

## The Collaborative Process in Innovating Informal Sector Worker Protection Programs

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### Abstract

Innovation is something the government must provide to the public to enhance service quality. Accordingly, the Makassar City Government and the Makassar branch of BPJS Ketenagakerjaan (Social Security Agency for Employment) introduced an innovation known as the "Paraikatte Program" to address issues concerning informal sector workers in Makassar. The program's implementation involves third parties; therefore, an analysis is required to understand the collaborative process established to achieve the program's objectives. This study aims to analyze the collaborative process within the Paraikatte Program. It adopts Ansell and Gash's Collaborative Governance theory, utilizing process indicators such as face-to-face dialogue, trust-building, commitment to the process, shared understanding, and intermediate outcomes. A qualitative, descriptive research method was employed, with primary data collected through interviews and observations, and secondary data obtained from BPJS Ketenagakerjaan. The findings indicate that the collaborative process facilitated through face-to-face dialogue involved the Makassar Manpower Office, the Makassar branch of BPJS Ketenagakerjaan, and private companies. During these dialogues, the stakeholders built trust, commitment, and a shared understanding regarding the program's goals and their respective roles. As a result of this collaboration, 11 companies participated, providing social security coverage to 3,071 informal-sector workers. Overall, this collaboration reflects the dedication and commitment of the various parties involved to realizing more inclusive and effective protection for informal sector workers in Makassar City.

## Introduction

Social security is a fundamental form of state-provided protection intended to ensure that citizens can meet their basic needs when they experience circumstances that limit their ability to work, including unemployment, illness, old age, occupational accidents, and death. In Indonesia, this protection is implemented through the National Social Security System (SJSN), which integrates various social security programs to expand participation and provide adequate benefits. Pursuant to Law No. 24 of 2011, the Social Security Administering Bodies (BPJS) were established with two principal areas of responsibility: BPJS Kesehatan administers the National Health Insurance program (JKN), while BPJS Ketenagakerjaan manages Work Accident Insurance (JKK), Old-Age Security (JHT), Death Insurance (JKM), and Job Loss Insurance (JKP).

BPJS Ketenagakerjaan provides employment-related social protection through a mandatory social insurance mechanism, as stipulated in Law No. 40 of 2004 concerning the National Social Security System and Law No. 11 of 2020 concerning Job Creation. Its mandate covers workers in both formal and informal sectors. Nevertheless, employment social security coverage among informal workers or non-wage earners remains limited, indicating that a substantial proportion of these workers continue to face occupational risks without adequate protection.

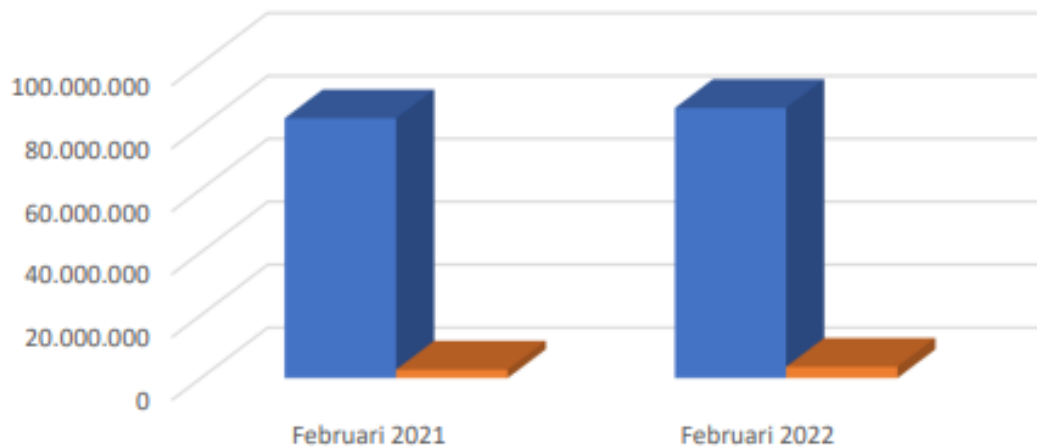


Figure 1. BPJS Ketenagakerjaan BPU Membership in Indonesia

Source: Ministry of Manpower (2023)

The limited improvement in informal-worker participation has encouraged the government to develop innovative approaches to expanding employment social security coverage (Olivier, 2019; Dash Mohapatra & Sahoo, 2025; Singh et al., 2026). This challenge is also evident in Makassar City, where only 18,200 of approximately 243,000 informal workers were enrolled in the program in 2020. This substantial coverage gap demonstrates the limitations of relying exclusively on conventional government mechanisms and highlights the need to involve other stakeholders in extending protection to vulnerable workers.

