

# Implementation of the Child Protection Policy through Pentahelix Collaboration in West Sumatra Province

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## Abstract

The implementation of Law No. 35/2014 on Child Protection provides a legal framework to protect children from various forms of violence, including sexual violence. Nevertheless, there are still challenges in its implementation. According to the records of the Office of Women's Empowerment and Child Protection, Population Control and Family Planning (DP3AP2KB) of West Sumatra Province, compiled from the information system on the protection of women and children has increased in the last 5 (five) years. This research aims to analyze the actors involved in the implementation of child protection in West Sumatra Province with data collection methods of documentation studies, interviews and FGDs, then the data is processed using a qualitative approach and a quantitative approach or known as a mixed approach. The approach uses the Miles and Huberman model and the macror application. The theory used Advocacy Coalition Framework (ACF) and Pentahelix theory are two approaches that can complement each other in analyzing public policy. Meanwhile, Pentahelix emphasizes collaboration between five main actors: government, community, academia, business, and media. Combining these two theories can provide a deeper understanding of policy dynamics. The implementation of child protection policy implementation through pentahelik collaboration in factor analysis can be concluded that the actor who has a major influence is the government because the government is the actor who is in direct contact both in practical and policy aspects, all actors provide positive support, although the business world has not shown a collaborative relationship in the implementation of child protection, the government has the power to influence other actors, community/community collaboration is not strong enough to influence implementation.

**Keywords:** Policy implementation, child protection, collaboration, pentahelix

## I. INTRODUCTION

Children are the potential and successors of the ideals of the nation's struggle who have a strategic role and have special characteristics and characteristics that require protection in order to ensure full physical, mental and social growth and development. The future of the nation is in the hands of children today. The better the quality of children today, the better the future life of the nation. Article 28B paragraph (2) of the 1945 Constitution of the Republic of Indonesia and Law No. 23/2002 on Child Protection have mandated the Government to carry out all activities to ensure and protect children for their rights in order to live, grow, and participate optimally in accordance with the dignity of humanity, and receive protection from violence and discrimination. As mandated by Article 59 of Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection that the Government, Regional Governments, and other State Institutions are obliged and responsible for providing special protection to Indonesian children who are categorized into fifteen types, namely 1) children in emergency situations, 2) children in conflict with the law, 3) children of minority and isolated groups, 4) children with economic and/or sexual exploitation, 5) children who are victims of abuse of narcotics, alcohol, psychotropic substances, and other addictive substances, 6) children who are victims of pornography, 7) children with HIV/AIDS, 8) children who are victims of kidnapping, sale, and/or trafficking, 9) children who are victims of physical and/or psychological violence, 10) children who are victims of sexual crimes, 11) children who are victims of terrorism networks, 12) children with disabilities, 13) children who are victims of mistreatment and neglect, 14) children with deviant social behavior, and 15) children who are victims of stigmatization from labeling related to deviant social conditions.

Violence is an act committed by one person against another, where behavior with different motives between one person and another so that violence becomes deviant behavior that can pose a danger to one's survival. There are two types of violence, namely direct violence and indirect violence. (Satwini, 2020).

Okezone news reported on a case of sexual violence committed by a party candidate who is a biological father named AA (50 years old), he deliberately abused his 16-year-old biological daughter, and it is known that the victim has experienced violence for 3 years until she became pregnant and gave birth (Okezone news, Padang Pariaman, 2024). The number of victims of violence against children according to the records of the Office of Women's Empowerment and Child Protection, Population

Control and Family Planning (DP3AP2KB) of West Sumatra Province, compiled from the information system for the protection of women and children has increased in the last 5 (five) years.

