

## CHILD-FRIENDLY CITY: FAILURE TO BUILD COLLABORATION

Nila Wahyuni<sup>1,2</sup>, Rahmadhona Fitri Helmi<sup>1</sup>, Hidayatul Fajri<sup>1</sup>

<sup>1</sup>Department of Public Administration, Universitas Negeri Padang,

<sup>2</sup>Department of Public Administration, Universitas Andalas

Email: nilawahyuni@fis.unp.ac.id

### *Abstract*

*Collaborative governance has received massive public administration attention by scholars and practitioners in the last decade as a theory and practice. Even so, in its application, collaboration often fails due to the inability of stakeholders to build mutual understanding. This study aims to describe and analyze the causes of failure of stakeholders at the Collaboration Forum in creating a mutual understanding of the Child-Friendly City of Padang City. This research uses the descriptive qualitative method. The data were collected by interviews, field observations, and document review. Interviews were conducted individually and semi-structured with state and non-state stakeholders. The results showed that the collaboration forum did not work effectively because of the failure of stakeholders to integrate into building mutual understanding caused by sectoral egos, lack of mutual understanding between stakeholders, and lack of involvement of non-state stakeholders.*

**Keywords:** *Collaborative Governance, Task Force, Child-Friendly City*

## INTRODUCTION

The existence of a child-friendly public space cannot be postponed anymore (Faedlulloh et al., 2017; Wonoseputro, 2007). Because in the state's perspective, children are an investment for the sustainability and progress of a country (Mayar, 2013; Subiyakto, 2012). Therefore, the Government of Indonesia has developed a national program, "Indonesia Layak Anak" (IDOLA), to ensure the existence of child-friendly public spaces by 2030 (Septiani et al., 2020). The program then broke down into the Child-Friendly District/City program. There are 247 Districts/cities out of 516 Districts/Cities in Indonesia that have initiated a Child-Friendly City (Nainggolan, 2019).

One of the cities that has started a child-friendly city development program is Padang City, with the issuance of Regional Regulation Number 2 of 2012 concerning Child Development and Protection and Decree of the Mayor of Padang Number 65 of 2012 concerning Regional Action Plans for Child-Friendly City Development. The action plan then realizes with the formation of a Child-Friendly City Task Force. The task force consists of stakeholders in government institutions (state stakeholders) and stakeholders who are not from government institutions (non-state stakeholders). The presence of many of these stakeholders in the child-friendly city task force provides opportunities for collaboration. However, unfortunately from 2011 until now, three

decrees have been issued regarding this task force, and none of them have become an effective collaboration forum.

*The Task Force Child-Friendly City for the City of Padang is nothing more than a formality, and the involvement of parties outside the government only fulfills the assessment indicators. (Child-Friendly City Facilitator)*

Collaborative governance is the proper means to accelerate the achievement of program objectives (Aswad & Damayanti, 2020; Rahmaningtyas & Rahayu, 2019; Tando et al., 2020). Because collaborative governance can define as a regulation that regulates one or more public institutions directly involved with non-state stakeholders in a formal decision-making process, consensus-oriented, and deliberation aimed at making or implementing public policies or managing public programs or assets, collaborative governance can also describe the state of interdependence between factors. The desire to do collaborative governance arises because these actors need to express their willingness and willingness to establish closer relations with other actors (Ansell & Gash, 2008). Therefore, this article aims to analyze the causes of failure to realize collaborative governance in the Child-Friendly City Task Force for Padang City.

## LITERATUR REVIEW

### Collaborative Governance

Many articles and books have discussed the study of collaborative governance. However, we use the collaborative governance concept that Ansell & Gash (2008) developed in this study. And Emerson et al. (2012). Definition of collaborative governance that we use as described by Ansell & Gash (2008):

“A governing arrangement where one more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets.”