In response, the Makassar City Government introduced the *Paraikatte* program to facilitate employment social security coverage for vulnerable and informal workers (Agusalim et al., 2026; Munawwir et al., 2026; Calundu & Syamsiah, 2025). The program is grounded in Article 3, paragraph (i), of Makassar City Regional Regulation Number 2 of 2016. It adopts a collaborative approach involving the Makassar City Government, BPJS Ketenagakerjaan, private-sector organizations, and informal workers. Participating organizations can contribute through two schemes: encouraging each employee to sponsor at least one vulnerable worker or allocating Corporate Social Responsibility (CSR) funds to finance employment social security contributions. This study specifically examines the CSR-based protection scheme (Zhao et al., 2026; Ali Mohamed Khalil et al., 2026; Taliouris & Trihas, 2026).

The allocation of CSR funds for worker protection requires coordination among institutions with different responsibilities, resources, and interests (Rohim et al., 2026; Nga, 2026; Nugroho et al., 2025). Because the funds are contributed by private organizations and administered through other parties, transparency, accountability, role clarity, and mutual agreement are essential. Eleven companies participated in the *Paraikatte* program and provided employment social security coverage for 3,071 informal workers. Megarezky University was among these participating institutions and sponsored 584 workers. Despite this achievement, the collaborative process encountered difficulties in reconciling stakeholder interests, establishing

common expectations, and maintaining commitment throughout program implementation. Moreover, the intended beneficiaries appeared to have limited involvement in the decision-making process (Arthur et al., 2023; Reina-Usuga et al., 2024;

These conditions make collaborative governance an appropriate perspective for examining the program. Stoker (1998) explains governance as an evolving governing arrangement in which the boundaries between the public and private sectors become increasingly blurred rather than merely as a set of managerial instruments for improving public services. Governance involves institutions and actors from government and non-government sectors, blurred responsibilities in addressing socioeconomic problems, power dependencies among institutions engaged in collective action, networks of autonomous actors, and the capacity to achieve public objectives without relying exclusively on governmental authority (Stoker, as cited in Ulum & Ngindana, 2017, p. 6).

More specifically, collaborative governance directly engages non-governmental stakeholders in consensus-oriented and deliberative decision-making processes for formulating or implementing public policies and programs (Ansell & Gash, 2007). Their model comprises four interrelated variables: starting conditions, institutional design, facilitative leadership, and the collaborative process, with the collaborative process positioned at the center of the model. However, limited attention has been given to how these process dimensions operate in an innovative local employment protection program that mobilizes private-sector CSR resources while serving informal workers. Therefore, this study analyzes the collaborative process in the *Paraikatte* program involving the Makassar City Government, the Makassar branch of BPJS Ketenagakerjaan, the private sector represented by Megarezky University, and informal workers. The analysis applies the five collaborative-process indicators proposed by Ansell and Gash (2007): face-to-face dialogue, trust building, commitment to the process, shared understanding, and intermediate outcomes.

## Methods

This study employed a qualitative descriptive design to examine the collaborative process in implementing the *Paraikatte* program for informal-sector workers in Makassar City. The study was conducted in 2023 at the Makassar City Manpower Office, the Makassar Branch of BPJS Ketenagakerjaan, Megarezky University Makassar, and the residences or workplaces of informal workers participating in the program. These locations were selected because they represented the principal government, implementing-agency, private-sector, and beneficiary actors involved in the collaboration.

Informants were selected purposively based on their direct involvement in the planning, implementation, administration, or receipt of benefits under the *Paraikatte* program. Seven informants participated in the study: one Head of the Industrial Relations and Social Security Division at the Makassar City Manpower Office; one Head of Corporate and Institutional Membership, one Head of Special Membership, and one Special Account Representative from the Makassar Branch of BPJS Ketenagakerjaan; one Vice Rector for Cooperation, Public Relations, and Information Systems at Megarezky University; and two informal-sector workers who received protection through the program. Megarezky University represented the private-sector institutions participating through the Corporate Social Responsibility funding scheme, while the two workers provided beneficiary perspectives.

Data were collected through semi-structured interviews, direct observation, and document analysis. Interviews explored stakeholder roles, forms of interaction, trust-building mechanisms, institutional commitments, shared perceptions of the program, worker participation, and preliminary program outcomes. Observations focused on relevant program

activities and interactions among participating stakeholders. Documentary data included cooperation documents and administrative records from BPJS Ketenagakerjaan, particularly records concerning participating companies and the number of informal workers receiving social security protection. The interview data presented in the Results section were collected between March and June 2023.

The data were analyzed using three interconnected stages: data reduction, data display, and conclusion drawing and verification. First, the interview transcripts, observation notes, and documents were reviewed and organized according to the study focus. Second, the data were coded and categorized using the five dimensions of the collaborative process proposed by Ansell and Gash (2007): face-to-face dialogue, trust building, commitment to the process, shared understanding, and intermediate outcomes. Third, evidence from different informants and documentary sources was compared to identify convergent and divergent perspectives. Conclusions were subsequently developed and verified against the original data to ensure that the interpretations accurately represented the collaborative process within the *Paraikatte* program.