Table 1. Number of child victims of violence in West Sumatra Province 2019-2023

No	City District	Year				
		2019	2020	2021	2022	2023
1	Agam	39	34	98	51	49
2	Dharmasraya	9	22	16	79	108
3	Bukittinggi City	25	18	55	49	52
4	Padang City	39	94	120	51	57
5	Padang Panjang City	1	8	7	14	9
6	Pariaman City	14	10	17	31	31
7	Payakumbuh City	30	2	24	25	45
8	Sawahlunto City	34	12	23	17	20
9	Solok City	29	18	15	27	44
10	Lima Puluh Kota	39	55	64	50	50
11	Mentawai	3	14	12	13	12
12	Padang Pariaman	30	23	21	16	27
13	Pasaman	21	2	8	30	117
14	Pasaman Barat	49	63	53	55	50
15	Pesisir Selatan	50	55	31	39	43
16	Sijunjung	12	34	35	19	39
17	Solok	39	18	41	47	37
18	Solok Selatan	6	5	9	15	10
19	Tanah Datar	37	28	35	34	40
	<b>Total</b>	<b>506</b>	<b>515</b>	<b>684</b>	<b>662</b>	<b>842</b>

In 2018, DP3AP2KB of West Sumatra Province has established the UPTD of Women and Children Protection (PPA) based on the Regulation of the Governor of West Sumatra Province Number 90 of the Year concerning the establishment of the organization and work procedures of the Regional Technical Implementation Unit (UPTD) of the Office of Women's Empowerment and Child Protection, Population Control and Family Planning of West Sumatra Province has the task of carrying out operational technical activities and/or supporting technical activities of the Office in the field of Women and Children Protection in organizing services related to issues of violence, discrimination, special protection and other issues. For 19 districts/cities in West Sumatra Province, 13 of them already have UPTD PPA.

The presence of UPTD PPA West Sumatra Province is an implementation of West Sumatra Provincial Regulation Number 7 of 2021 concerning the Implementation of Government Affairs in the Field of Women's Empowerment and Child Protection Chapter VI Provision of Protection Services for Women Victims of Violence and Children Who Need Special Protection, but in the implementation of child protection does not only require case handling services for children, the involvement of the pentahelik coordination team cannot be separated from the successful implementation of child protection.

The implementation of child protection consists of 2 (two) major areas, namely the fulfillment of children's rights and special protection of children carried out by the state, central government, local governments, other state institutions, communities, families, and parents or guardians and the business world. A classic issue but still relevant today in the implementation of child protection is coordination between stakeholders, both between organizers and between organizers and supervisors. Coordination in the implementation of child protection is absolutely necessary considering the fulfillment of children's rights and special protection of children is cross-sectoral and multidimensional.

One important aspect of sustainable development implementation is the role of actors. Actors are an important component because they not only determine how sustainability goals are achieved, but also determine the indicators on which sustainability is based (Fauzi, 2019).

Pentahelix is a collaborative model that involves five main elements: Government, Academia, Business, Community and Media. The pentahelix approach is a comprehensive strategy in the implementation of child protection in Indonesia. By involving various parties, it is expected that protection efforts can be more effective and sustainable, and able to answer new challenges that arise in society. Thus, this research is interesting to analyze the implementation of child protection policies through pentahelik collaboration in West Sumatra Province. So that the formulation of the problem in this study is to analyze the actors involved in the implementation of child protection in West Sumatra Province and determine the role of pentahelik in the implementation of child protection in West Sumatra Province. The theoretical study used in this analysis uses the Advocacy Coalition Framework (ACF) theory, which was introduced by Paul Sabatier and Hank Jenkins-Smith in 1994. This theory focuses on the interaction

between actors in public policy who form an advocacy process to influence the policy-making process. Advocacy coalitions consist of various actors, including government, NGOs, businesses, academics and the media, who unite based on shared beliefs about certain policy issues. So this theory can be complementary to the pentahelix theory. Pentahelix theory emerged as a response to the need for cross-sector collaboration in dealing with the complexity of social and economic problems. This model builds on the Triple Helix definition of government, business, and historians, the Quadruple Helix adds a community element to the interaction. While the pentahelix concept was proposed by Riyanto in 2018 by including the media, which currently plays a very significant role in developing social capital development.

## II. METHOD

The research used by researcher is a qualitative approach and a quantitative approach called mixed research. The data collection method begins with observation, document study, interviews and FGDs. The qualitative approach data analysis technique used in this research is using the Miles and Huberman model and the quantitative approach the author used the Matrix of Alliances and Conflicts Tactics, Objectives and Recommendations software to answer the second question on the aims and objectives regarding the role of the pentahelik involved in the implementation of child protection in West Sumatra Province.

