
Collaborative Governance for Development and Empowerment of Street Children and Beggars in The City of Palembang

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Abstract

The number of street children and beggars on the streets of Palembang City has increased both in number and in the area of operation. Therefore, the Palembang City Government continues to strive to provide guidance and empowerment. The purpose of this research is to analyze the collaborative governance of fostering and empowering with a qualitative descriptive method. Government and non-government stakeholders are the primary research data sources. The results of the study found that the different understandings and perspectives of each stakeholder are different in line with the main tasks and functions of the organization. This difference has an impact on the tendency to understand sectorally (sectoral ego). The Mayor's legality regarding institutional design does not guarantee effective collaboration. To build stakeholder commitment and concern, strong and trusted leadership is needed.

Keywords: Leadership, Collaboration, Governance, Coaching, Empowerment.

Introduction

The increasing poverty rate, especially in urban areas, has led to an increase in the number of children dropping out of school and an increase in neglected children, namely children who are generally referred to as street children. Street children experience very complex problems. Not only facing economic difficulties but also problems with health, education, malnutrition, violence, lack of attention and affection from parents. These children generally act as beggars, buskers and hawkers on the streets on the main urban roads.

Undang-Undang Dasar Negara Republik Indonesia, (1945), as the Constitution of the Unitary State of the Republic of Indonesia firmly mandates in article 34 paragraph 1 that the poor and neglected children are cared for by the state, meaning that the state is responsible and seeks to empower and take care of homeless people, beggars, abandoned children and street children. Likewise for groups of people who are classified as poor and needy.

Fakirs are people who are helpless because they don't have jobs let alone income and also don't have families. Poor are people who have income but not enough to meet their needs. They generally still have families who are still able to help those who are poor. So, the poor can be said to be people we have to help with their lives and the government must be more sensitive to their existence. The image of poor people in urban areas is reflected in the many homeless people, beggars, and children begging on the streets, begging in crowded centers, red

lights, and places of worship. Empowering and managing groups of people who are classified as impoverished, poor, and neglected children is not an easy thing because it involves many interrelated factors.

Law Number 23 of 2002 concerning Child Protection article 1 (2) states that "Child protection is all activities to guarantee and protect children and their rights so that they can live, grow, develop and participate, optimally, in accordance with dignity and human dignity, and receive protection from violence and discrimination"(Undang - Undang Nomor. 23 Tahun 2002 tentang Perlindungan Anak, 2002). Seeing the law on child protection, every child should have the same rights, including street children.

The definition most often used to identify a street child is someone under the age of 18 who spends part or all of his time on the streets doing activities to earn money or maintain his life. The street in question does not only refer to the literal meaning of "street", but also refers to other places which are public spaces that allow anyone to walk around, such as markets, wharves, storefronts, terminals, stations. Palembang City as the capital city of South Sumatra Province also faces the problem of children and street beggars.

Guidance for street children and street beggars aims to make them empowered and open opportunities for access to fulfilling their needs, which is not easy to do. Because of this complexity, the government cannot solve it alone. Participation or involvement of many parties is needed. For this, the government needs to open up and build a collaborative governance model. The concept of governance is a shift from governance based on structural hierarchies to shifting towards a horizontal network (Flinders, 2011). Broadly this network involves all institutions and various elements in society, the business world and government agencies themselves (Maryam, 2016). In simple terms, governance can be interpreted as an effort to unite many stakeholders through a joint forum in making decisions and implementing them on the basis of consensus (Ansell & Gash, 2007).

Consensus building among stakeholders that is mutual communication, mutual trust, mutual support, and mutual contribution in efforts to resolve a problem is interpreted as collaborative governance or participatory governance ((Ulibarri, 2015); (Newig, *et al*, 2018); (Ansell & Gash, 2007); (Shutt, 2021)). Ansell & Gash (2007) ; Ulibarri (2015); Newig *et al.*, (2018) conducted a meta-analysis of the literature and formulated it into a collaborative governance model. Collaborative governance is determined by 4 (four) main variables, namely; (1) starting situation and conditions, (2) facilitative leadership, (2) institutional design, and (3) collaboration process. These four main variables will determine Intermediate Outcomes which will provide feedback on the collaborative governance process, encouraging a cycle of building trust and good commitment among stakeholders (Sayles & Baggio, 2017).

The initial condition or start of collaboration is influenced by three things, namely; (a) imbalances of power, resources, and knowledge, (b) support or incentives and constraints owned, and (c) history or history of cooperation of each stakeholder. Leadership has a vital role in encouraging all parties to work together. Facilitative leadership will be able to unite the parties to be involved and support each other with a collaborative spirit to achieve the results that have been mutually agreed upon.