## **Results and Discussion**

The successful protection of vulnerable or informal workers in Makassar City is inseparable from the government's role in continuously innovating to address this issue. Government bodies specifically the Makassar City Manpower Office and the Makassar City branch of BPJS Ketenagakerjaan (Social Security Agency for Employment) have established the "Paraikatte" program. This program aims to protect informal workers against occupational risks.

However, addressing this issue requires more than just government action; private sector involvement is also essential to achieving these goals. One of the stakeholders participating in this program is Megarezky University (under the Mega Rezky Makassar Islamic Education Foundation).

This collaboration aims to fulfill the objectives of the Paraikatte program: protecting local vulnerable workers to ensure a sense of security while working. This ensures that, in the event of a workplace accident or death, the workers or their heirs receive adequate welfare benefits through employment-related social security.

Consequently, this initiative is rooted in collaborative governance a partnership between the government and third parties or other government agencies to resolve existing issues. In this thesis, the author examines the collaborative process within the Paraikatte program using five indicators: face-to-face dialogue, trust building, commitment to the process, shared understanding, and intermediate outcomes.

### **Face-to-Face Dialogue**

Effective communication among stakeholders is key to the collaborative process, particularly during the initial face-to-face dialogue stage of the Paraikatte program. Through outreach programs, meetings, and roadshows at various companies across Makassar City, a solid collaboration is established by conveying the program's vision and benefits to the participating actors. Mr. A, Head of the Industrial Relations and Social Security Division at the Makassar City Manpower Office, revealed that company roadshows serve as a crucial initial step in fostering collaboration for the Paraikatte program. During an interview with the researcher, he stated:

"For the Paraikatte program, as the Manpower Office, we conduct roadshows to companies in Makassar City to facilitate face-to-face meetings. We organize meetings by inviting the companies to explain our goals and objectives, or we go directly into the field visiting each

company with a dedicated team to present the Paraikatte program." (Interview, March 29, 2023)

During the meeting process, the participating companies establish direct contact with BPJS (the provincial employment social security agency). Typically, the process involves an initial audience followed by an outreach session regarding the BPJS employment programs offered through Paraikatte. Ms. A, Vice Rector IV for Cooperation, Public Relations, and Information Systems at UNIMERZ, described the process as follows:

*"...Regarding our meeting process, it is conducted jointly with BPJS Employment. Naturally, it begins with an audience to discuss their goals and objectives. Following the audience and the completion of administrative procedures, BPJS Employment sends a draft cooperation agreement. This agreement involves extensive discussion regarding the program; once an agreement is reached, BPJS Employment conducts outreach sessions to explain their programs."* (Interview, June 6, 2023)

The face-to-face dialogue stage of the Paraikatte program does not directly involve informal workers; instead, only a subset of workers participates in specific meetings, while the remaining workers simply receive assistance. According to Mr. S, a motorcycle taxi driver:

*"As for me, I was simply contacted by BPJS Ketenagakerjaan to take part in the activity. I was informed that I was a representative receiving assistance from this program. So, I just participated in the event. It was like an outreach session, and then they symbolically handed me a membership card. That was it; I never participated in any other activities."* (Interview, June 7, 2023)

Unlike Mr. S, Ms. K a domestic worker was never involved in this program; in fact, she stated that she was completely unaware of this protection scheme. She remarked:

*"I didn't know anything; I've only just learned that such a thing exists. So, if you ask me about BPJS, I wouldn't know what to say. But if I were to receive such assistance \*Alhamdulillah\* (praise be to God) it would mean there is someone looking out for me while I work."* (Interview, June 8, 2023)

Based on interactions with the interviewees, it can be concluded that the initial phase of collaboration within the Paraikatte program focused on face-to-face dialogue led by key actors: the Makassar City Manpower Office and the Makassar City branch of BPJS Ketenagakerjaan (Social Security Agency for Employment). This phase primarily targeted companies playing a pivotal role in the program. Meetings such as public hearings and outreach sessions were directed at parties with a direct stake in the initiative. Discussions during these meetings covered collaborative planning and cooperation aimed at preventing potential future misunderstandings.

However, it is worth noting that worker participation in this collaborative process remained limited. Despite symbolic gestures such as the handing over of membership cards and assistance the aspirations of the workforce were not fully reflected in the face-to-face dialogues. The dialogue process centered largely on key actors and stakeholders with direct interests, while the participation and contribution of the workforce the intended beneficiaries had not yet been comprehensively realized during this initial stage.