## III. RESULTS AND DISCUSSION

In organizing child protection, the West Sumatra Provincial Government has a policy outlined in West Sumatra Provincial Regulation Number 7 of 2021 concerning the Implementation of Government Affairs in the Field of Women's Empowerment and Child Protection. Pentahelik is the coordinating team in organizing child protection. Consideration of the grouping of actors involved in the policy of organizing child protection in West Sumatra Province is based on several criteria, namely Cadith, et al. (2019) [24]: actors have authority in decision making, actors will be affected by organizing activities, actors are a guarantee of success in development and actors have the expertise to implement child protection in West Sumatra Province. Based on these criteria, the actors involved as sources of research data in this field practicum are shown in Table 2.

Table 2. Actors, roles and objectives in the implementation of child protection

No	Actor	Role
<b>Government</b>		
1	Office of Women's Empowerment and Child Protection, Population Control and Family Planning (DP3AP2KB) of West Sumatra Province	Formulating, implementing and evaluating technical policies in the implementation of child protection
2	Education Office (Disdik)	Implementing the fulfillment of children's rights and child protection in education affairs
3	Health Office (Dinkes)	Implementing the fulfillment of children's rights and child protection in health affairs
4	Department of Culture (Disbud)	Implementing the fulfillment of children's rights and child protection in matters of utilization of leisure time
5	Sosial Service (Dinsos)	Implementing the fulfillment of children's rights and child protection in child social protection affairs
6	Bureau of Mental Development and People's Welfare Provincial Secretariat (Biro Kesra)	Assisting the Assistant for Government and People's Welfare in the preparation of coordinating policy formulation, coordinating the implementation of Regional Apparatus tasks, monitoring and evaluating the implementation of policies in the fields of Spiritual Mental Development, Non Basic Service People's Welfare and Basic Service People's Welfare
<b>Society/ Community</b>		
1	World Children's Space (Ruandu)	Non-governmental organizations (NGOs) that focus on the fulfillment and protection of children

2	Integrated Service Center for Women and Children Empowerment (P2TP2A)	An integrated service center for the empowerment of women in various fields of development, as well as the protection of women and children from various types of discrimination and acts of violence, including trafficking, based on the community
3	Child Protection Agency (LPA)	Monitoring and complaint institutions when there are problems with children, providing legal aid services, conducting reviews of policies and legislation, and promoting education and counseling on the fulfillment of children's rights.
4	Public Participation Forum for the Welfare of Women and Children (Puspa)	Community institutions (LM) that care about women and children to work together with local governments is supporting women's empowerment and child protection programs
5	Women's Conscience (WCCNP)	Community organizations that provide advocacy to child victims of violence
<b>Academics</b>		
1	Center for Gender and Development Research, University of Padang (UNP)	Examines the analysis of gender mainstreaming in policy
2	Center for Gender, Child and Family Development, University of Andalas (PPGAK)	A center that focuses its field of study on issues concerning women, gender and child protection
<b>Business World</b>		
1	PT. Semen Padang (Semen)	Support in the form of corporate social responsibility (CSR) programs that support the implementation of child protection
2	PT. Ever Bright (Inaco)	Support in the form of corporate social responsibility (CSR) programs that support the implementation of child protection
3	PT. Kunango Jantan (Kunango)	Support in the form of corporate social responsibility (CSR) programs that support the implementation of child protection
4	PT. Samudra Distrisbusindo Raya (SDR)	Support in the form of corporate social responsibility (CSR) programs that support the implementation of child protection
5	PT. Bumi Minang Padang Plaza Hotel (Bumiminang)	Supporting the realization of Child Friendly Cities incorporated in the Association of Indonesian Child Friendly Companies
6	PT. Bunda Minang Citra Padang (BMC)	Supporting the realization of Child Friendly Cities incorporated in the Association of Indonesian Child Friendly Companies
7	Nurul Fikri Bersaudara	Supporting the realization of Child Friendly Cities incorporated in the Association of Indonesian Child Friendly Companies
8	PT. Putra Virgo Lestari (Axana)	Supporting the realization of Child Friendly Cities incorporated in the Association of Indonesian Child Friendly Companies
<b>Media</b>		
1	Topsatu.com	Child protection advocacy tools through media

2	Khazminang	Child protection advocacy tools through media
3	Gatra	Child protection advocacy tools through media
4	Pos Metro	Child protection advocacy tools through media
5	Padek.Com	Child protection advocacy tools through media
6	Metro kini	Child protection advocacy tools through media

Based on the actor mapping in Table 2, Pentahelik in the implementation of child protection in West Sumatera Province. The composition of actors involved in diverse characteristics and reflects the involvement of inter-sectoral organization from both government and non-government. Based on their characteristics, these actors functionally have interests and roles in mobilizing and utilizing existing resources to influence the implementation of child protection.