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Institutional design refers more to the formulation of rules or mutual agreements that are clear and involve all collaborating stakeholders (Vinet & Zhedanov, 2010); (Ulibarri, 2015). This is very important because it will affect the legitimacy of the collaborative governance processes and mechanisms that are implemented. Who does what and how to do it. The collaboration process is an ongoing cycle. A cycle can be interpreted as a series or cycle of activities or events that are repeated and are generally relatively fixed and regular. The collaborative governance process begins with a dialogue between stakeholders. Primarily to gain consensus on the issues, interests and opportunities of each stakeholder in collaboration. It also builds trust, commitment and mutual understanding. If all of this happens, then the goals that have been mutually agreed upon can be achieved in stages. This process is ongoing until the ultimate goal of collaborative governance is achieved.

Building collaborative governance according to (Newig *et al.*, 2018) requires attention to several things, namely (a) the need for a joint forum initiated primarily by the government; (b) stakeholders in the forum involve many parties, the government, civil society, the business world, and others; (c) involvement starting from the process of decision making, implementation, and monitoring and evaluation; (d) the forum is formally managed and approved by the government; and (e) the focus of cooperation is on public affairs and government policy or program management (Ulibarri, 2015).

Based on the outreach results of the Palembang City Social Service in 2018 the number of children and street beggars was 166 children. This figure will increase to 243 children in 2021. Their activities are mostly singing, begging and selling hawkers at traffic lights. Efforts to foster children and street beggars are continuously carried out by the City Government of Palembang. Although the results achieved have not been optimal in overcoming the problem of children and street beggars. This study aims to analyze the collaborative governance of coaching and empowerment. This is very important because the problems faced by street children and beggars on the streets are very complex. Thus the effort to overcome it also requires the involvement of many parties and is sustainable.

Methods

Qualitative descriptive research design (Rijali, 2018); (Yusanto, 2020); (Fadli, 2021) is an effort to obtain accurate, comprehensive, and in-depth information to understand the phenomenon of street children and street beggars. By obtaining such information, various strategies are developed to carry out coaching. Scope and focus are determined to make the right decisions about which data to collect and which do not need to be touched or discarded. It also provides clarity about what findings are expected to be obtained in the study.

The research location is in Palembang City. In accordance with the technical responsibilities of the OPD (Local Government Organization), the main tasks and functions dealing with the problem of children and street beggars are the Social Service, Civil Service Police Unit and the Office for Women's Empowerment, Child Protection and Community Empowerment. Various aspects have become the focus of research on coaching collaborative governance, namely; (1) initial conditions; (2) leadership; (3) institutional design; and (4) collaborative process. The collaborative process involves dialogue, building trust, building commitment to the process, shared understanding and intermediate results.

Unit of analysis at the institutional or organizational level. Thus the informants who are used as research data sources are an integral part of the problem of fostering street children and street beggars. Data collection techniques were carried out through in-depth interviews and focus group discussions (FGD). As a guide for interviews and FGDs, a grid of questions was prepared. In general, there are 3 (three) stages in data collection and analysis. Introduction or escort (getting in), collection or excavation (getting along) and finally closing or terminating (getting out).

Getting In (escorting) is a process in which the researcher conducts a "warm-up" to identify and map the situation and conditions and at the same time make an inventory of the parties who will be used as key informants. Getting along is field data mining and collection. Is a technique where researchers observe phenomena that occur in the field when the research process is ongoing. Observations are made by associating two things, namely: information (what happened) with context (things related around it) as a process of searching for meaning. With this observation, it is expected to be able to record events in situations related to proportional knowledge and direct knowledge from data; understand the situations that develop in the field, and re-check of existing data. In addition to observation, this process is also carried out using various other data mining techniques, such as in-depth interviews.

Getting Out is the end of the data collection process in the field, in principle research will continue to develop and be dynamic, both in substance and in various other related aspects. Therefore, the data collected will not be sufficient and complete as research material. Data analysis techniques were carried out referring to the interactive model of Huberman (1994) the interaction between data collection, data reduction, data presentation, verification, and conclusion.

Result and Discussion

The phenomenon of street children and beggars on the streets in Palembang City is a complex socio-economic problem. Living as beggars and street children is not a pleasant choice, because they are in a condition where the future is not clear. Their presence is often a problem for many parties.

Whatever the conditions of street children and beggars on the streets, they are humans and God's creatures whose rights must be cared for, protected, and guaranteed. The poor can live decent lives and children can grow and develop into adults who are civilized, dignified, useful, and have bright futures.

Street children and street beggars have the same rights to obtain their normal rights as children, namely civil rights and freedoms, family environment and alternative care, basic health and welfare (basic health and welfare), education, recreation and culture (education, leisure, and culture activities), and special protection (Campbell, Koontz, & Bonnell, 2011).

