

## COLLABORATIVE GOVERNANCE IN DEALING WITH STREET CHILDREN'S PROBLEMS WITH PENTA HELIX APPROACH

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### Abstract

*Children become the shapers of a country. The older generation will put their hopes and ideals in future generations. The quality of future generations is based on the quality of the current child, which is seen from their welfare, which is seen from the development of human resources, starting from the child. The high number of street children indicates that children's welfare needs to be paid more attention. The increase in the number of street children in the last 3 years has the potential to cause social disasters. For this reason, this study aims to look at the role of stakeholders together in collaboration to overcome the problems of street children in the concept of collaborative governance with a pentahelix approach. This study uses a qualitative research method with descriptive analysis. The data acquisition process was obtained from observation, interviews, and documentation. The result of this study is that the government, the private sector, NGOs, academics and the mass media are central objects in the sustainability of handling street children who are always stakeholders. However, the five stakeholders did not move dynamically to realize sustainable collaborative activities.*

**Keywords:** Collaborative Governance, Pentahelix, Street children

### Abstrak

Anak-anak menjadi pembentuk suatu negara. Generasi yang lebih tua akan menaruh harapan dan cita-citanya pada generasi mendatang. Kualitas generasi mendatang didasarkan pada kualitas anak saat ini, yang dilihat dari kesejahteraannya, yang dilihat dari pengembangan sumber daya manusia, mulai dari anak. Tingginya jumlah anak jalanan mengindikasikan bahwa kesejahteraan anak perlu lebih diperhatikan. Peningkatan jumlah anak jalanan dalam 3 tahun terakhir berpotensi menimbulkan bencana sosial. Untuk itu, penelitian ini bertujuan untuk melihat peran pemangku kepentingan bersama-sama dalam kolaborasi untuk mengatasi permasalahan anak jalanan dalam konsep tata kelola kolaboratif dengan pendekatan pentahelix. Penelitian ini menggunakan metode penelitian kualitatif dengan analisis deskriptif. Proses akuisisi data diperoleh dari observasi, wawancara, dan dokumentasi. Hasil dari penelitian ini adalah bahwa pemerintah, swasta, LSM, akademisi dan media massa menjadi objek sentral dalam keberlanjutan penanganan anak jalanan yang selalu menjadi pemangku kepentingan. Namun, kelima pemangku kepentingan tersebut tidak bergerak dinamis untuk mewujudkan kegiatan kolaboratif yang berkelanjutan.

**Kata Kunci:** Tata Kelola Kolaboratif, Pentahelix, Anak Jalanan

## INTRODUCTION

The phenomenon of street children in Indonesia has become a complex social issue and has the potential to cause social disasters. The increase in the number of street children is often rooted in the problem of widespread poverty, where many children are forced to make ends meet on the streets to meet their basic needs. Data from the Ministry of Social Affairs shows that the number of abandoned children in Indonesia reaches 67,368 people, which reflects the magnitude of this problem (Pratitis et al., 2022). Poverty, lack of access to education, and family instability are the main factors that encourage children to live on the streets (Mugianti et al., 2018; Rempe, 2023).

Street children face not only economic challenges, but also serious social and psychological problems. They are often victims of exploitation, violence, and negative stigma from society (Arofat, 2014; Suryati, 2023). Research shows that street children have low self-esteem and are often trapped in unsupportive parenting (Mentari & Daulima, 2017). In addition, they are also vulnerable to sexual violence, especially girls under the age of 18, who often experience abuse while earning a living on the streets (Septialti et al., 2023; Suryati, 2023).

Efforts to deal with street children in Indonesia are often ineffective, with a more repressive approach than rehabilitative. Many of the programs implemented are unsustainable and do not reach the root of the problem (Darmayanthi & Kurniawan, 2021; Listari et al., 2022). For example, the Children's Social Welfare Program (PKSA), which is designed to help street children, still faces many obstacles in its implementation, including a lack of support from the community and the government (Andi Aysha Zalika Ardita Putri, 2022; Darmayanthi & Kurniawan, 2021). A community-based approach that involves families and other stakeholders is considered more effective in addressing these issues (Putra et al., 2015; Tambawang, 2023).

Pekanbaru is a large city located in Riau Province with a high population density. The city is a city of trade and services, accompanied by rapid growth, migration, and urgency. Currently, the city of Pekanbaru is rapidly developing into a city that has various types of businesses. However, unfortunately, there are still social phenomena that occur in this city, one of which is street children (Astriani, 2022). Both big cities and small towns witnessed this social phenomenon. The increasing number of street children is one of the signs of an economic crisis.