**Interrelationship between actors**

To show how the relationship between actors (stakeholders) of the FGD results in the implementation of child protection using MACTOR software is presented in the Matrix Direct Influence (MDI) Table shown in Table 3.

Table 3. MDI Matrix Analysis of Child protection implementation in West Sumatra Province

MDI	P	LSM	PT	APSAI	Media
P	0	4	4	4	4
LSM	2	0	1	2	1
PT	3	2	0	2	2
APSAI	1	1	2	0	3
Media	2	2	2	2	0

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From Table 3 (MDI), it can be seen that the most influential actor is the government. This can be seen from the distribution ovalues (4), namely the aspect of the existence of influential actors. This condition can be understood because the government i the actor who is in direct contact both in practical and policy aspects.

Meanwhile, looking at the relationship between actors and objects through the 2MAO matrix shown in Table 4, it appears that all actors provide positive support. Although the business world has not shown relationships and goals with several community institutions related to the implementation of child protection. It is realized that the business world in West Sumatra Province is still at the stage of implementing policies such as not employing children and encouraging the fulfillment of children's rights in terms of support in the form of corporate social responsibility (CSR) programs that support the implementation of child protection.

Table 4 2MAO Matrix Relationship between Actors and the objectives of organizing child protection in West Sumatra Province

2MAO	DP3AP2KB	Disdik	Dinkes	Disbud	Dinsos	Biro Kesra	Ruandu	P2TP2A	LPA	Puspa	WCCNP	UNP	PPGAK	Semen	Inaco	Kunango	SDR	Bumilminang	BMC	NF	Axana	Topsatu	Khazminang	Gatra	Pos Metro	Padek	Metro Kini
P	4	3	3	2	3	4	3	4	4	4	3	3	3	2	2	2	2	2	2	2	2	2	2	2	2	2	2
LSM	3	3	3	3	3	3	4	4	4	4	4	3	3	1	1	1	1	1	1	1	1	1	1	1	1	1	1
PT	3	3	3	3	3	3	2	2	2	2	2	4	4	1	1	1	1	1	1	1	1	2	2	2	2	2	2
APSAI	1	1	1	1	1	1	0	0	0	0	0	1	1	4	4	4	4	4	4	4	4	1	1	1	1	1	1
Media	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	4	4	4	4	4	4

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**Actor dependency level relationship**

To see how much the level of dependence of actors both directly and indirectly is constructed in the MDII matrix in Table 5 below. There are rows and columns that need to be considered, namely the last column symbolized by Li which is

interpreted as the value of net direct and indirect influence. Meanwhile, the last row symbolized by Di is interpreted as the degree of net direct and indirect influence. Based on the MDII results (Table 5), it appears that the Government has the power to influence other actors ( $L_i=38$ ), and a dominant influence without a large dependency on other actors ( $D_i = 26$ ).

Table.5 Direct and Indirect Influence between Actors

MDII	P	LSM	PT	APSAI	Media	$L_i$
P	8	9	9	10	10	38
LSM	5	5	6	6	6	23
PT	8	8	8	9	8	33
APSAI	6	6	6	6	7	25
Media	7	7	7	8	7	29
$D_i$	26	30	28	33	31	148

The second largest  $L_i$  value is the academic actor ( $L_i = 33$ ), it can be interpreted that the influence is strong even though it does not have significant dependence on other actors ( $D_i = 28$ ), this cannot be separated from the role of academics to provide research and to support the analysis of evidence-based policy development from the implementation of child protection. Society/Community ( $L_i = 23$ ) does not seem strong enough to influence the implementation of child protection policies in West Sumatra Province, not necessarily in its existence to carry out the mission of its community but in terms of collaboration with other actors. This is in accordance with what was conveyed by Wanda from Ruandu who said that so far the collaboration between the Government and community organizations is still approach by project. With the meaning that the collaboration of local government programs is based on an activity approach alone, so that the objectives of implementing child protection have not run optimally.

