Research Article

QUADRUPLE HELIX MODEL FOR WOMEN MIGRANT WORKERS PROTECTION DURING NATURAL DISASTER; LEARN FROM COVID-19 PROTECTION PREPARATIONS

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ABSTRACT

Cross-sectoral cooperation is urgently needed in the protection of women migrant workers. Especially migrant workers from West Java who are the third largest contributor in Indonesia after East Java and Central Java. The protection of women migrant workers requires a gender sensitive approach, because each protection will have a different impact on women and men. Natural disaster made the women migrant workers were affected economically, socially, and mentally. Cross-sectoral collaboration needs to be carried out by BP2MI, private companies providing employment, civil society represented by non-governmental organizations and mass media, and academics represented by researchers. Quadruple Helix theory by (Carayannis & Campbell, 2010) is an approach in creating a synergy of cooperation from four actors, namely A (Academician), B (Businessman), C (Civil Society) and G (Government) to build cross-sectoral collaboration in West Java. A qualitative research method with descriptive exposure was used in this study. The results of the study show that the actors involved in the protection of women migrant workers have shown cross-sectoral collaboration named Migrant Worker Resources Center one-stop service (LTSA-MRC) with gender sensitivity perspectives.

Keywords: Disaster, Quadruple helix, Women migrant workers

Introduction

Sustainable Development Goals 10.7 from Agenda 2030 stated facilitate orderly, safe, regular, and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies [1]. The head of this NGO, Bakhodur Khaitov, told AFEW International about safe migration means that the migrants are protected from any risks related to their health, legal status, or life at all the stages of the migration process (in the countries of origin, transit, and destination). Thus, in addressing safe migration, the protection of women migrant workers must be more serious because West Java is the third largest contributor in Indonesia after East Java and Central Java, thus the problem situation, environmental characteristics and
migrant workers are very different from other regions in Indonesia [2]. Based on the distribution of provinces in 2019, there were 47,613 female migrant workers from West Java, 45,194 female PMI from Central Java, and 51,437 female PMI from East Java [3]. Indramayu Regency is the area of origin for the most women migrant workers, namely 23,360 people and the second place are Cirebon Regency with 12,188 people [4]. Through this number, West Java needs to handle more serious protection, especially during disaster.

Women migrant workers have more vulnerabilities including being victims of physical violence, victims of trafficking and victims of sexual violence that women migrant workers are different from men migrant workers, thus the impact of protection efforts that will be received by women and men will be different [5]. This is caused by the sexuality factor that distinguishes women and men. Based on the document from the Sapa Institute research, the reason why women from West Java choose to become migrant workers are because their husbands do not work or as a way out for women from domestic violence by their husbands [4]. Especially during natural disaster, many women migrant workers are affected economically, socially, and mentally [4], [6], [7].

The West Java government has implemented a Cooperation program called "Migration Champion", but the program has not been able to reduce the level of complaints of victims of violence and human trafficking experienced by women migrant workers from West Java. Based on data from the Integrated Service Unit of the Indonesian Migrant Workers Protection Agency (UPT-BP2MI) West Java Province, in 2018 the number of victims increased three times compared to 2017 [4]. The protection of women migrant workers requires specific policies for women, or the policies are gender sensitive [8]. In implementing policies regarding the protection of women migrant workers, it is necessary to build cooperation between the government, the community, academia, and business actors. There needs to be cross-sectoral collaboration that is sensitive to gender issues in handling the protection of women migrant workers. In pursuing cross-sectoral collaboration in today’s era, it is inseparable from the importance of mass media, especially online media as part of the community that controls the running of government and business actors in the issue of protecting women migrant workers. As stated by the Ministry of Women’s Empowerment and Child Protection (KPPPA) that the mass media acts as a monitoring alarm to empower women and protect children through programs and policies that have been prepared [9].

In addition to the community represented by the mass media, the community is also represented by non-governmental organizations (NGOs) that play a role in advocacy activities, especially for issues of protecting women migrant workers. The bottom-up approach used by NGOs can be a catalyst for issues that need the government’s attention. Academics are important actors in this case because the findings of the research have succeeded in encouraging NGOs activities in conducting advocacy and being one of the government’s considerations, for example academic texts which are one of the important studies to design a policy. In the protection of migrant workers, of course, the private sector, namely the placement company for migrant workers, is a determining actor in the implementation of the protection of women migrant workers. The business factor in the placement of migrant workers is very influential on whether the protection activities carried out in the shelters are good or bad.