Unlike Ansell and Gash, Emerson et al. (2012) provide a slight difference about collaborative governance seen from the formality of collaboration forums, initiations preparation, and engagement between government and non-government stakeholders. Suppose Ansell and Gash limit that collaboration forums are more state-oriented. In that case, Emerson et al. do not limit collaboration forums as initiations from the government only but also actors outside the government. The KLA Task

Force, the object of our research, is a collaboration forum formed by the government, so the definition developed by Ansell and Gash or Emerson et al. confirmed that the task force is a collaboration forum. The collaborative governance framework for The KLA Task Force in Padang City are:

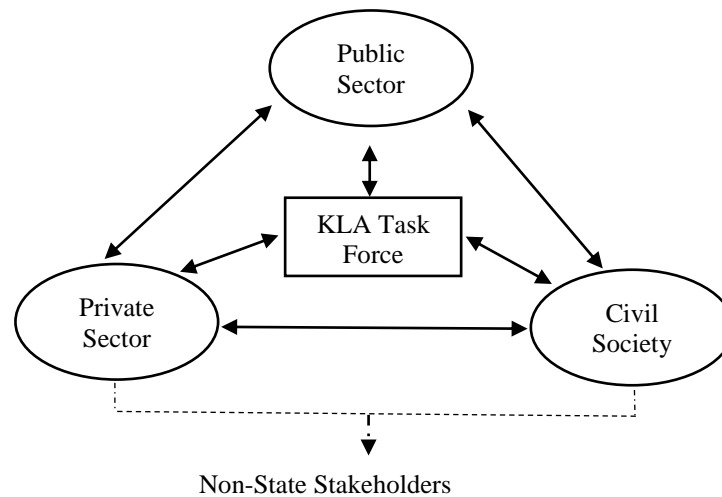


Figure 2. Collaborative Governance Framework for The Padang City KLA Task Force

### Engagement Stakeholders

Engagement is a concept developed to see stakeholder participation, especially from stakeholders outside the government. In research Here, we provide a broad definition of engagement, namely as a concept multidimensional relationship that displays the psychological and behavioral attributes of connections, interactions, participation, and stakeholder engagement designed to achieve or obtain better results (Johnston & Lane, 2018; Mehring et al., 2018).

Thus, from this definition and refers to the concept of collaborative governance developed by Ansell and Gash above, it can be seen that engagement from non-state stakeholders is a prerequisite for the realization of collaborative governance. Even Ansell & Gash (2008) further emphasize that engagement from non-state stakeholders is an important criterion. It must exist if a joint forum is to be said to be a collaboration forum. Furthermore, Emerson et al. (2012) describe the four basic steps of engagement in collaboration forums, especially in decision making, namely: 1) Discovery, namely revealing the interests of each actor, actor values, and efforts in constructing common interests; 2) Definition, namely disclosure at the level of individuals and actors, primarily to build the formation of shared meaning or “shared meaning” on an ongoing

basis; 3) Deliberation, namely the emphasis is not only on the formation of deliberation, but rather how the "quality of deliberation" is carried out because in collaboration there are often differences in thoughts, perspectives, and interests; and 4) Determination, namely the act of determining the desired goals and objectives divided into preliminary and substantive determinations.

## RESEARCH METHOD

This type of research is qualitative research. Qualitative research can reveal and understand something behind the phenomenon (Creswell, 2010; Strauss, 2007). The qualitative design we use is a case study. We consider this design most suitable for analyzing complex social phenomena because it allows for the formation of relationships between practical events and theoretical abstractions (Stake, 2005) and the flexibility to identify new variables.

We have conducted this research from April 2020 to August 2020. We use 3 (three) techniques in data collection, namely: Observation, Interview, and Documentation Review. We use a semi-structured and in-depth approach in conducting interviews and observations of parties who fall into the identified categories. This choice makes because it is the right tool to gather information from an individual's perspective, which focuses on their experiences, beliefs, and perceptions.