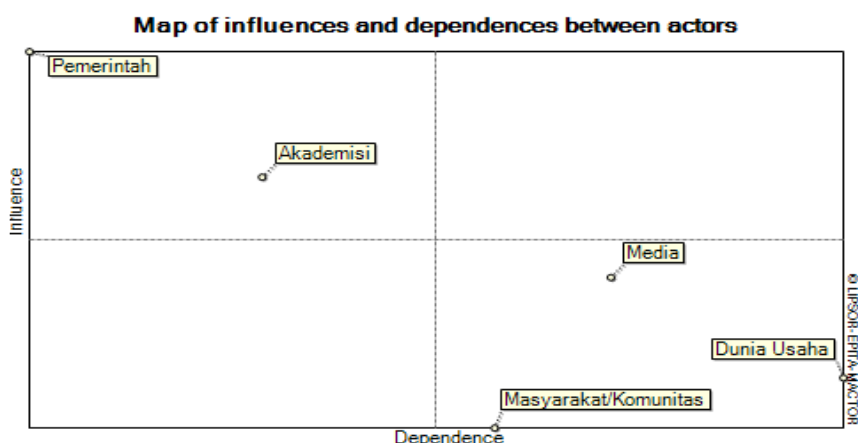


Figure 1 Map of influences and dependency between actors

The influence and dependency map between actors (Figure 1), is to provide an overview of the relative importance of each actor, distinguishing between dominating actors (high influence) and dominated actors (high dependency), while also identifying isolated stakeholders (low influence and dependency) and relay actors (high influence and dependency). The strength of influence and the level of dependency of each actor can be described based on its position in the quadrant. Government and Academia have a high role/influence and low dependency (located in quadrant I/top left). Actors in quadrant III (bottom right), namely the media, communities and the business world are actors who have high dependence and very little influence. Based on the perception mapping between actors in Figure 2, it can be further analyzed that the objective (organization/ institution) does not experience rejection from all actors. The government and academics through a study center that focuses on child protection are the dominant actors in the implementation of child protection policies in West Sumatra Province, in terms of West Sumatra Province DP3AP2KB policies together with the Bureau of Mental Development and Welfare ensure that policies in the implementation of child protection have been accommodated in accordance with the mandate of Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning child protection.