Conducting coaching for street children and beggars on the streets in Palembang City involves many parties. The Regional Government Organizations (OPD) involved are the Social Service as the leading sector, the Civil Service Police Unit (Satpol PP), and the Education and

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Culture Office (Dikbud). Meanwhile, the Civil Society Organization involved is the Non-Governmental Organization Intan Maharani Foundation.

Regional Apparatus Operations see the problem of street children and beggars on the streets as related to the main tasks and functions of Regional Apparatus Operations. In general, this matter is seen as the responsibility of the City Social Service. Satpol PP is one of its main tasks as enforcers of regional regulations and policies. What was done was limited to carrying out raids and coaching for a moment and was released. Meanwhile, the Department of Education is responsible for administering education. Mainly at the elementary and junior high school levels. Besides that, there is also a Package Study Group.

Meanwhile, Non-Governmental Organizations see the problem of street children and beggars on the streets as a common problem and it is necessary to find a joint solution comprehensively and sustainably. Fulfilling their rights as children and empowering them is a shared responsibility. In addition to differences in understanding and perspective, ownership of resources supports collaboration between parties. Each Regional Device Operation states that there is no funding, has not been a priority, and is not in the Activity Plan and Budget.

The existence of street children and street beggars is seen as the cause of various problems, among others; (1) disturbing the order and beauty of the city; (2) triggering criminal acts and child exploitation; (3) worsening the image of the city; and (4) endangering the safety of oneself and others. Meanwhile, the Non-Governmental Organizations (NGOs) involved have wider access to building networks in conducting coaching. Institutionally, the available resources are limited. But by building a network to collaborate with wider stakeholders, such as utilizing the Corporate Social Responsibility (CSR) forum coordinated by the Palembang City Research and Development Agency.

Leadership

The leadership in each Operational Regional Apparatus and NGOs determines whether or not collaboration management works in fostering street children and beggars on the streets of Palembang City. The commitment of Regional Operations Leaders and NGOs to participate and provide optimal support is very important. The process of collaboration to convince the top leadership that involvement in it does not interfere with their main tasks and interests is very important. Even being convinced by participating in collaborations gives added nails and high appreciation for the organization they lead.

Leadership commitment from stakeholders is clearly seen when meetings are held as a forum to build collaboration. Who are the staff sent by the leadership of the Regional Apparatus Organization. If staff is sent to attend staff at a low level, this is a reflection of the leadership's low commitment to the collaboration being built. It was very difficult to make a joint decision because the staff who were sent said "we will report it to the leadership". The leadership of the Regional Apparatus Organization which is the leading collaboration sector, namely the Social Service, has a big role to invite, involve and empower and mobilize stakeholders to be involved in the collaboration.

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The Civil Service Police Unit conducted raids by arresting street children and street beggars. After being arrested, they were taken to the office to be advised, recorded, and given sanctions. Forms of sanctions are asked to clean up the environment around the office. Furthermore, coordination is carried out with the Social Service to carry out guidance at the Halfway House. Not all street children and street beggars who are raided are fostered in halfway houses. Most were released. The decision to carry out coaching at the Social Service is very dependent on the decision of the leadership.

Institutional Design

Collaborative governance requires clear and legal institutional designs (Ulibarri, 2015); (Heikkila & Gerlak, 2013); (Malau, 2017). Collaboration in fostering street children and beggars on the streets of Palembang City with the legality of Palembang Mayor Decree Number 476/KPTS/DINSOS/2016 concerning the Integrated Outreach Team, Guidance and Empowerment of Homeless, Beggars, people with mental disorders, street children and buskers (*KEPWAKO-476-2016.pdf*, n.d.). Besides that, Mayor Regulation Number 11 of 2021 concerning Implementation of Halfway Houses.

Outreach is an effort to pick up and rescue street children, homeless people, beggars, and neglected people who are active on the streets and in certain public places that disturb security and comfort to be fostered and empowered. The goal of outreach is to provide guidance and realize the social reintegration of those lives on the streets. Outreach is carried out by outreach officers who are members of the Integrated Outreach Team. Team elements are the Social Service, Palembang City Police, Palembang Kodim 0418, Palembang City Civil Service Police Unit, Palembang City Disaster Alert Cadets, and other elements that can be added as needed.