Research conducted by universities has certainly brought up many ideas for the protection of women migrant workers who are gender sensitive. One of them is Parahyangan Catholic University (UNPAR) as one of the institutions involved in launching the Multi Stakeholder Collective Leadership Specialist Indonesia (CLS) Platform. This platform facilitates the involvement of the diaspora in Indonesia’s 2030 vision. The collaboration between representatives of the Presidential Staff Office of the Republic of Indonesia (KSP), UNPAR, the Indonesian Migrant Workers Protection Agency (BP2MI), Indonesian Diaspora Network Global (IDN-G), Diaspora Connect, Foreign the Policy Community of Indonesia (FPCI), Prakarsa, and GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit) Indonesia made a quadruple helix model in the field of migration [10].
addition, building a cross-sectoral dialogue also provides knowledge building which is characterized by the presence of a quadruple helix model in the protection of women migrant workers. SAPA institute with support from UN Women through the Safe and Fair program, in collaboration with FISIP UNPAR and the West Java Advocacy Network, held a Cross Stakeholder Public Dialogue; "Efforts to Fulfill the Protection of West Java Women Migrant Workers from Violence and Trafficking in Persons" on November 25, 2020 via Zoom Meeting. The dialogue which was attended by the Assistant for Government and Social Welfare of West Java Province, members of the West Java DPRD Commission V, Komnas Perempuan and participants from Provincial and District/City OPDs, religious organizations, CSOs, and the media demonstrated the importance of integrated protection. This activity also contributes to a joint action plan to ensure the implementation of the recommendations generated in the study, thereby contributing to the success of West Java’s flagship program, related to the protection of migrant workers, namely the Champion Migrant Program. This activity is also the opening of a series of commemorations of the 16 Days of Anti-Violence Against Women Campaign which is held continuously and simultaneously by various elements of society, both at the national and regional levels, as well as throughout the world [11]. With so many interests in each stage of placement, namely pre, term and post, cross-sectoral cooperation is needed to support each stage of placement in order to create safe migration.

Literature Review

Quadruple Helix theory [12] is an approach in creating a synergy of cooperation from four actors, namely academic (A), business (B), and government (G) and civil society (C) to build feminization of politics in West Java [13] that the Quadruple Helix innovation model emphasizes the cooperation of the four actors that can improve the welfare of the community in an area based on the resources they have. The protection of women migrant workers certainly needs special attention by placing the Quadruple helix collaboration into a strategic innovation of protection services. Quadruple helix model can be characterized by the following five principles: (1) "knowledge produced in the context of application"; (2) "transdisciplinarity"; (3) "heterogeneity and organizational diversity"; (4) "social accountability" and reflexivity”; (5) and “quality control”. Quadruple helix represents a “problem solving which is organized around a particular application” and where: "Knowledge production becomes diffused throughout society.

A gender sensitive approach is needed in making a quadruple helix model that focuses on a more sensitive approach to gender issues, the protection of which is expected to be more targeted. The gender-sensitivity approach suggested is more about developing gender-sensitive migration policies, but the OSCE also emphasizes that cooperation built in the context of protecting women migrant workers must be gender-sensitive [14]. Multi stakeholder co-operation between governments, international organizations, social partners, and NGOs has become common in almost all policy fields. Such co-operation in the field of gender sensitive labor migration policies can contribute to the achievement of policy goals that government would otherwise not manage alone, bridging governance gaps, participation gaps, implementation and financing gaps, valuing, and making use the experiences of NGOs in accessing and working with female migrant workers and collaborating with migrant and diaspora organizations [14]. Collaboration between different female migrant workers, advocacy organizations, migrant organizations, academic researchers, and trade unionist enables all of them to make use of the different locations of network members. Thus, it is important to have cross-sectoral collaboration to support the protection of women migrant workers in West Java and Indonesia in general.

Previous research that has discussed the quadruple helix used by the West Java government through "Jabar Masagi" with the tagline of West Java’s development transformation paradigm. In his research, he stated that the government needs to innovate in carrying out cross-sectoral cooperation [13]. Meanwhile, in the Covid-19 period through an online literature search, there were 3 studies on the Quadruple Helix, among them on the resilient city and
adapting to the health emergency. Towards sustainable university mobility Development of a COVID-19 web information transmission structure based on a quadruple helix model: Webometric network approach using bing and The Role of Universities in Social Innovation Within Quadruple/Quintuple Helix Model: Practical Implications from Polish Experience [15], [16], [17]. Those studies, there is no research that uses the quadruple helix model to analyze protection of women migrant workers using a gender sensitive approach.