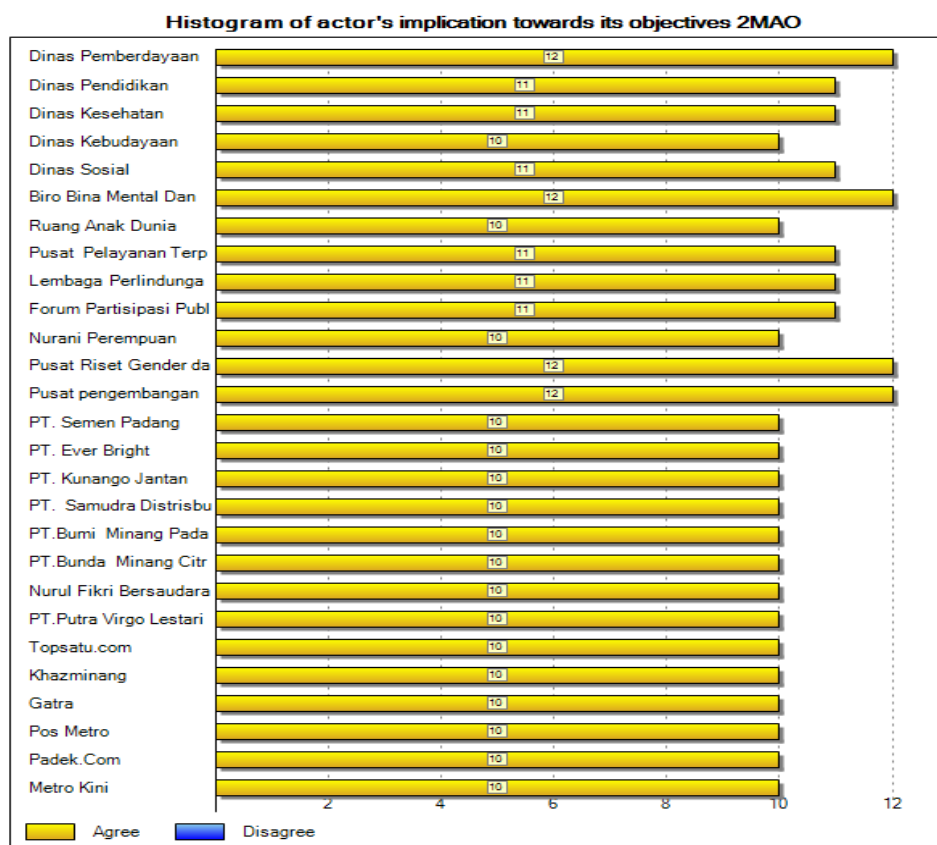


Figure 2. Actor Competitiveness Diagram

Furthermore, a visual map of convergence is shown in Figure 3. This figure reflects the convergence relationship between actors who are either directly involved or not, but have a role in the implementation of child protection in West Sumatra Province. Convergence itself based on its strength is divided into: very strong, medium strong, weak and very weak.

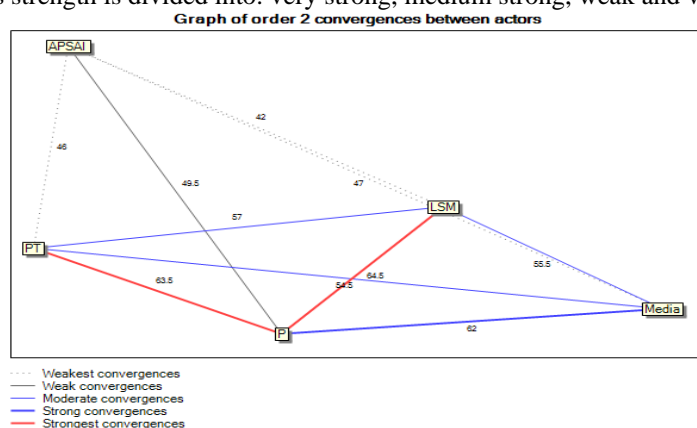


Figure 3. 2CAA Convergence Map

The red line in Figure 3 shows that actors such as the government and academics and the government and the community have a very strong tendency to cooperate between them. Meanwhile, actors who have weak convergence are categorized as actors who are less able to cooperate due to incompatibility with program objectives and in turn become a trigger for conflict, in this case the business world. The business world is still oriented towards the economic side; then there is no socialization of standards for products that are safe for children, including toy products, book products, and food products carried out by related ministries/agencies; there are no special regulations at both the provincial and district / city levels regarding integrated programs that can help maximize the role of the business world in providing child-friendly products; and there are still many food and beverage products that do not meet health standards.

#### IV. CONCLUSIONS

The implementation of child protection in Indonesia is increasingly important, especially in the context of increasing cases of child abuse. One of the proposed approaches to address this issue is pentahelix collaboration, which involves five key elements: Government, Academia, Media, Community, and Business Institutions. This approach aims to create effective synergy in child protection and guarantee their rights. Elements of Pentahelix in Child Protection; The government acts as the regulator and coordinator of child protection policies. Explains regulations that support child protection and oversees their implementation; Academics serve as conceptors who conduct research to understand child protection issues. Identifying potential and opportunities for the development of child protection programs; Media serves as an extension of information that supports publications on child protection issues. Build public awareness of the importance of child protection through media campaigns; The community acts as an accelerator that connects various stakeholders. Assist in the implementation of child protection programs at the local level; Businesses act as enablers providing resources and support materials for child protection programs and engaging in *Corporate Social Responsibility* (CSR) that focuses on child protection issues. The implementation of child protection policy implementation through pentahelix collaboration in factor analysis can be concluded that the actor who has a major influence is the government because the government is the actor who is in direct contact both in practical and policy aspects, all actors provide positive support. although the business world has not shown collaborative relationships in the implementation of child protection, the government has the power to influence other actors, community collaboration is not strong enough to influence the implementation of child protection policies in West Sumatra Province, and the government and academics have a high role / influence and have low dependence.

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