While the data validation technique used in this study is the source triangulation technique, the method of analysis in this study uses an interactive analysis model. The interactive analysis model consists of three coincidental activities: data reduction, data presentation, and drawing conclusions or verification. The data analysis technique describes as shown in Figure 1.

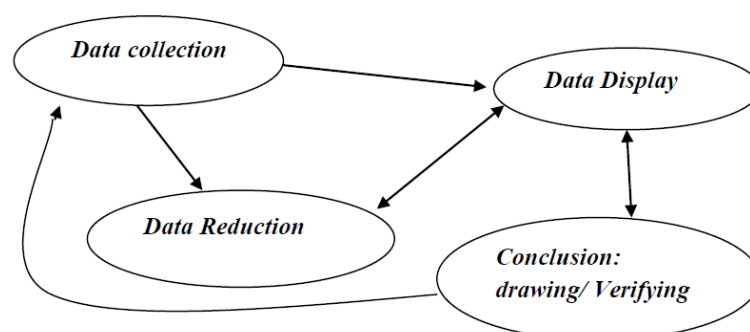
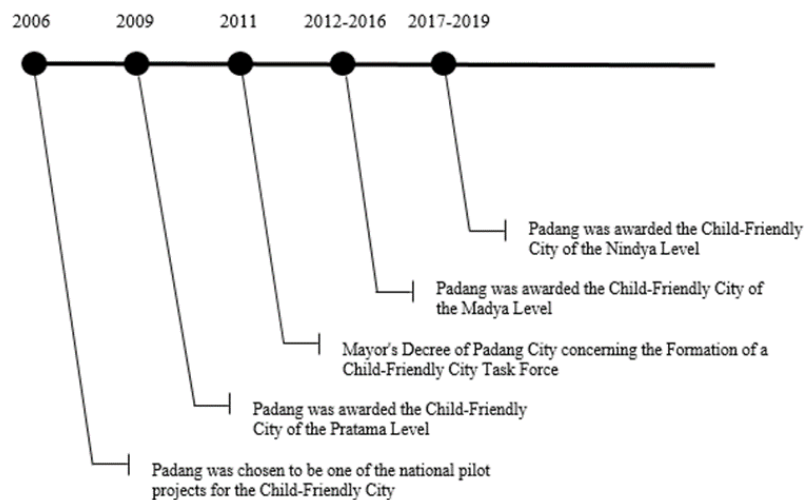


Figure 1. Interactive Analysis Model

## RESULTS AND DISCUSSION

### 3.1 Overview of A Child-Friendly City and The Task Force

The city of Padang select as one of the cities that became the pilot project for child-friendly city development in Indonesia in 2006. In 2009, the City of Padang award as a child-friendly city at the lower level (Pratama), which is the initial stage of child-friendly city development in Indonesia. After that, in 2012, 2013, and 2015 Padang City increased to become low-middle-level (Madya). Moreover, in 2017, 2018, and 2019, it has risen again to be middle-level (Nindya). Even though it is already at the Nindya level, there are 2 more levels that must be achieved to become a Child-friendly City. Currently the Padang City Government has targeted to move up one level to the “Utama” level.



**Figure 1. Chronology of Padang Child-Friendly City**

The Task Force for a Child-Friendly City, according to the Regulation of the State Minister for Women's Empowerment and Child Protection of the Republic of Indonesia Number 13 of 2011 concerning Guidelines for the Development of a Child-Friendly District/City, is a coordinating agency at the district/city level that coordinates policy efforts, programs, and activities to create Child-Friendly City. This task force serves to strengthen and increase stakeholder commitment and encourage all sectors to play a direct role in the development of Child Friendly Cities in Padang City. Decree of the Mayor of Padang Number 200 of 2011 concerning the Formation of a Child-Friendly City Task Force explained: a) Coordinating the implementation of Child-Friendly City development; b) Develop a working mechanism; c) Socializing the

concept of Child-Friendly City; d) Determine the main focus of activities in realizing a Child-Friendly City, which tailor to the main problems, needs, and resources; e) Prepare and propose Regional Regulations and other regulations related to Child-Friendly Cities; f) Conduct periodic monitoring, evaluation, and reporting activities.