Outreach activities aim to obtain data; (a) total population; (b) the development of the social situation; (c) identity; and (d) family identity. These data are recorded in a form provided and managed by the Social Service. Based on the data obtained, they will then be placed temporarily and/or fulfill the rights of street children, homeless people, and beggars. The temporary place is in the form of a Government Home. Meanwhile, for the fulfillment of rights and placement in Government Institutions, the outreach team referred to Social Service. Based on the assessment conducted there are 2 (two) possibilities, namely; fostered in an orphanage or returned to their parents or family of origin. Taking into account the readiness and best interests of street children, homeless people, and beggars.

Although legally an integrated team has been formed, the implementation has not been effective. The challenges and weaknesses of policies in poverty alleviation in general and the development and empowerment of street children and beggars on the streets of Palembang City. Sectoral ego has implications for program integration and sustainability. The formation of the Integrated Team is expected to be able to encourage the planning and budgeting process which is capable of producing effective budget formulation as well as coordinating and monitoring development and empowerment programs in the City of Palembang which has not been maximized.

The Importance of Collaboration

Overcoming the problem of street children and beggars on the streets requires collaboration between stakeholders ((Ulibarri, 2015); (Newig, *et al*, 2018); (Ansell & Gash, 2007); (Shutt, 2021)). Not only the government but also the support of the business world and civil society. Civil Service Police conduct raids to carry out coaching. The authority for guidance does not lie with the Civil Service Police, but with the Social Service. The City Social Service is limited to making referrals aimed at the Provincial Social Service.

Raids have been carried out so far and it is necessary to realize that the raids have not been effective in suppressing and overcoming the problems of sprawl, street children, and street hawkers. One side of the sanctions given did not create a deterrent effect on them. Not a few were repeatedly raided and kept returning to their activities on the streets. On the other hand, they need support and assistance to improve a decent life in accordance with the mandate of the constitution and existing laws. Street children and beggars on the streets need to be empowered, protected, and guaranteed a decent life.

Efforts to synchronize and synergize interests and various existing resources are very important to do. Governance that is oriented towards working separately in carrying out its main tasks and functions needs to be changed to cooperate and work together/collaboratively (Heikkila & Gerlak, 2013); (Newig *et al.*, 2018) to address street social problems in Palembang City. Such governance requires a working synergy based on data and shared commitment. How can it involve and harmonize various interests, both government, private, academia, media, civil society and the subject itself (street children and beggars on the streets).

Collaboration Strategy

Based on the results of research and discussion (Heikkila & Gerlak, 2013); (Newig *et al.*, 2018), various strategies for dealing with street social problems in Palembang City are as follows:

1. Rule Enforcement: Dissemination of regulations and policies for dealing with street social problems; Integrated Team Development and Development of an integrated and sustainable social empowerment and rehabilitation program.
2. Improving communication, information and education (IEC) to the public about street social issues; a) Community Movement (Germas) "Let's Give and Give Alms Not on the Streets"; b) KIE at school "giving is more noble than asking, giving on the street is inappropriate"; and c) Increasing the role of the media to participate in overcoming street social problems and poverty in Palembang City.
3. Involvement of Ward and Subdistrict Governments in Overcoming Street Social Problems and Poverty in Palembang City: a) Formation of an Integrated Task Force in Districts and Wards; b) Capacity building of the Integrated Task Force for Handling Street Social Problems and Poverty in Ward and Subdistrict.
4. Preparation of an integrated monitoring and evaluation system in overcoming street social problems and poverty in the Ward and Subdistrict: a) Increasing the Network of Multi-Stakeholder Cooperation in Overcoming Street Social Problems and Poverty in the City of Palembang; b) Establishment of a Communication and Coordination Forum for Handling Social Problems on Streets and Poverty in Palembang City; c) Increasing

the participation of civil society and the private sector in Overcoming Street Social Problems and Poverty in the City of Palembang; d) Compilation of an umbrella policy for awarding civil society and the private sector who participate in the Management of Street Social Problems and Poverty in the City of Palembang; and e) Development of cooperation between Border Regional Governments for Overcoming Social Problems of Streets and Poverty.

5. Improving the quality of the management and monitoring system for the evaluation of data-based street social problem solving programs in the City of Palembang: a) Comprehensive, tiered and sustainable mapping of street social problems and poverty; b) Development of program monitoring and evaluation system applications; and d) Increasing the capacity of data and information managers.

Conclusion

Based on the data analysis and discussion conducted, it is concluded that the collaborative management of street children and street beggars in Palembang City has been formed normatively. This is marked by the Mayor's Decree. Although the implementation has not run optimally. Leadership factors, the situation and condition of each stakeholder, and the dynamics of the forum influence commitment and willingness to collaborate. The sectoral ego is very strong so commitment and mutual trust in collaboration are not optimal. The Integrated Team as a form of the joint forum is very dependent on the leading sector. Other stakeholders have not shown optimal involvement. In other words, the forum is not optimal

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