**Table 1 Number of Street Children in Pekanbaru City 2020-2023**

Year	Number of Street Children
2020	85 People
2021	58 People
2022	77 People
2023	77 People
Entire	297 people

*Source: Pekanbaru City Social Service 2023*

Table 1.1 shows an increase in the number of street children in the last 3 years in 2021 by 58 people; In 2022 there are 77 people and in 2023 there are 77 people. So that the total number of street children from 2020 to 2023 is 297 people. It can be concluded that the number of street children who decreased drastically in 2020-2021 was 27 people. Furthermore, there was an increase in 2022 by 19 people. And in 2023 it has the same number as in 2022. Thus, the number of street children in Pekanbaru City is not fixed every year (Astriani & Rahman, 2023). The instability of the street population has become a concern for many parties, one of which is the Social Service.

Many of them are the basis for the creation of a condition of children who live and roam the streets such as, from the internal, namely, the problem of poverty, the parenting style provided by parents with the condition that their children are forced to go to the streets to earn a living, and the low level of education (Fadiyah, 2021; Hariawan et al., 2021; Prasad, 2022; Rempe, 2023; Senja et al., 2015). Another external reason is that the guidance and supervision carried out by the government, namely the Social Service, has not been maximized and is often only carried out when there are complaints from the public. Therefore, there is a need for a more proactive approach in dealing with street children.

Overall, the phenomenon of street children in Indonesia is not only an individual problem, but also reflects a systemic failure to address poverty, education, and child protection. If not taken seriously, the problem can develop into a larger social disaster, affecting the social and economic stability of society as a whole (Fadiyah, 2021; Kartikasasmi, 2023; Widianoro et al., 2013) . Therefore, collaboration between the government, communities, and non-governmental organizations is needed to create sustainable and effective solutions for street children.

Seeing the many dimensions and parties that play a role in handling street children, there is a need for collaborative actions between stakeholders. Collaboration in the governance of street child management is an increasingly important approach in the context of public policy in Indonesia. The handling of street children is often trapped in a top-down approach that does not pay attention to the needs and perspectives of the children themselves. A study shows that current policies tend to be hierarchical and do not involve the active participation of street children and the surrounding community, which has the potential to hinder the effectiveness of intervention programs (Maulydina, 2023) . Therefore, it is important to adopt a collaborative approach that combines top-down and bottom-up methods, in which all stakeholders, including the government, the community, and the children themselves, are involved in the policy planning and implementation process (Maulydina, 2023).

In this context, there is research in Serang City showing that community development-based street child management programs are not effective due to the lack of integration and adaptation between various parties involved (Hasanah & Putri, 2019) . This shows that collaboration between the government, non-governmental organizations, and the community is essential to achieve the desired goals. Other research also highlights the importance of support from various parties, including UNICEF and Social Services, in providing reproductive health education to street children, suggesting that interventions involving multiple stakeholders can improve the understanding and behaviour of these children (Hasrianti et al., 2022).

Furthermore, a study of street children in Addis Ababa revealed that these children have a positive outlook on the existence of shelters and income-generating activities, as well as regular health education (Chimdessa, 2020). This shows that street children need not only material assistance, but also emotional and educational support that can help them reintegrate into society. Therefore, collaboration between governments, communities, and non-governmental organizations in providing comprehensive social and educational services is essential.

In addition, research in Nairobi shows that collaboration between local governments, national governments, and non-governmental organizations is indispensable to meet the basic needs of street children, such as food and shelter (CHESEREK, 2022). This is in line with the finding that street children are often trapped in cycles of poverty and lack of social support and give rise to an imbalance of good values that develop in daily life in the social/community

environment, so that interventions involving various stakeholders can help break the cycle (Embleton et al., 2013).

As such, collaboration in the governance of street child management is not only important for program effectiveness, but also to ensure that the voices and needs of those children are heard and taken care of. A collaborative approach involving various parties can create better synergy in efforts to overcome the problem of street children and provide more holistic support for them.

### **LITERATURE REVIEW**

Penta Helix Governance Collaboration is an approach that involves five main stakeholders: academics, government, industry, society, and the media. The model is designed to increase the effectiveness of collaboration in various areas, including natural resource management, tourism development, and public service improvement. In this context, the penta helix serves as a framework that allows synergies between various actors to achieve a common goal. One of the important aspects of penta helix is its ability to overcome challenges faced in resource management and community development. For example (Devian, 2024) explained that collaboration in the Penta Helix model can be carried out in three stages: pre-disaster, disaster response, and post-disaster. Each stage requires the active involvement of all stakeholders to ensure effective preparedness and response to disasters. Moreover (Alfiandri et al., 2022) highlighting the importance of shared commitment in the development of mangrove ecotourism, where formal and informal collaboration is needed to reduce sectoral egos between institutions.