After Mayor Decree No. 200 of 2011, the Child-Friendly City Task Force of Padang City was renewed twice, namely in 2017 through Decree No. 116 of 2017 and Decree No. 469 of 2019. The substantive changes of the three decrees are changes in the core management of the Task Force. The Head of the Task Force, which in 2011 was chaired by the Head of the Padang City Family Planning and Women's Empowerment Agency in 2017 and 2019, was replaced by the Head of Regional Development Planning Agency Padang City. The addition of a vice-chairman in 2017 and 2019 was held by the Head of the Padang City Financial and Asset Management Agency, which previously did not have a deputy chairman in the 2011 Decree. The changes to the Padang Mayor's Decree governing the Child-Friendly City Task Force can see in table 1.

**Table 1. Elements of Child-Friendly City Task Force Based on Padang Mayor's Decree**

Stakeholders	Padang Mayor's Decree		
	No. 200 Tahun 2011	No. 116 Tahun 2017	No. 469 Tahun 2019
	BKBP2	Head of Bappeda	Head of Bappeda
	Head of Women's Empowerment and Child Protection Section of BKBP2	Head of BPKAD	Head of BPKAD
	Head of Bappeda	Head of DP3AP2KB	Head of BPKAD
	Head of BPKAD	Legal Division of The Regional Secretariat	Legal Division of The Regional Secretariat
	Head of Dinkes	BPS	BPS
	Regional Hospital Director	Government Section	Disdukcapil
	Head of Disdik	Disdukcapil	Commission IV DPRD
State	Head of Dispora	Commission IV DPRD	Bapenda
	Kemenag	Bapenda	Dispusip
	Head of Disnaker	Dispusip	Diskominfo
	Head of Disbudpar	Diskominfo	Public Relations Section of The Regional Secretariat
	Head of Welfare Section Regional Secretariat	Public Relations Section of The Regional Secretariat	BAZIS
	Head of Disdukcapil	Dinkes	Dinsos
	Head of BPMPD	BNN Padang	Kemenag
	Head of Diskominfo	DLH	Welfare Section
	Head of BPS	KB and KS Section of P3AP2KB	Health Service Section of Dinkes

	Head of Legal Division of The Regional Secretariat	Disdik	Health Problems Control Section of Dinkes
	Head of Criminal Investigation Polresta	Disbudpar	DLH
	Section Chief Intelligence of Kejari	Dispora	BNN Padang
	Head of Satpol PP	Dishub	Early Childhood Education Section of Dinkes
	Head of P2TP2A	DPRKPP	Basic Education Section of Disdik
	Head of PPA Unit Polresta	Protection of Women and Children Section of DP3AP2KB	Disbudpar
	Head of BKD	Polresta	Dishub
	Head of Labor Inspection Unit Dinsosnaker	Head of the Women and Children Services Unit of Polresta	Dispora
	Head of Bapedal	Kejari	DPRKPP
	Head Of DTRTB	BPBD Damkar	Polresta
	Head of DPUPR	Disnakerin	Head of the Women and Children Services Unit of Polresta
	Head of Dishub	Satpol PP	Kejari
	Head of DKP	P2TP2A	BPPD
		Dinsos	Satpol PP
		Kemenag	P2TP2A
		Welfare Section	Battalion 133 Yudha Sakti
		LPPM Universitas Andalas	LPPM
	Head of TP-PKK	Child Forum	Child Forum
	Head of Women Research Center Universitas Andalas	Mass Media	Mass Media
	Head of IDI Padang	TP-PKK	TP-PKK
	Head of IBI Padang	LKKS	Bundo Kandang
	Head of MUI	Bundo Kandang	AIMI
	Head of Women Research Center Universitas Negeri Padang	IBI	LKKS
<b>Non-state</b>	Head of LKAAM	PGRI	Academician
	Head of Women Research Center IAIN Imam Bonjol	HIMPAUDI	Cahaya
	Head of Karang Taruna	LBH	Social worker
	Head of GOW	KOGAMI	Business Sector
	Head of Bundo Kandang	Business Sector	
	Head of Kwartir		
	Head of LPAI		
	Head of Dharmawanita		
	Head of KNPI		