Methods
Qualitative research methods with descriptive exposure will be used in this study. This study uses a literature review to design a quadruple helix model with a gender sensitivity approach with the necessary elements in the protection of women migrant workers. The case study method is used to examine the model needed by researchers for women migrant workers from West Java because the number that dominates as a sending area for women migrant workers. Case study research is a form of qualitative research based on human understanding and behavior based on human opinion. Subjects in research can be individuals, groups, agencies, or communities. This study uses online media studies through news about the protection of migrant workers in natural disaster, the results of NGO research and literature on migration.

Result and Discussion
The protection of women migrant workers during the natural disaster is inseparable from the strategic policies issued by the Ministry of Women’s Empowerment and Child Protection (KPPPA). The policy related to the protection of women migrant workers during the Covid-19 pandemic is known as the protocol for handling cases of gender-based violence and trafficking in Indonesian women migrant workers during the Covid-19 Pandemic. This policy is a strategic policy that can be adopted by all government actors, migrant worker placement companies and NGOs. who can help aid? This protocol can be adopted, and technical implementation made in accordance with the tasks and functions of the organization related to the protection of women migrant workers. I consider this protocol very good for guidance for all relevant ministries or agencies to carry out gender sensitization that there are other needs that women have that need to be specific because of their sexuality. Gender sensitization is needed in providing gender awareness in government activities so that they always pay attention to the different needs and impacts of each gender [18]. In addition to policies, the government’s technical cooperation to protect migrant workers during the pandemic has 4 steps, namely first, communication with various parties including agencies, the government will control PMI whose work contracts have expired so that they can be facilitated to stay in the country of placement. In contrast to PMI, which is still given a choice of working hours, they continue to receive wages or salaries according to the rules or agreements of the parties. The second step is to coordinate with the Ministry of Health regarding requests for health checks for PMIs who will return to Indonesia for debarkation. The third step is to coordinate with the Manpower Office so that productive migrant village officers in the village actively assist the village government in anticipating PMI’s return. While the fourth step is helping for workforce empowerment through business incubation programs and independent workers [19]. Deputy for Protection of BP2MI, Anjar Prihantoro said BP2MI did not work alone in handling PMI affected by the Covid-19 outbreak.

Coordination between the Ministry of Manpower, Ministry of Foreign Affairs, Ministry of Health, Ministry of Social Affairs, Ministry of Transportation, Ministry of SOEs, and other related parties continues to be carried out to provide the best service for CPMI/PMI. In repatriating PMIs from abroad, BP2MI coordinates with the Airport Authority and the Ministry of Health to check the health of PMIs once they arrive in Indonesia. BP2MI facilitates the repatriation of troubled PMIs (PMI-B) to their areas of origin[20]. The Sapa Foundation conducted research for PMI protection with the conclusion that the handling of PPMI cases could not be carried out by community facilitators because of the unavailability of case handling funds. The
companions also have economic difficulties during the Covid-19 pandemic.

The cooperation activities carried out for the protection of women migrant workers are not specifically, the handling of protection in Indonesia is still gender neutral. Women migrant workers do have different needs from men migrant workers, but the Indonesian government has not focused on the protection of women. In addition, I see that the cooperation that has been carried out has not been widely integrated by involving other sectors, namely universities and NGOs. Although based on the results of field research, migrant workers when they have problems report their complaints to the migrant worker placement company because they have a WhatsApp contact that is easy to use and contact. Meanwhile, if there is a case that happens to women migrant workers, they prefer to contact NGOs, so it is important that collaboration carried out by involving cross-sectors in handling protection is something that must be done. The cooperation that has been carried out so far is indeed top-down, cooperation that is only at the government level. If there is a collaboration with an NGO, it is because a report has been submitted to the NGO for inclusion, so it requires data collection involving government actors. In addition, the government needs to have a synergy of cooperation that regulates service mechanisms, referrals and handling cases in the emergency situation as well as in other emergency situations such as natural disasters, humanitarian disasters and etc [21]. That way, cross-sectoral collaboration can make it easier to prepare for protection in emergency situations so that they can still provide services.