### Building Trust

Trust plays a central role in collaboration and must be cultivated among the various actors involved. Ansell and Gash (2007) assert that successful collaboration is impossible without a foundation of trust. Factors influencing trust-building include expectations regarding future

collaborative outcomes and the willingness to take risks; partners must trust one another to initiate the collaboration. In the context of the Paraikatte program, trust-building began through outreach during initial meetings, specifically within the face-to-face dialogue sessions. This outreach initiative serves as a bridge between the participating partners, fostering a deep understanding of the program and demonstrating its benefits to all involved parties. Mr. A, Head of the Industrial Relations and Social Security Division at the Makassar City Manpower Office, explained the process as follows:

*"To build trust among stakeholders, we return to the initial discussions regarding the goals and objectives of the \*Paraikatte\* program itself. During our outreach sessions, we explain the program's benefits. It is clear that the aim is to assist the people in our immediate vicinity specifically, those surrounding the companies. By collectively recognizing these benefits and acknowledging the roles each of us plays, we demonstrate our credibility as partners particularly for companies looking to allocate their CSR funds. That is how we establish mutual trust among stakeholders, encouraging them to participate in the program."* (Interview, March 29, 2023)

In line with this, the implementing agency BPJS Ketenagakerjaan (the Employment Social Security Agency) of Makassar City also builds trust through formal meetings and outreach sessions with companies, where the program's benefits are explained. Mr. S, Head of the Corporate and Institutional Division at BPJS Ketenagakerjaan Makassar City, stated:

*"We consider the specific interests of each stakeholder. They have their own perspectives on labor-related issues; therefore, by engaging with them whether government bodies or private companies we ensure they understand the urgency behind establishing this program. Regarding the role of BPJS Ketenagakerjaan itself, we recognize the necessity of building mutual trust, which we achieve by conducting outreach to explain the benefits of the programs we offer."* (Interview, May 12, 2023)

From the perspective of the company or the private sector, trust-building emerged through face-to-face dialogue specifically, hearings conducted by the Makassar City branch of BPJS Ketenagakerjaan (Social Security Agency for Employment). Ms. A, serving as Vice Rector IV, explained the process as follows:

*"...The trust established between us and them developed during the formal meetings. During these sessions, BPJS Ketenagakerjaan conveyed their intentions and objectives. They also provided a draft memorandum of understanding (MoU) regarding the proposed collaboration. In this MoU, we reviewed the terms of the agreement and sought to avoid provisions that could lead to legal consequences. Following the meeting and the establishment of the partnership, BPJS Ketenagakerjaan conducted outreach sessions to explain the assistance program, highlighting its urgency and the benefits involved. We recognized the program's significant value, which fostered our trust in BPJS Ketenagakerjaan."* (Interview, June 6, 2023)

Due to a lack of direct involvement, Ms. K who works as a domestic worker did not comment on the specific procedural details. Instead, she shared her feelings regarding her participation in the employment protection assistance program:

*"I am not familiar with the details of that. However, if the assistance is beneficial, we would certainly participate. We are pleased to have workplace protection; it means that if an accident occurs, the costs can be covered by the assistance program."* (Interview, June 8, 2023)

Interviews with the informants reveal that the process of building trust within this collaboration underscores the importance of employment protection. The initial phase of trust-building involved face-to-face dialogues such as formal meetings and outreach sessions where the collaboration was explained and the \*Paraikatte\* program was presented as an initiative offering significant benefits to the community. Trust among the parties involved grew in tandem with their understanding of the urgency of employment protection within this collaborative effort. However, at this stage, workforce involvement is relatively passive; workers receive provided benefits without active participation. Nevertheless, efforts to build trust and understanding regarding labor protection remain crucial for maintaining solid cooperation within the Paraikatte program.

### **Commitment to the Process**

Commitment to the stages of the collaborative process is a prerequisite for partners' willingness to abide by the outcomes of deliberations even if they do not fully support certain decisions as an expression of their commitment (Ansell & Gash, 2008). Stakeholder commitment is a vital factor in achieving successful collaboration. This commitment requires mutual trust among stakeholders, ensuring that each party can effectively fulfill its responsibilities (La Ode Syaiful Islamy, 2018).

