

Pentahelix Model Collaboration In Shaping The Independence of Vagrants and Beggars

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KEYWORDS

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ABSTRACT

This research aims to analyze the collaboration of the pentahelix model in forming the independence of homeless people and beggars. Cirebon City Regional Regulation Number 13 of 2019 concerning the Implementation of Public Order and Community Peace was issued to tackle homeless people and beggars in Cirebon City but its implementation is not yet optimal. The method used in this research is a qualitative method with data collection techniques, interviews, observation and documentation. The theory used is the theory of collaborative governance by (Ansell and Gash, 2008) "Collaborative governance is therefore a type of governance in which public and private actors work together in a distinctive way, using particular processes, to establish laws and rules for the provision of public goods", namely there are five indicators, face-to-face dialogue, building trust, commitment to the process, mutual understanding, and interim results. Based on this research, it can be concluded that the pentahelix model of collaboration in establishing the independence of homeless people and beggars is not optimal, so there is a need for good collaboration and implementing the pentahelix model from each institution to be able to realize the independence of homeless people and beggars in Cirebon City.

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Introduction

The problem of vagrants and beggars is an unresolved social problem in Indonesia, especially for the Cirebon City Government. The problem of social inequality is often the main focus of the Cirebon City Government in development by designing various welfare efforts for the community (Arofat, 2014).

Solving social problems is indeed very complex because it requires serious cooperation between the Central Government and Regional Governments (Bustomi et al., 2023). For the Government, realizing social welfare is a realization of the nation's goals stated in the 1945 Constitution which mandates the State to protect the entire Indonesian nation and all Indonesian bloodshed, promote general welfare, educate the nation's life

and participate in implementing world order based on independence, lasting peace and social justice (Erawan & Zulfiani, 2018).

The development of Cirebon City is very rapid compared to other cities in West Java. The geographical location of Cirebon City is very strategic because it is located on the north coast of Java island which is on the border of West Java and Central Java (Wulandari, Sri., Soleh Suryadi, 2022). It is not surprising that there is a social divide. In reality, in this lower layer of society, there are people who do not have a permanent livelihood, do not have a house to rest permanently and properly, or relatives who can accommodate their lives. They are often seen as the cause of unrest and public discomfort, often also regarded as the scum of society, rioters or destroyers of the beauty and comfort of the city (Fadri, 2019).

They are less noticed and often ignored and even marginalized in a group of society and ignored for their existence (HALIM & ISKANDAR, 2019). Whereas on the other hand they are Indonesian citizens who have the same rights and obligations, so that they can be given the same attention also to get a decent living as the 1945 Constitution article 34 paragraph 1 which reads "The poor and abandoned children are cared for by the State". However, the Government has not been optimal in eradicating this, especially in the Cirebon City Government. Because there are still many vagrants and beggars passing by in the area around the city, which makes the people uncomfortable. (H. M. R. Bharoto & Nursahidin, 2021)

The Social Service and the Cirebon City Civil Service Police Unit collaborate in handling vagrants and beggars. However, based on the results of the research survey has not been maximized in its application because there are many obstacles and challenges for them in handling this (Mambang & Harry, 2016). Not all vagrants and beggars want to undergo fostered programs from Social Services. Another factor is also the unavailability of halfway houses and rehabilitation centers for homeless and beggars due to lack of budget. In this case, the Government does not provide support for handling vagrants and beggars in Cirebon City (Nusanto, 2017).

Cirebon City Regional Regulation Number 13 of 2019 Article 19, concerning the Implementation of Public Order and Community Peace, is a form of effort carried out by the Regional Government to solve the social problems of vagrants and beggars in Cirebon City (Sari & Bakar, 2020). In the Regional Regulation of Cirebon City prohibits vagrants and beggars for disturbing public order, various ways are needed how they are no longer motivated to become vagrants and beggars. Therefore, the role of institutions that have the main task in handling vagrants and beggars is needed, namely the Social Service and the Civil Service Police Unit that can collaborate optimally so that this problem can be eradicated properly (Syahroni, 2017). One of them is to provide a way out for them, by providing educational guidance, expertise in certain fields so that they live properly in society and can realize their independence and inventiveness (Triana, Kristian, 2021).