In the context of public health, (Forss et al., 2021) demonstrating that local collaboration in the PENTA Helix structure can result in innovative and sustainable solutions. They noted that strengthening communication between stakeholders and the community can increase the effectiveness of health promotion programs. This is in line with research by Absor (Absor, 2024), who emphasized that collaboration in Penta Helix can improve community empowerment and coordination between stakeholders. Penta helix has also proven to be effective in the development of sustainable tourism. For example, research by (Nugroho, 2023) shows that collaboration between business, government, community, academics, and the media can optimize the management of public services, such as the 112 Call Center in Semarang. Moreover (Singgalen et al., 2022) Identify the importance of mapping the level of importance and influence of stakeholders in creating regional tourism resilience through the Penta Helix approach.

Furthermore, penta helix serves as an innovation model that can increase economic growth and entrepreneurship. According to (Sudiana et al., 2020), collaboration between stakeholders in Penta Helix can encourage the development of startups and spin-off companies from universities. This shows that the involvement of academics in penta helix is not only beneficial for research, but also for creating real economic value. Overall, the penta helix theory of governance collaboration offers a comprehensive approach to address various challenges in resource management and community development. By actively engaging all stakeholders, this model can create the synergies necessary to achieve sustainable development goals.

### **RESEARCH METHODS**

The research methods used are qualitative and descriptive. This qualitative research is oriented to natural phenomena that are explained using accurate data and systematized in the form of words. This research was conducted in the city of Pekanbaru in a span of 2 (Two) Months. Data collection is carried out using *the purposive sampling technique*, which is data collection with certain considerations.

The data source obtained through semi-structured interviews with participants to find errors openly so that it is easier for speakers to express their opinions. According to Miles and Hubberman in(Advice, 2012), revealing that activities in qualitative data analysis are carried out interactively and continue until completion, this is carried out through three stages: (1) data reduction to select the main things that are important, so that they can provide a clear picture; (2) data presentation so that the data is organized and arranged in a relationship pattern so that it is easier to understand; and (2) data verification, namely drawing conclusions and verifying research results.

### **RESULTS AND DISCUSSION**

#### **Collaborative Governance in Handling Street Children**

*Collaborative governance* , in its implementation through the penta helix approach, has emerged as a significant strategy to overcome very complex social problems, including the challenges posed by children living on the streets. The Helix model integrates five stakeholders: government, business, community, academia and the media which facilitates a comprehensive and multi-faceted collaborative governance approach. This model also increases capacity for innovation and problem-solving and fosters a sense of shared responsibility among the various actors involved in social rehabilitation efforts. Based on the observations made, we see the problem of the dynamism of street children.

An action is anything that a person says or does. In this case, the Collaboration Action is an action carried out by Social Service and Orphanages, this collaboration action between actors starts from the collection of data on the number of street children carried out by Social Service. Followed by basic rehabilitation of street children who want to be rehabilitated. So in this collaboration, street children who make money on the streets and use clown costumes, to carry out rehabilitation. After being rehabilitated, street children receive a result letter stating that they will be handled by the orphanage.

The collaborative actions that have been carried out by the Social Service and related actors in handling street children are as follows:

**Table 2 Forms of Collaborative Governance**

Not.	Stakeholders	role	Forms of Cooperation
1	Government	Office of Education	1. Development of regulations and harmonization of programs related to street children
		Satpol PP Pekanbaru	2. Advocacy for street children
		UPT. Tengku Yuk Social Service	
2	NGO	Orphanage Foundation	Providing advocacy in the form of psychological support for street children
		Children's Welfare (LKSA)	Social Institute supporting family-based parenting
3	Company	-	Provide development and funding support
4	Academy	University of Riau	1. Monitoring and evaluation
			2. <i>Policy Research</i>
			1. Conducting research and development of new theories in

				<p>solving the problem of abandoned children</p> <p>2. Providing recommendations for the government from a certain scientific perspective in formulating policies/programs</p>
5	Media	Mass media and social media	<p>1. Building public understanding of family integrity and the risks of being a street child</p> <p>2. Publication of implementation of policies/programs to alleviate street children</p>	Educating the public about the impact and dangers of children living on the streets through social media and print media

Source : processed by researchers 2024

Based on table 2, it is explained that based on *Penta Helix* 's approach in the study of Collaborative Governance, there are 5 stakeholders, namely the government, Non-Governmental Organizations (NGOs), companies, academics, and mass media. The five components have their respective roles, but with the same goals and perceptions, they can collaborate so that a common goal in reducing the number of street children is realized.

*Government.* In the element of the government in encouraging emphasis on the number of street children consisting of the Pekanbaru City Social Service, the Pekanbaru City Satpol PP, the Tengku Yuk Social Service Unit is as a regulator in line with the program carried out by the government to empower street children by providing rehabilitation to children who drop out of school and live on the streets and ask for recommendations from the Education Office so that street children are recommended to be able to back to school. Then there is coordination



with Satpol PP in the general control of children who roam freely on the streets. Then conduct training for street children to have certain abilities and can independently develop these skills into a profitable business.