Source: JDIH Padang City (2020)

In addition, in the SK (as shown in table 1), the elements involved can be grouped into components originating from state and non-state stakeholders. Table 1 also shows a change in the composition of the Padang City Child-Friendly City Task Force, both from state and non-state stakeholders. Some of the parties previously involved were later replaced by other parties. This indicates that the Task Force has high complexity and needs to accommodate the interests of many parties.

### 3.2 Failure to Build Collaboration

As previously explained, the large number of elements included in the Padang City Child-Friendly City Task Force (see table 1) indicates that the Task Force is a multi-stakeholder forum. Even so, the management of the task force does not carry out collaboratively. Whereas with so many stakeholders involved, the ideal management model for a child-friendly city task force is collaborative governance.

The research we conducted obtained answers about not achieving collaborative governance in the Child-Friendly City Task Force for Padang City. The reasons are 1) sectoral ego, 2) lack of mutual understanding, and 3) low involvement of non-state stakeholders. These three causes cannot be separated from one another but must see as a single, interrelated whole.

*Sectoral Ego.* The purpose of establishing a child-friendly city task force is as a coordinative unit that accommodates the interests of many parties to accelerate the synergy between these parties. However, it turned out that the task force's existence could not create these ideal conditions. Our research shows that "bureaucratic barriers" persist in these task forces. This complicates coordination between existing elements between state and non-state elements and among state stakeholders. The following are some highlights from the interview that explain this condition.

*"We only know about budget issues in the task force, but if you ask about the details of the task force's technical activities, please ask directly to the task force secretary or each task force coordinator."* (One of the core administrators of the Padang City Child-Friendly City Task Force).

*"Like us (one of the non-state stakeholders), when we want to discuss with the head of the task force, we still have to take care of administration. Coordination between elements in the task force can carry out without going through bureaucratic channels. This then made coordination in the task force ineffective".* (One of the non-state stakeholders involved in the Padang City Child-Friendly City Task Force).



*Lack of Mutual Understanding.* Regulation of the Minister of Women Empowerment and Child Protection of the Republic Indonesia, Number 13 of 2011 concerning Guidelines for the Development of a Child-Friendly District/City, stipulates that the Task Force for a Child-Friendly City shall conduct coordination meetings at least twice a year. However, in the Child-Friendly City Task Force for Padang City, the coordination meeting is usually only held once a year and even then does not involve all the existing elements. A forum must often have dialogues to build mutual understanding so that mutual understanding forms, facilitating coordination between them. The following are some highlights from the interview that explain this condition.

*“Coordination meetings should be held at least twice a year following regulations, but in reality, coordination only does before the evaluation of the assessment conducted by the ministry of women's empowerment and child protection. The coordination is usually only to fulfill the data input into the assessment evaluation indicators”.*

(One of the non-state stakeholders involved in the Padang City Child-Friendly City Task Force).

*“The head of the task force did not prioritize existing activities in this task force. This is because the chairman (Bappeda) has many other jobs. That is what makes it difficult for us to communicate and coordinate the programs and activities that we have designed”.*

(One of the state stakeholders involved in the Padang City Child-Friendly City Task Force).