Previous research (H. Bharoto & Angriawati, 2018) proved that the results of the research conducted were known that in the implementation of handling vagrants and beggars in Cirebon City, in fact, it was still not optimal, this was caused by several factors, including the unavailability of halfway houses or rehabilitation centers for handling vagrants and beggars. Lack of insufficient budget causes this. In addition, many vagrants and beggars do not have identities, after the screening is carried out by throwing dumps in border areas and it is considered less humane (Pratama, 2017).

Formulation of problems regarding pentahelix model collaboration in forming vagrant and beggar independence, how to implement pentahelix model collaboration in

forming vagrant and beggar independence. What are the obstacles in the implementation of handling vagrants and beggars (Zahara, 2022). What efforts are made in the collaboration of the pentahelix model in forming the independence of vagrants and beggars. The purpose of this study is to determine the collaboration of the pentahelix model in forming the independence of vagrants and beggars. To find out the obstacles in the implementation of handling vagrants and beggars. To find out the efforts in the pentahelix model collaboration in forming the independence of vagrants and beggars.

Research Methods

Based on the problems raised in this study, the type of research used uses a qualitative method approach. Qualitative methods descriptive the solution of the problem under study, describe the object and subject of research to get an accurate overall picture of the study. The data produced in qualitative research are sources of informants and the behavior of research subjects based on observations aimed at understanding the phenomena experienced. According to (Hanurawan, 2016), qualitative methods are systematic stages in conveying subjective meaning (meaning search) to research informants about an event that is the subject of scientific research.

This study focuses on the problem by using the theoretical concepts proposed by (Ansell & Gash, 2008) to see how Institutional Collaboration in the Independence of Vagrants and Beggars. In the collaborative governance process, according to the concept of Ansell and Gash theory is measured using 5 indicators, face to face dialogue, trust building, commitment to process, shared understanding, intermediate outcomes. To be able to discuss the five indicators of these stages, the source of information data obtained using the purposive method, it is considered to be able to know the problem under study. The data obtained in this study were sourced from literature, observation, interviews with informants, and documentation. There are 2 categories of informants. Key informants are people who know the problem, so as to provide accurate information about the problem under study. Meanwhile, supporting informants are people who can provide complementary or additional information needed in research. This research took key informants, namely the sub-coordinator for handling social problems of the Cirebon City Social Office and the Sub-Coordinator for Control and Operations of the Cirebon City Civil Service Unit. The supporting informants were vagrants and beggars as many as 3 people.

After all data or information is collected, data analysis is carried out using descriptive analysis, the stages used are as follows: 1) Reducing data, where researchers summarize and focus on important things. 2) Data presentation, qualitative research in the form of data presentation is carried out narratively. 3) Draw conclusions, after the data is processed then draw conclusions about the results of the research or its meaning. Data validity techniques in qualitative research by means of triangulation techniques. With triangulation techniques, researchers compare the data obtained as comparison material or checking the data obtained (Moelong L.J, 2007).

Results and Discussions

This research focuses on parties related to collaboration in handling vagrants and beggars. As material for data study, researchers obtain data that is used as data processing by conducting interviews with related parties, observation and documentation carried out during the research.

Researchers conducted a preliminary study with observation methods on vagrants and beggars on Jalan Cipto Mangunkusumo, Jalan Pemuda, and Jalan Dr. Sudarsono Kota Cirebon, then conducted observations and interviews to the Cirebon City Social Office by meeting staff handling social problems and to the Cirebon City Civil Service Police Unit by meeting with the Sub-Coordinator of Control and Operations of the Civil Service Unit. Based on the results of observations and observations made by researchers determined that Jalan Cipto Mangunkusumo, Jalan Pemuda, and Jalan Dr. Sudarsono were places to conduct research. There are many activities carried out by vagrants and beggars starting from morning to evening in this area to find coffers of money. Most of them are housewives and children who work on the streets to make a living.