The Paraikatte program also relies on the commitment of every actor involved in its implementation. This entails the active engagement and accountability of each actor in achieving the program's established goals. This perspective is confirmed by Mr. A, Head of the Industrial Relations and Social Security Division at the Makassar City Manpower Office, who explained:

*"Our commitment is to support BPJS Ketenagakerjaan the implementing agency in expanding the reach of the Paraikatte program. We do this by providing facilities such as venues for meetings, hearings, or outreach sessions, as well as vehicles for visiting local companies. Furthermore, we are striving to secure a legal framework for the Paraikatte program specifically a Makassar Mayoral Regulation, which is currently in draft form. Establishing this legal basis will encourage greater company compliance and trust in the program, thereby stabilizing their commitment to protecting informal workers."* (Interview, March 29, 2023)

On the part of the implementing agency, BPJS Ketenagakerjaan (Social Security Agency for Employment), the commitment involves providing a protection program that balances costs with maximum benefits. Ms. W, Head of Special Participation at BPJSTK Makassar, stated:

*"We are committed to continuous innovation to facilitate and expand the participation of informal workers. For a cost of 16,800 [IDR] per person, the benefits received by the beneficiaries are truly remarkable. However, we do not intend to stop there; we are also striving to strengthen our commitment, with the hope that this program will soon be underpinned by a formal legal framework."* (Interview, May 12, 2023)

Informal workers involved in the program activities stated that they attended after being contacted by BPJS Ketenagakerjaan. This reflects their commitment to the initiative. Mr. S, an \*ojek\* (motorcycle taxi) driver, said:

*"I was contacted by BPJS, and they asked me to serve as a representative to receive a symbolic card at their event, so I attended as a representative of the aid recipients."* (Interview, June 7, 2023)

Meanwhile, workers who were not directly involved (such as Ms. A, a domestic worker) stated that they were unaware of the program. The extent of their involvement was limited to

providing their data via a government portal, which subsequently led to their inclusion as beneficiaries of the \*Paraikatte\* protection program.

Based on the informants' statements, it can be concluded that during the commitment phase of the \*Paraikatte\* program, the government demonstrated its involvement by providing facilities to the implementing agency, BPJS Ketenagakerjaan. These facilities included the use of rooms and vehicles for conducting outreach and program-related activities. BPJS Ketenagakerjaan (Makassar City Branch) also utilized this support to conduct outreach to companies slated for participation in the program. Furthermore, the commitment shown by BPJS Ketenagakerjaan is evident in the program's structure, which offers substantial worker protection benefits at a relatively low cost. This commitment was established at the outset of meetings between the Makassar City Branch of BPJS Ketenagakerjaan (Social Security Agency for Employment) and the relevant companies meetings initiated through an audience process conducted by BPJS Ketenagakerjaan itself.

### **Shared Understanding**

To pursue a shared interest, the fundamental first step is to align perspectives or visions and missions so that established goals can be realized. In an organizational context, once a vision is mutually understood, members will willingly strive to achieve it without needing external pressure or directives from leadership (Susanto, 2010: 27, cited in La Ode Syaiful & Islamy H, 2018).

Consistent with this concept, collaboration entails fostering a shared understanding among stakeholders to drive the achievement of collaborative goals and empower each party to contribute proactively, independent of external instructions. This principle is also reflected in the implementation of the \*Paraikatte\* Program, where involved parties must develop a unified vision and mission for the initiative to ensure the final outcome aligns with the plan. Elaborating on this point, Ms. W, the Head of Special Membership at the BPJS Ketenagakerjaan Makassar Branch, explained:

*"We have encountered no issues regarding the alignment of perspectives or vision. From the very beginning, this program has been a government initiative rather than a private-sector one, meaning it entails shared responsibility among all parties. Consequently, our meetings focused on detailed discussions to address the urgent need for social security coverage for informal sector workers. For us, aligning perspectives is primarily about the implementation process and the techniques employed specifically, ensuring that our actions do not conflict with regulations in a way that could lead to legal repercussions." (Interview, May 12, 2023)*

The government echoed this sentiment, noting that efforts to align perspectives among the involved stakeholders were driven by an awareness of the urgent need to protect the workforce particularly vulnerable or informal workers. This point was articulated by Mr. A, Head of the Health Insurance and Social Security Division at the Makassar City Manpower Office, who stated:

*"The process of aligning perspectives begins with raising awareness among the parties involved. They need to care about social issues within the community. Companies with Corporate Social Responsibility (CSR) mandates, in particular, have clearly allocated CSR funds. Therefore, once they become aware of and concerned about these social issues, they will naturally allocate their CSR funds to protect these vulnerable workers. They recognize this importance and are ready to participate in the program." (Interview, March 29, 2023)*

In line with this principle, the private sector entities involved in the collaboration through meetings coordinated by BPJS Ketenagakerjaan (the primary implementing agency) aligned their views by providing draft cooperation agreements to the participating companies. These drafts were then jointly reviewed to reach a mutual agreement among all parties involved. This was confirmed by Ms. A, the Vice Rector IV of Unimerz, who stated:

*"...From the very beginning, we aligned our views regarding this collaboration. Following an initial meeting with BPJS Ketenagakerjaan, they provided a draft Memorandum of Understanding (MoU) for joint review. We discussed the document point by point to ensure a shared understanding and perception, thereby preventing any issues that could lead to future legal disputes. Thus, the alignment of views took place during these collaborative discussions. Once we reached an agreement, we committed to the partnership. We also recognized from the outset the significant value of this workforce protection scheme." (Interview, June 6, 2023)*