*Non-Governmental Organizations (NGOs).* In addition to the rehabilitation provided by the government to children, the Orphanage Foundation and the Children's Social Welfare Institute seek to provide advocacy to parents and children related to the problems of street children to be able to foster families and maintain family resilience to create integrity in the family. The involvement of community organizations in Collaborative Governance can significantly increase the capacity of civil society to address issues related to street children. Partnerships in the local sector allow for community empowerment and take over social issues and develop sustainable solutions. This empowerment is very important in the context of street children, because it encourages community members to actively participate in the rehabilitation process and supports the reintegration of children into the community. However, this function has in fact not moved dynamically with high commitment. So that the problem of the street children recurred even though efforts had been made to overcome it.

*Company.* The number of children who drop out of school and live on the streets without adequate guidance and education by their families makes companies or business actors participate in providing financial assistance for capital to street children in improving the social welfare of children in their families. However, from the researchers' findings, there is still a lack of contribution from the private sector to reduce the number of street children in the city of Pekanbaru. There has been no massive program that has been carried out continuously in coaching or mentoring street children to improve children's welfare.

*Academics.* Elements included in academia are parties/actors who have competence in certain fields related to street children's problems, this role functions to conduct research and development so as to find findings in solving street children's problems. Many young or advanced researchers, namely students and lecturers at universities in Pekanbaru City from science, sociology, government, social, psychology, public administration, and law conduct research to make a new formulation or formulation of social dynamics that occur so that there is still a problem of street children in Pekanbaru City. The results of this study are also used as recommendations in formulating policies and evaluating or reformulating programs to reduce the number of street children.

*The masses are moderate.* The high level of public access to the media makes the role of the media very effective in building understanding among the public about the adverse

impact of the increase in the number of street children, which in fact will disrupt the stability of public order in the social environment in the community. The media in this case are newspapers, radio, local TV, and the media *Online*. The media also plays a role in publicizing the results of monitoring government policies so that the implementation of policies related to ordering street children is more efficient and effective. In this study, it was found that this lack of role in advocating for maximum family members (fathers, mothers, and children) in maintaining family resilience to avoid street children in their families.

### **Factors Influencing the Implementation of Collaborative Governance**

In collaborative governance, there are criteria that can be a benchmark for success and failure. It is important to have a clear understanding in assessing whether collaborative governance practices are successful or fail in the implementation process.

#### 1. Cultural factors

The tendency to have a habit that has become a culture and ends up being something that usually does not dare to make a breakthrough for good, making failures or difficulties in solving the number of street children. Still using the old way of fostering the family and providing education to children in the midst of social dynamism makes children become bored and tend to rebel so that the world outside the home becomes their world and does not care about the welfare in their family. Collaboration also fails if stakeholders are still seen as not the main thing and are not necessary. The dominance of certain stakeholders makes it impossible to collaborate dynamically so that stakeholders in solving the problem of street children do not synergize. So it is not surprising that we still find mass street children even though collaboration activities have been carried out.

#### 2. Institutional Factors

Collaboration can be done because there is a tendency for institutions involved in cooperation to tend to apply hierarchical structures to other institutions that are also involved in collaboration. Other institutions that are still too strict in adopting vertical structures are not suitable for collaboration because they require horizontal working between government and non-government. The existence of different mechanisms from each stakeholder makes collaboration difficult and if it is carried out, the activity will not be sustainable, and eventually problems will occur again.

#### 3. Political factors

Through this collaboration, the conflict of goals that are often presented as the goals of each stakeholder can be minimized. Changes in agreements and differences of interest between the stakeholders involved. The government, the public sector, NGOs, academics, and the mass media have different goals and interests in looking at the problem of street children. This makes collaboration difficult to do or succeed. So that programs and activities have been carried out to foster street children in Pekanbaru, but because they are not implemented continuously and

dynamically. So that the street children who have been fostered will return to the streets and become street children again.

### CONCLUSION

The collaborative governance model presents a promising framework to address the challenges associated with street children. By encouraging collaboration between academics, businesses, communities, governments, and the media. Stakeholders can develop comprehensive strategies that not only respond to urgent needs but also promote long-term social change. The effectiveness of this approach depends on the commitment of all parties to engage in meaningful dialogue, establish clear agreements and work towards common goals by promoting dynamism and sustainability. The problem of street children is not only solved from within the family but also from external parties of the family. Stakeholders according to penta helix are part of external factors. The lack of dynamism in collaborating on the problem of street children is a finding that the number of street children is still increasing. Stakeholders must have the same vision and mission in order to be able to create programs that are in accordance with their respective roles and functions while still maintaining the collaboration that occurs so that common goals are achieved. Collaboration failure can occur due to 3 things, namely cultural factors, institutional factors and political factors.

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