Figure 1. Activities of vagrants and beggars



Figure 2. Activities of vagrants and beggars

Based on the research that has been done, information was obtained that the phenomenon of vagrants and beggars in Cirebon City is quite concerning. According to data from the Cirebon City Social Office, in 2023 there will be 64 vagrants and beggars. Those who have authority in handling vagrants and beggars are the City Civil Service Unit and the Cirebon City Social Service. This collaboration was carried out because of the same vision and mission and interests in handling vagrants and beggars in accordance with the Regional Regulation of Cirebon City Number 13 of 2009 Article 19 concerning the Implementation of Public Order and Peace. This was conveyed by informant 2 during the interview process,

"The Civil Service Unit, Social Services, and Health Office work together to handle vagrants and beggars in Cirebon City according to their respective tupoksi" (Interview, February 23, 2024)

The Cirebon City Social Office has a role to provide socialization and training that hones the skills of vagrants and beggars to be independent no longer dependent on others. Satpol PP Cirebon City acts in securing and capturing vagrants and beggars in Cirebon

City. The Cirebon City Health Office is in charge of conducting health checks for homeless people and beggars if needed. This is as explained by informant 1 as follows: "The process of implementing handling in Cirebon City, namely Satpol PP, regulates several roads, then if vagrants and beggars need treatment, we contact 119 for medical action, then if no medical action is needed, we contact the Social Service for guidance and data collection" (Interview, February 23, 2024)

Efforts have been made to reduce the number of vagrants and beggars as the duties and functions of each institution / agency have been carried out, in fact it has not provided optimal results. In this study, researchers to explore how collaboration is carried out. Based on the results of observations and interviews that have been carried out, Satpol PP Cirebon City in collaboration with the Cirebon City Social Office in terms of handling vagrants and beggars is not optimal enough. This is because each institution/agency lacks coordination, budget constraints, and vagrants and beggars who have participated in coaching and training return to become vagrants and beggars.

Regarding the problem of vagrants and beggars whose numbers continue to soar, the Cirebon City Social Office has made efforts to include vagrants and beggars to participate in rehabilitation at the provincial level. Where there is a program carried out with assistance in various skills and expertise for its fostered residents before returning to the community. With this skill, it is hoped that fosters can have a decent job and a better life.

However, the program carried out is not running optimally. Based on the results of the study, researchers concluded that the program was not running because not all were followed by vagrants and beggars, this was due to lack of desire to follow the program. In addition, for those who have participated in rehabilitation programs, vagrants and beggars choose to live on the streets because of laziness, want a good life instantly and there is no desire to change life for the better. This is also obtained from the results of interviews with informants.

Discussion

Social Services is a *leading sector* that has duties and authorities related to vagrants and beggars to form independence. In carrying out its duties and authorities, the Social Service collaborates between institutions, namely with the Civil Service Unit, the Health Office, and the Manpower Office. Meanwhile, the parties involved are non-government BINA Karya Cisarua West Bandung Social Rehabilitation Center and Pangudi Luhur Bekasi Ex-Homeless and Beggar Social Rehabilitation Center. Social Services, Civil Service Police Units, Health Offices and other parties. Cooperation between the Cirebon City government and non-Cirebon City governments involved in order to create governance from optimal implementation and create independence. However, the collaborative model in governance to realize the independence of vagrants and beggars in Cirebon City shows collaboration between institutions or agencies that make its implementation not optimal.

Facing the problem of vagrants and beggars in Cirebon City, raids and controls have been carried out regularly involving the Cirebon City Civil Service Police Unit and the Cirebon City Social Service. But until now it has not been completed. Everyone caught will continue their activities as before. To achieve reducing the number of vagrants and beggars and achieving independence for vagrants and beggars, one of the solutions carried out by Cirebon City is to develop a more holistic model, through collaborative cooperation using the concept of the pentahelix model. According to (Ansell & Gash, 2008) "*Collaborative governance is therefore a type of governance in which public and*

private actors work collectively in distinctive ways, using particular processes, to establish laws and rules for the provision of public goods"

Implementation of Pentahelix Model Collaboration in Forming the Independence of Vagrants and Beggars

Face to Face Dialogue

Face-to-face dialogue is very important to achieve meaning in conveying a message where a form of communication is carried out by two or more people where there is a speaker and listener who have equal opportunities. This is done because of the complementary nature between the parties involved. With face-to-face dialogue, trust is formed, mutual understanding and strong commitment. Face-to-face dialogue is conducted by all stakeholders to avoid misunderstandings. With face-to-face dialogue, decision making is consensus and responsible together.