On the other hand, another vulnerable worker, Ms. K, stated that she was unaware of the urgency of workforce protection. She said:

*"I didn't know anything about it. When the various BPJS programs were mentioned, the only one I was familiar with was BPJS Kesehatan (Health Social Security). So, this is all new information to me. But \*Alhamdulillah\* (praise be to God), if they are registering us for BPJS Ketenagakerjaan (Employment Social Security), I am truly grateful." (Interview, June 8, 2023)*

Based on the information provided by the interviewees, it is evident that the government, the private sector, and vulnerable or informal workers must collaborate to achieve the goals set out in the *\*Paraikatte\** program. Understanding the importance of workforce protection is crucial to this effort, enabling the involved parties to devise strategies for a successful partnership. As the implementing agency, BPJS Ketenagakerjaan collaborates with the private sector through meetings and outreach sessions to define necessary actions and identify practices to avoid. Provisions requiring a shared understanding are discussed collectively, leading to mutual agreements. While companies acknowledge the urgency of workforce protection, BPJS Ketenagakerjaan continues to actively explain the specific protections offered under the *\*Paraikatte\** program, particularly Work Accident Insurance (JKK) and Death Insurance (JKM). However, there remains room for further government involvement specifically through the Makassar City Manpower Office and the Makassar City branch of BPJS Ketenagakerjaan to provide counseling and more actively engage informal workers in this collaboration.

### **Intermediate Results**

An intermediate result represents a process or stage within the collaboration. It is an interim outcome rather than the final result of the collaboration, achieved at a specific point in time. Regarding the number of acquisitions made to date, Ms. W stated that:

*"...Oh, and regarding the preliminary results of the Paraikatte program, eleven companies have already contributed to its success. These companies provide protection for the workforce in their local areas. We also hope that the Mayoral Regulation will be issued soon so that an even greater number of workers can be recruited." (Interview, May 12, 2023)*

The eleven companies involved in the Paraikatte program are listed in the following table.

Table 1. Number of Workers Protected by Companies

| No.          | Company Name                       | Number of Employees |
|--------------|------------------------------------|---------------------|
| 1            | Indomarco Prismatama Makassar      | 500                 |
| 2            | Pelindo Regional IV                | 600                 |
| 3            | Dipanegara Foundation              | 300                 |
| 4            | Makassar Global Awal Bros          | 500                 |
| 5            | Nippon Indosari                    | 95                  |
| 6            | Gowa Makassar Tourism Development  | 149                 |
| 7            | MPS                                | 9                   |
| 8            | Sandhikara Putra Telkom Foundation | 200                 |
| 9            | Megarezky University Makassar      | 584                 |
| 10           | Ciputra Fajar Mitra                | 57                  |
| 11           | Tamesti Palikssa Sejahter          | 77                  |
| <b>Total</b> |                                    |                     |

Source: BPJS Ketenagakerjaan Makassar City documents (2023)

Ms. R from ARK also noted that an interim result of the program is the increasing number of companies participating in the Paraikatte program. She stated:

*"So far, following the eleven companies that have already participated, one additional company is set to provide coverage for 100 workers in the near future. Naturally, we hope that other companies will also provide protection assistance through their CSR funds for vulnerable or informal workers in the future."* (Interview, May 12, 2023)

Furthermore, workers themselves shared their perspectives on the interim results regarding labor protection under this program. Mr. S, a motorcycle taxi driver, stated:

*"...I haven't had to use the card yet because, thank God, nothing bad has happened. However, having the BPJS card makes me feel safer while working; there is a guarantee in place should anything happen to me on the job."* (Interview, June 7, 2023)

Similarly, Ms. K, a domestic worker, expressed her gratitude for the protection provided to her under the Paraikatte program.

The findings demonstrate that the *Paraikatte* program has established a functional collaborative arrangement among the Makassar City Government, BPJS Ketenagakerjaan, and private-sector organizations, but the quality of collaboration remains uneven because informal workers are positioned primarily as beneficiaries rather than active participants. Bianchi et al. (2021) emphasize that collaborative governance should be assessed not merely by the presence of multiple organizations but by how effectively their interactions translate shared intentions into coordinated implementation. From this perspective, the involvement of 11 companies and the protection of 3,071 workers indicate operational progress, although these numerical achievements do not necessarily demonstrate an inclusive collaborative process. Belrhiti et al. (2024) similarly show that effective governance networks require alignment among structures, relationships, leadership, resources, and accountability mechanisms. The *Paraikatte* program has developed interorganizational relationships and mobilized CSR resources, but its sustainability depends on whether these relationships become institutionalized beyond temporary agreements and individual organizational commitments.

