9 thousand people from 14.93 million in September 2019 to 15.26 million in March 2020. The percentage of poor people in urban areas in September 2019 was 6.56 per cent, rising to 7.38 per cent in March 2020. While the rate of poor people in urban areas in September 2019 by 12.60 per cent, rising to 12.82 per cent in March 2020.

Another problem that makes child labour is still serious is education. Their age influences the participation of children in the labour market. In particular, the probability of entering the labour market increases as children age, so older children are more likely to work. The sex of children also plays an essential role in explaining their participation in the labour market. In general, child labour is significantly more common in boys than girls (Lee & Hwang, 2016; Priyambada et al., 2005; Sim et al., 2017; Takahashi & Barrett, 2014). Data from the Indonesian Child Protection Commission in 2020 also shows that children with elementary, middle, and high school education work more than 40 hours per week.

Graph 4.



Distribution of Indonesian Child Labor

Source: (KPAI, 2020)

The graph above shows how the situation of child labour in parts of Indonesia is. The predominance of the sex of child labourers is that there are more boys than girls. Meanwhile, more people have an elementary school diploma and do not have a certificate for the diploma level. The roadmap towards a Child Labour-Free Indonesia 2022 is prepared to integrate the roles of various sectors. Government actors, private sector, trade unions/labour unions, civil society organizations and other stakeholders. These efforts need to eliminate child labour in Indonesia.

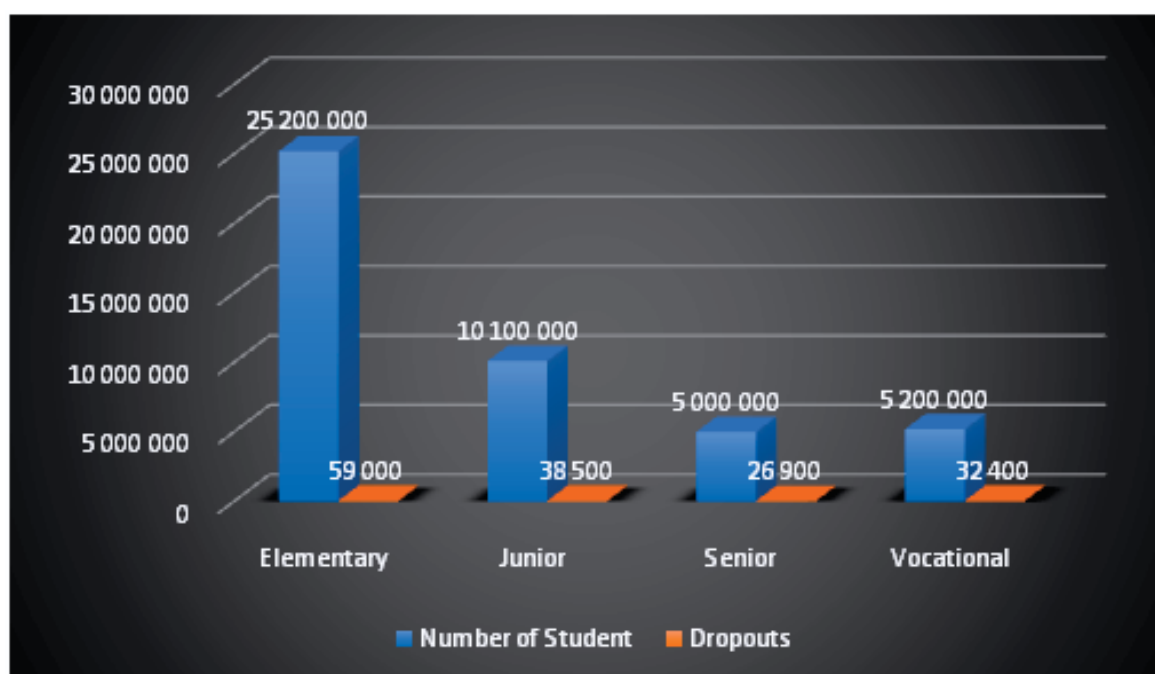
The above roadmap is a comprehensive acceleration effort in eliminating child labour throughout Indonesia. This effort is a joint movement carried out in a coordinated manner by involving all parties, including the central, provincial and district/city governments, trade unions/labour unions, employers, civil society organizations, families and children. The concept of collaboration is classified into three forms, namely (1) in the form of formal and legal contacts between organizations, (2) informal networks in individual relationships based on trust and reciprocity (3) partnerships related to long-term formal and joint consensus decision making and implementation (Hakenes & Katolnik, 2017; Micó et al., 2013; Sullivan & Skelcher, 2002).

In carrying out the concept of collaboration in the form of formal and legal contacts between organizations, the government collaborates with formal and non-formal educational institutions. To break the high level of child labour, the government issued a policy of Compulsory Education for Nine Years of Basic Education. Nine years is considered the minimum time to equip young people with the basic knowledge and skills necessary to continue higher education, earn a decent living, and benefit from technological advances. It will be difficult for children who drop out of school to find a decent job with a decent salary before acquiring these skills. One of the factors of this problem is the lack of collaboration in managing process standards set by the ministry of education and culture (Zamili, 2021).