The Cirebon Social Service and the Cirebon City Civil Service Police Unit jointly synergize in the process of regulating and fostering vagrants and beggars in Cirebon City. The Cirebon City Social Office and Satpol PP Cirebon City carried out indirect communication before going to the field.

Based on data analysis, the relevant parties have made communication efforts although not face-to-face. Thus, it can be concluded that the face-to-face process between the Cirebon City Civil Service Police Unit and the Cirebon City Social Service has been carried out but has not been optimal enough.

The collaboration of the pentahelix model carried out in the process of face-to-face dialogue requires good communication if all parties involved meet in a forum so that there is no misunderstanding. There needs to be communication between the Cirebon City Social Office and the Cirebon City Civil Service Police Unit regularly. The local government also held meetings with academics to discuss research, technology development, and community skills, meetings with business actors to assist in employment, meetings with communities to assist in creating micro, small and medium enterprises, and meetings with the mass media in encouraging socialization to the community.

Trust Building

One indicator in *collaborative governance* is the trust of each party or related institution in achieving goals. In building trust, the Cirebon City Civil Service Police Unit carried out data collection of vagrants and beggars. Then the preparation of minutes related to networking which then the data is reported to the Cirebon City Social Office. Based on this, institutions have made efforts to build trust in the crackdown on vagrants and beggars.

Building trust with the collaboration of the pentahelix model requires efforts made by various parties. The Cirebon City Civil Service Police Unit has regulated homeless people and those in Cirebon City. Control is carried out at several strategic points in Cirebon City. Satpol PP Cirebon City and the Cirebon City Social Office need to collaborate, synergize and also show synergy in fostering vagrants and beggars in Cirebon City. The Cirebon City Social Office as the party with the authority in coaching needs to believe that the Satpol PP Cirebon City has synergy and works earnestly in fostering vagrants and beggars in Cirebon City and vice versa. In addition, academics, business actors, communities, and the media also need to be involved.

Commitment to Process

Commitment is an agreement taken in achieving an expected vision. To achieve collaborative activities, there needs to be initiatives from various parties. Commitment in

the process is carried out by mutual recognition, ownership of the process, and benefits with the collaborative process carried out.

Beggars and vagrants who roam the Cirebon City area and are caught in the control will be secured by the Cirebon City Civil Service Police Unit will be taken to the office. There is no MoU or agreement in cooperating in these activities. There is no agreement or MoU between vagrants and beggars and related agencies. After being secured, vagrants and beggars then followed guidance by the Cirebon City Social Office. And then it was returned to his family.

The interview process is carried out with related parties in carrying out *commitment to process* (commitment to process) has been made. Based on this, it was concluded that the commitment from Satpol PP Cirebon City and the Cirebon City Social Office was carried out in accordance with the *tupoksinya* from related agencies.

Commitment to the process in the pentahelix model collaboration can be implemented with the Cirebon City Social Office by fostering skills for vagrants and beggars. After participating in the coaching will be released and it needs to be ensured that it does not return to the streets. This is because they have been equipped with abilities or skills that they can use in the future by collaborating with academics and the community. They can cooperate between business actors in building businesses and mass media as support for information dissemination.

Shared Understanding

Shared understanding in activities or activities is a shared responsibility, it is necessary to identify problems to have a common understanding between the parties involved and realize the value that is the basis of the activities carried out together. Satpol PP Cirebon City has carried out joint understanding efforts in regulating vagrants and beggars in Cirebon City. Where Satpol PP Cirebon City carries out a vision and mission to realize the realization of free vagrants and beggars.

This problem needs special attention from the Cirebon City Government and should not be half-hearted in handling it. Often the vagrants and beggars who are netted have no identity at all. And when the coaching has been done, it still goes to the road again. Control of vagrants and beggars in Cirebon City must be carried out and pursued because if this is left unchecked, the number of vagrants and beggars in Cirebon City will continue to grow. In addition, these vagrants and beggars will come from various regions so that it will be difficult to be orderly and above, of course, this can also cause less conducive public order because of their existence. This guidance is very necessary so that when homeless people and beggars who have received guidance from the Cirebon City Social Office then release and do not repeat their actions, so that they have the skills and abilities that can be used in finding sources of income to meet their daily lives.