*The lack of non-state stakeholders involved in all collaboration activities.* In a collaborative forum, the involvement and engagement of non-state stakeholders is something that must exist. The success of collaboration can see from the involvement and engagement of non-state stakeholders in decision making (Ansell & Gash, 2008, 2018; Emerson et al., 2012). However, Child-Friendly City Task Force for Padang City failed to make this happen. This condition can see from the quantitative involvement of non-state stakeholders in the task force (see table 1). In the 2011 decree, the number of non-state actors involved was 15 actors. This number has decreased in the 2017 decree, which only has 11 actors.

The ambiguity of the existing regulations confuses non-states to play an active role in the task force, and the government's role is too overpowering. Moreover, in the 2019 decree, the number has again decreased to 10 actors. In addition, in terms of

quality, the involvement of non-state stakeholders in the task force is only a formality. The highlights from the existing interviews explain this condition.

Indeed, NGOs caring for children, for example, provide input to the government regarding the development of KLA, then the private sector through CSR programs helps build child-friendly facilities. However, each sector mainly works independently and only focuses on the scope of its sector without any process of mixing ideas and discussion. Poor management of the partnership network impacts the inequality of information obtained and seems to be centralized (state-oriented).

*“So our involvement in the task force is only to fulfill the evaluation score assessment. We only collect data requested by the agency, which later will input into the evaluation indicator”.*

(One of the non-state stakeholders involved in the Padang City Child-Friendly City Task Force).

In this study, we used the concept of collaborative governance developed by Ansell & Gash (2008) and Emerson et al.(2012) as analysis to assess the existence of a Child-Friendly City Task Force of Padang City. The definition of collaborative governance that we use is as described by Ansell & Gash (2008):

*“A governing arrangement where one more public agencies directly engage non-state stakeholder in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets.”*

Unlike Ansell and Gash, Emerson et al. (2012) provide a slightly different definition of collaborative governance seen from the formality of collaboration forums, initiation of compilation, and engagement between state and non-state stakeholders. If Ansell and Gash provide a limitation that collaboration forums are more state-oriented, Emerson et al. did not limit collaboration forums as an initiation from the government only but also actors outside the government. The object of our research, the Child-Friendly City Task Force, should have become a collaborative forum like the definition developed by Ansell and Gash or Emerson et al. Still, this condition did not materialize due to the three factors above.

## CONCLUSIONS

The results show that the implementation of Child-Friendly City collaboration in Padang City has not been fully effective because of the failure of stakeholders to integrate into building mutual understanding caused by sectoral egos, lack of mutual understanding between stakeholders, and lack of involvement of non-state

stakeholders. The reluctance to share information with other parties causes it to reduce overall operational efficiency. Still, it will also erode the morale of togetherness so that they do not want to contribute, and it isn't easy to achieve synergy. The lack of non-state participation is due to the management of the partnership network due to the lack of clarity in the existing rules.

Based on our research, collaborative governance cannot be realized only because of the large number of parties that are members of it. The objective of the Padang City Child-Friendly City Task Force is to facilitate coordination between the parties involved in it. Still, it does not work according to its goals, so that this study confirms the research conducted by Ansell & Gash (2018), which states the need for a clear framework and platform so that collaborative governance can run well. A framework that is able to engage all the interests of each stakeholder.

## REFERENCES

- Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of Public Administration Research and Theory*, 18(4), 543–571. <https://doi.org/10.1093/jopart/mum032>.
- Ansell, C., & Gash, A. (2018). Collaborative platforms as a governance strategy. *Journal of Public Administration Research and Theory*, 28(1), 16–32. <https://doi.org/10.1093/jopart/mux030>.
- Aswad, W. O. S. J., & Damayanti, M. (2020). Multi-Stakeholder Collaboration for the Provision of Public Open Space (Case of Taman Indonesia Kaya, Semarang). *IOP Conference Series: Earth and Environmental Science*, 409(1). <https://doi.org/10.1088/1755-1315/409/1/012053>.
- Creswell, J. W. (2010). *Research Design Pendekatan Kualitatif, Kuantitatif, dan Mixed*. Pustaka Pelajar.
- Emerson, K., Nabatchi, T., & Balogh, S. (2012). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory*, 22(1), 1–29. <https://doi.org/10.1093/jopart/mur011>.
- Faedlulloh, D., Prasetyanti, R., & Indrawati, -. (2017). Menggagas Ruang Publik Berbasis Demokrasi Deliberatif: Studi Dinamika Pengelolaan Ruang Publik Terpadu Ramah Anak (RPTRA) di Jakarta Utara. *Spirit Publik: Jurnal Administrasi Publik*, 12(2), 43. <https://doi.org/10.20961/sp.v12i2.16240>.