Face-to-face meetings, hearings, roadshows, and outreach activities functioned as the initial infrastructure of collaboration. However, these activities were predominantly conducted between government agencies, BPJS Ketenagakerjaan, and companies, with limited

participation by informal workers. Hofstad et al. (2022) demonstrate that co-creation becomes meaningful when stakeholders influence problem definition and implementation choices, rather than merely receiving information about decisions already formulated. Thus, the meetings within the *Paraikatte* program represent coordinated consultation, but they have not yet fully developed into co-creation because the workers' experiences of occupational risk, contribution affordability, and access barriers were not systematically incorporated. Koebele et al. (2024) further distinguish stakeholder engagement from equitable participation, arguing that the presence of affected groups does not automatically ensure their influence. This distinction is important because symbolic worker representation during membership-card distribution cannot substitute for continuous involvement in program planning and evaluation. Lee and Estève (2023) also find that the perceived legitimacy of collaborative governance is influenced by procedural fairness and meaningful stakeholder inclusion. Consequently, broader worker participation would strengthen not only the relevance of program decisions but also their legitimacy among the intended beneficiaries.

Trust in the program developed mainly through explanations of its objectives, benefits, legal provisions, and cooperation arrangements. Nevertheless, recent literature indicates that trust cannot be produced solely through information dissemination. Kinder et al. (2021) explain that relational leadership builds trust through repeated interaction, responsiveness, mutual recognition, and the management of vulnerability among partners. Applied to the present study, outreach can initiate trust, but trust will remain fragile if companies and workers lack opportunities to question program decisions, report difficulties, or participate in corrective action. Ulibarri et al. (2023) similarly demonstrate that collaborative dynamics are shaped by relationships, facilitative leadership, institutional arrangements, and changing contextual conditions. The trust found in the *Paraikatte* program should therefore be treated as an evolving outcome that must be maintained through transparent reporting, consistent service delivery, and visible follow-up after worker registration. Wang and Ran (2023) clarify that collaborative governance differs from ordinary network coordination because it requires deliberative decision-making and jointly negotiated public outcomes. The program's existing network is valuable, but it will become genuinely collaborative only when trust supports reciprocal influence rather than one-directional program promotion.

Stakeholder commitment was evident in the provision of meeting facilities, operational transportation, program administration, CSR financing, and affordable employment protection packages. However, the findings also indicate that commitment remains dependent on voluntary organizational participation and has not been fully secured through a permanent regulatory framework. Aaltonen and Turkulainen (2022) show that interorganizational collaboration becomes sustainable when procedures, responsibilities, and decision-making arrangements are institutionalized rather than attached to temporary projects or particular individuals. The proposed Makassar Mayoral Regulation is therefore strategically important because it could clarify institutional responsibilities, financing mechanisms, monitoring procedures, and continuity requirements. Gascó-Hernández et al. (2022) further demonstrate that successful interagency collaboration requires a combination of leadership, governance arrangements, technological support, and organizational capacity. Regulatory formalization alone would consequently be insufficient unless participating institutions also possess the data systems, personnel, and coordination capacity required to identify, enroll, and retain informal workers. Nielsen et al. (2024) find that collaborative initiatives are driven by interdependence, leadership, incentives, and the recognition that no single actor can independently solve the underlying problem. In the *Paraikatte* program, commitment is most likely to endure when companies perceive worker protection not as a temporary charitable contribution but as a shared public responsibility supported by predictable institutional incentives.

The apparent shared understanding among government agencies, BPJS Ketenagakerjaan, and companies was built around the urgency of employment protection and the use of CSR funds. However, agreement on the general objective does not mean that all actors interpret priorities, responsibilities, and benefits in the same way. Qi and Ran (2024) identify several paradoxes in collaborative governance, including cooperation versus autonomy, inclusion versus efficiency, and consensus versus productive disagreement. These paradoxes are visible in the program: involving fewer institutional actors may accelerate decisions, but excluding informal workers reduces the diversity and practical relevance of the knowledge used. Cristofoli et al. (2022) argue that collaborative arrangements must balance legitimacy and accountability; expanding participation can improve legitimacy, while clearly assigned responsibilities remain necessary for accountability. The *Paraikatte* program should therefore combine wider worker representation with explicit institutional responsibility for contribution payments, membership activation, complaint handling, and protection continuity. Lee and Ospina (2022) reinforce this point by conceptualizing accountability as an ongoing process of answerability, information exchange, and corrective action. Shared understanding should thus be demonstrated not merely through signed agreements but through a common and verifiable understanding of who is responsible when registration, payment, or benefit-claim problems occur.