**LTSA MRC as a Quadruple Helix model**

Law no. 18 of 2017 concerning PMI pre-placement protection provides a novelty for the establishment of a new service system called One Roof Integrated Service (LTSA), the LTSA rules are listed in Chapter IV Article 37 concerning LTSA Placement and Protection of Indonesian Migrant Workers. LTSA aims to support effectiveness, efficiency, transparency and speed up the processing of documents for the placement and protection of Prospective Indonesian Migrant Workers (CPMI). LTSA serves PMI affairs in an integrated manner from the Ministry of Manpower (Kemenaker), Health Service, Population and Civil Registration Service (Disdukcapil), Directorate General of Immigration, Police, BP2MI, Regional Government, Regional Work Units (SKPD) and so on. The Expert Staff of the Minister for Inter-Agency Relations of the Ministry of Manpower stated that LTSA is one of the safeguards in preventing the opportunity for certain individuals to run a human trafficking business at the pre-placement stage. LTSA has supported the concept of safe migration for the pre-placement stage so that migrant workers are more protected. The LTSAs were built in PMI's enclaves, namely Subang, Cirebon, Indramayu, Bandung and Bekasi. LTSA also answered the difficulty of getting services during emergency. To date, together with the local government, the Ministry of Manpower has facilitated the formation of 46 LTSAs. In 2021 Cirebon Regency will serve as a pilot for the construction of a Gender Responsive Information Center and LTSA (Migrant Worker Resources Center (MRC)). The Gender Responsive Information Center and LTSA are the first pilots in Indonesia and ASEAN in building integrated and coordinated services. This program provides outreach services to villages in the form of, among others, pre-employment consultation, psycho-social counseling services, case handling, legal aid services, training for PMI candidates and the provision of authoritative information supporting the expansion of LTSA functions, particularly with non-administrative services that provide more gender responsive NGO collaborations for this gender responsive program are the Indonesian Women’s Coalition, Kalyanamitra, and Mawar Balqis Women Crisis Center. Besides Cirebon Regency, the Ministry of Manpower has also integrated MRC services into LTSA in Blitar, Tulungagung and East Lampung [22].

The MRC program is also supported by the Safe and Fair program: Realizing women migrant workers’ rights and opportunities in the Association of Southeast Asian Nations (ASEAN), a joint program of the ILO and UN Women [23]. With the support of the European Union, the Safe and Fair Program aims to ensure safe and fair migration for all women in ASEAN, including Indonesia. Therefore, the
one-stop service provided by Migrant Resource Centers is important for migrant workers in Indonesia, especially female migrant workers. Ida Fauziyah, the Minister of Manpower, emphasized that through the integration of the MRC-LTSA, it is hoped that the function of the One-Stop Integrated Service (LTSA) for the placement and protection of migrant workers can be optimally increased, facilitate access, and provide comprehensive and gender-responsive protection services for PMI.

The importance of implementing the concept of safe migration is strongly supported by the protection of women migrant workers that takes place at every stage. Each of these stages, of course, involves certain actors, including the government and companies placing migrant workers. The protection of migrant workers requires serious cross-sectoral cooperation, not only involving the government and private companies placing migrant workers but also the contribution of academics and NGOs as representatives of civil society. Quadruple Helix theory provides an overview of the four sectors that can place these actors in the right quadrant in carrying out synergistic protection.

From the picture above, the LTSA MRC is an illustration of a quadruple helix that creates cross-sectoral collaboration in the protection of women migrant workers. The gender responsive approach used indicates that the government is aware of the importance of considering gender aspects in the protection of migrant workers. The collaboration in the LTSA MRC shows the importance of cross-sectoral collaboration with a gender perspective, especially in the protection of women migrant workers.

I see that the quadruple helix LTSA MRC is a cross-sectoral collaboration unit that can handle the protection of women migrant workers if implemented properly. It’s just that I don’t see implicitly that the academics or universities have made a real contribution to this collaboration. Research conducted so far by academics, namely researchers from universities on the protection of women migrant workers, has just been built so that it has not seen significant results in its implementation. Research on LTSA by researchers has indeed provided a lot of inspiration for the formation of well-coordinated integrated services. Unfortunately, I have not seen the involvement of academics in the formation of the LTSA MRC, for example the support from universities. Cooperation from academics is only limited to external research and is not directly involved in the formation of this LTSA MRC.
Conclusion

The Quadruple helix model shown by LTSA MRC is a quadruple helix model using a gender sensitive approach which is intended for the protection of women migrant workers. So far, there has been protection for women migrant workers during the pandemic in terms of strategic policies through safety protocols for female migrant workers for handling cases of gender-based violence and trafficking in Indonesian women migrant workers during the Covid-19 pandemic issued by KPPPA. This is a good form of a policy that responds to a disaster situation. Of course, in addition to policies, it is also important that services have a direct impact in emergency for natural disaster, so LTSA-MRC answers the Quadruple helix model as a form of cross-sectoral collaboration. The Quadruple helix Model research in the LTSA MRC still has many limitations, namely the direct involvement of academia and the mass media has not been identified but it is still external.

References

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