- Johnston, K. A., & Lane, A. B. (2018). Building relational capital: The contribution of episodic and relational community engagement. *Public Relations Review*, 44(5), 633–644. <https://doi.org/10.1016/j.pubrev.2018.10.006>.
- Mayar, F. (2013). Perkembangan Sosial Anak Usia Dini Sebagai Bibit Untuk Masa Depan Bangsa. *Al-Ta Lim Journal*, 20(3), 459–464. <https://doi.org/10.15548/jt.v20i3.43>.
- Mehring, P., Geoghegan, H., Cloke, H. L., & Clark, J. M. (2018). What is going wrong with community engagement? How flood communities and flood authorities construct engagement and partnership working. *Environmental Science and Policy*, 89(July), 109–115. <https://doi.org/10.1016/j.envsci.2018.07.009>.
- Nainggolan, S. Y. (2019). *Tantangan Mewujudkan Indonesia Layak Anak 2030 - Medcom.id*. <https://www.medcom.id/nasional/peristiwa/zNP4X6VN-tantangan-mewujudkan-indonesia-layak-anak-2030>.
- Rahmaningtyas, I., & Rahayu, A. Y. S. (2019). Collaborative Governance in Providing Facilities of Sungai Bambu Child Friendly Integrated Public Space, North Jakarta City. *IOP Conference Series: Earth and Environmental Science*, 328(1). <https://doi.org/10.1088/1755-1315/328/1/012044>.
- Septiani, A., Lestari, B., Chludia, J., Purba, J. E. R., Nufeto, S. Y., Purba, P. R., Lada, P., Zalukhu, J., Drias, J., Wawo, R., Tambunan, E., Sitepu, J. K., Tukan, M. B., Kusharyadi, S., L, R. V., Rahargo, S., Winner, T., & Malino, T. M. M. (2020). *MENUJU INDONESIA LAYAK ANAK Seri 2 Advokasi Kebijakan dalam Pemenuhan Hak dan Perlindungan Anak*. [https://wahanavisi.org/userfiles/post/2008185F3B7D7FB7011\\_LGID.pdf](https://wahanavisi.org/userfiles/post/2008185F3B7D7FB7011_LGID.pdf)
- Stake, R. (2005). *Qualitative Case Study 3rd Ed*. Sage.
- Strauss, A. J. (2007). *Dasar-Dasar Penelitian Kualitatif*. Pustaka Pelajar.
- Subiyakto, R. (2012). Membangun Kota Layak Anak: Studi Kebijakan Publik di Era Otonomi Daerah. *Sosio-Religia*, 10(1), 49–72.
- Tando, C. E., Sudarmo, & Haryanti, R. H. (2020). Collaborative governance in new era for problem solving: A literature review. *IOP Conference Series: Earth and Environmental Science*, 423(1). <https://doi.org/10.1088/1755-1315/423/1/012023>.
- Wonoseputro, C. (2007). Ruang Publik Sebagai Tempat Bermain Bagi Anak-Anak: Studi Kasus Pengembangan “The Urban Zoo” bagi Kawasan Pecinan di Singapura. *dimensi (Journal of Architecture and Built Environment)*, 35(1), 73-79.