Information governance is another critical element of shared understanding. The findings suggest that some workers were registered or selected as beneficiaries without fully understanding the program, indicating an information gap between institutional actors and beneficiaries. Ruijter (2021) explains that data collaboration requires rules governing data access, data quality, privacy, accountability, and the use of information in collective decision-making. This is particularly relevant because the *Paraikatte* program depends on exchanging worker information among government offices, BPJS Ketenagakerjaan, and sponsoring organizations. Workers should be informed about what information is collected, how it is transferred, which protections they receive, how long sponsorship applies, and what procedures must be followed when making a claim. Without such transparency, administrative inclusion may occur without substantive understanding. This could weaken informed participation and reduce workers' capacity to exercise their social security rights.

CSR financing creates an innovative pathway for expanding coverage, but it also creates accountability risks because public protection becomes partly dependent on private organizational resources. Lee (2022) demonstrates that accountability demands within collaborative governance can create tensions, yet these tensions can improve collaboration when they are openly managed instead of avoided. The *Paraikatte* program should therefore require periodic disclosure of the amount and duration of CSR contributions, the number and categories of workers protected, the activation status of memberships, and the continuation or termination of sponsorship. Glass et al. (2023) find that multi-stakeholder partnerships are more effective when their governance architecture clearly specifies participation rules, decision procedures, monitoring systems, and accountability relationships. Applying these principles would prevent the program from relying excessively on informal understandings between BPJS Ketenagakerjaan and individual companies. Sørensen and Torfing (2021) caution that collaborative initiatives may address downstream symptoms without transforming the institutional causes of a problem. CSR sponsorship can immediately expand worker coverage, but it does not by itself resolve structural barriers such as unstable income, low awareness, weak worker organization, and the absence of long-term contribution mechanisms.

The findings should also be interpreted in relation to the wider challenge of extending formal protection to informal workers. Torm (2023) shows that access to social protection depends not only on the formal availability of a program but also on worker income, employment

characteristics, awareness, institutional accessibility, and the perceived value of participation. The *Paraikatte* program addresses the affordability barrier by transferring contribution costs to CSR sponsors, but it must also address knowledge, accessibility, and retention after sponsorship ends. In Indonesia, Badikenita (2023) argues that expansion of BPJS Ketenagakerjaan membership among non-wage earners requires an integrated combination of regulation, appropriate service design, communication, distribution channels, and promotional strategies. This supports the program's roadshow approach but also indicates that outreach should be segmented according to the circumstances of domestic workers, motorcycle-taxi drivers, street vendors, and other informal occupations. Siregar (2024) further emphasizes that acquiring new non-wage-earner members is insufficient without retention strategies because contribution discontinuity can quickly return workers to an unprotected position. Accordingly, the program should monitor active membership, contribution continuity, claim experience, and transitions from CSR-financed membership to independently sustained or publicly subsidized protection.

The participation of 11 companies and coverage of 3,071 workers constitute meaningful intermediate outcomes, but they should be understood as the beginning of institutional development rather than definitive evidence of program effectiveness. Collaborative governance performance should eventually be measured through coverage expansion, active-membership retention, timely payment of contributions, successful benefit claims, beneficiary understanding, equitable occupational representation, and continuity after CSR support ends. The findings therefore extend the collaborative-governance literature by showing that an initiative may achieve rapid numerical expansion while retaining a largely institution-centered decision structure. The principal policy implication is that the *Paraikatte* program should move from sponsor-centered coordination toward worker-inclusive governance supported by formal regulation, transparent data management, clear accountability, and long-term financing arrangements.

## Conclusion

Based on the research findings and discussion, the collaborative process within the *Paraikatte* program aligns with the collaborative process theory proposed by Ansell and Gash (2007), as follows. First, during the initial stage of collaboration, the government and BPJS Ketenagakerjaan (Social Security Agency for Employment) initiated direct interaction by forming a team to conduct outreach at various companies in Makassar City through hearings, meetings, and information sessions. Second, a trust-building approach was implemented by fostering an understanding of the urgent need for labor protection for vulnerable workers; this contributed to a solid collaborative foundation by establishing mutual trust among all parties involved. Third, commitment to the collaborative process was facilitated by the established foundation of trust. Each party understood its roles and responsibilities and was willing to proceed through every stage of the collaboration with determination. Fourth, efforts to build a shared understanding began with initial face-to-face dialogues, during which the benefits of the *Paraikatte* program were presented and a memorandum of understanding was drafted to secure a consensus on achieving the established goals. Fifth, preliminary results indicate the participation of 11 companies representing a total of 3,071 workers, while the initiative to propose a Makassar Mayoral Regulation on *Paraikatte* reflects a move to expand the scope of protection for the workforce. Overall, this collaboration demonstrates the dedication to mutual understanding, trust, and commitment among the various parties involved in realizing more inclusive and effective protection for informal sector workers in Makassar City.

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