The compulsory education program has not been entirely successful with the high data on children dropping out of school. According to data from the Ministry of Education and Culture, in 2020, there will be 25.2 million elementary school students, 10.1 million junior high

school students, 5 million high school students, and 5.2 million vocational high school students in the 2019/2020 school year. Meanwhile, in the 2019/2020 school year, 157,000 elementary to high school students dropped out of school. The highest number of students dropping out of school was as many as 59.4 thousand students at the elementary level. Furthermore, at the junior high school level, as many as 38.5 thousand students. 26.9 thousand high school students and 32.4 thousand vocational high school students quit school (Kemendikbud, 2020).

Graph 5.



Student Data and Dropouts, 2020

Source: (Kemendikbud-Statistic, 2020)

The government increases education that is integrated into poverty alleviation programs and eliminates child labour. One of them is the School Operational Assistance Program which started running in 2005. This scheme transfers school fees through the provision of assistance to schools based on the number of students. This program is one of the government's ways to curb the rate of children dropping out of school,

eventually becoming child labourers. Collaboration is essential for public management because it helps develop human and material resources by encouraging different stakeholders to achieve goals. (Florini & Pauli, 2018; Yuda et al., 2021).

In addition, the government is also in partnership with the private sector and the community. Partnership carries out compliance with labour standards, not to tolerate child labour. Together with the International Labor Organization, the government initiated a forum entitled «Public Partnership, Private, Local Communities Combating Child Labor in Indonesia». This forum provides an opportunity to strengthen cooperation between various stakeholders at the general level, companies and communities to have an integrated approach towards eliminating child labour. This forum plays a vital role in developing more robust and better public, private and local community partnerships. Through dialogue and exchange of experiences, cooperation between three partners is further enhanced in the future.

These partners have a potential role in the initiative's sustainability to eliminate child labour in Indonesia. Details on collaborative collaboration involving intensive cooperation between parties, including conscious alignment in goals, strategies, agendas, resources and activities. Two or more institutions with different goals build a shared vision and make it happen together (Senge, 2010).

Collaboration can carry out by stakeholders consisting of various parties, both government and non-government, in a sustainable manner. The primary role of collaborative governance is to encourage all stakeholders to achieve common goals with different resources to create innovative thinking through negotiation and collaboration. (J. . Innes & Booher, 2004). Such as the role of the Central Government by making policies, comprehensive and sustainable programs, and the availability of funds to overcome the problem of child labour. Meanwhile, for the Regional Government, creating programs and integrating them in building consultations (called: musrenbang) to overcome children vulnerable to child labour.

Meanwhile, the DPR (House of Representatives) and DPRD (Regional House of Representatives) institutions can make and

encourage legislation related to efforts to fulfil children's rights and carry out strict supervision of the program. Elements of religious institutions in the lectures conveyed the prohibition and elimination of child labour. The employers prohibit child labour and the worst forms of child labour. Prevention activities through agreed regulations and take quick action on the recorded child labour efforts. Non-governmental organizations can provide direct assistance to child workers.

In addition, teachers and educational institutions can appeal to all parties not to employ children in their families and environment. Provide quality education and collaborate with other parties to advocate for education policies, programs and budgets. Other actors are families or parents by providing an understanding of protecting children's rights and forming associations of caring parents. Children are considered very valuable, both as themselves and as human resources who will determine their future. Child labour stops children from getting the education and skills they need and perpetuates poverty.

Conclusion. The increase in child labour in Indonesia is influenced by poverty. Data shows that the number of poor people in March 2020 was 26.42 million people, increasing 1.28 million people compared to March 2019. Another problem that makes child labour still severe is education, with the nine-year compulsory education program not being maximized. Data from the Ministry of Education and Culture shows that in the 2019/2020 school year, there are 157,000 elementary to high school students dropping out of school. The highest number of students dropping out of school was as many as 59.4 thousand students at the elementary level. Furthermore, at the junior high school level, as many as 38.5 thousand students. As many as 26.9 thousand high school students and 32.4 thousand vocational high school students quit school.

Collaboration between actors from various parties, both government and non-government, is needed in tackling child labour. The central and local governments can make regulations and programs that strengthen between the centre and the regions. Meanwhile, the DPR and DPRD can create policies or legal products regarding protecting children's rights. Religious institutions can include the theme of the prohibition and elimination of child labour. Furthermore, employers implement

неурядовими організаціями. Центральні та місцеві органи влади можуть приймати цілеспрямовані постанови та програми щодо вирішення цієї проблеми. Палаті представників та регіональній палаті представників необхідно створити правові підстави для захисту прав дітей. Релігійні установи можуть включати заборону та ліквідацію дитячої праці, а неурядові організації надають безпосередню допомогу тим хто потирпає від дитячої праці. Показано що освітні установи можуть підвищувати обізнаність та створювати асоціації з батьками, які дбають про права дітей.

Ключові слова: співпраця учасників, дитяча праця, Індонезія.

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