The results of interviews conducted with related parties, *Shared Understanding* (mutual understanding) in vagrants and beggars in Cirebon City has been carried out in accordance with the responsibilities of related parties. This is an effort for a city free from vagrants and beggars. The Cirebon City Social Office has tried to prevent vagrants and beggars from jumping into the road again. Based on this, it is concluded that mutual understanding has been implemented for the same optimal purpose.

Shared understanding with the collaboration of the pentahelix model is carried out by understanding the duties and functions of local governments, business actors, academics, communities and mass media in order to realize a Cirebon City environment free from vagrants and beggars.

Intermediate Outcomes

Collaboration will run well if there is a process of trust and commitment. At this time Cirebon City there are still many vagrants and beggars roaming in Cirebon City. During the month of Ramadan and other Islamic religious moments, there are often many immigrants who become vagrants and beggars in the city of Cirebon. On weekdays, too, vagrants and beggars often visit crowded shops and places. The control process by Satpol PP Cirebon City is not optimal enough, but it must be routinely carried out roaming the streets and around the Cirebon City area. There needs to be support from various parties so that the expected results can be realized.

Inhibiting Factors of Government Collaboration in Building the Independence of Homeless and Beggars in Cirebon City

The implementation of collaborative activities that are carried out is not always smooth, of course, often experience obstacles faced. The collaboration that has been carried out by the Cirebon City Civil Service Police Unit, the Cirebon City Social Service, and the Health Office is not running smoothly, so it is necessary to evaluate in order to advance the same vision and mission. After carrying out the interview process, and documentation found obstacles that became inhibiting factors in the success of creating independent vagrants and beggars such as no shelter and guidance for vagrants and special beggars in Cirebon City. In the implementation of the shelter for vagrants and beggars carried out by the Cirebon City Social Office, they are only collected to the shelter to be given directions. After that they will be released again to be returned to the families of vagrants and beggars. Meanwhile, in providing mental coaching and skills, there is no place or location in the city of Cirebon.

Another factor is the lack of budget in regulating and fostering vagrants and beggars in Cirebon City. The Cirebon City Civil Service Police Unit and the Cirebon City Social Service in this case face obstacles such as budgets in operational costs and facilities implemented in the control of vagrants and beggars. The Cirebon City Social Office has limited budget constraints in carrying out guidance to vagrants and beggars in Cirebon City.

Efforts in Establishing the Independence of Homeless and Beggars in Cirebon City

The pentahelix model can be used in realizing the independence of vagrants and beggars by regulating cooperation and synergy between the government, companies, society, academics, and the media. Each *stakeholder* has a different role in realizing independence for vagrants and beggars.

Local governments, as policymakers, have an important role in forming independence for vagrants and beggars. The government can make regulations and policies that help homeless people and beggars, such as making regulations that help the development of micro and small enterprises (MSMEs) by providing grants derived from the APBD, providing economic support to the community, developing infrastructure and facilities needed by homeless people and beggars such as creating shelters or halfway houses and developing food systems.

Companies or business actors, have a role in realizing independence for vagrants and beggars. Companies can help drive the regional economy by becoming business actors, creating job vacancies for vagrants and beggars helping in the development of micro and small enterprises (MSMEs).

Communities, having a role in assisting in the development of micro and small enterprises (MSMEs), help develop proficiency and skills such as Education and training

programs. Communities can optimize the potential of wealth in the local area through community empowerment.

Academic, has a role in helping to develop vagrants and beggars have expertise by conducting research, technology development, and community skills. Academics form a knowledge-based society, training and coaching to vagrants and beggars by referring to curricula designed by experts.

The media, has a role in disseminating messages to the public not to underestimate the eyes of vagrants and beggars, promoting products produced by vagrants and beggars, and mass media is also a connecting link between the government and the community.

The pattern of handling vagrants and beggars with the pentahelix model is carried out as an effort to no longer arise social problems that exist in society. In its implementation, it is difficult to overcome by Satpol PP in carrying out repressive actions carried out by raiding and the Social Service is authorized to coach. There needs to be cooperation from various parties to make it happen.

Based on the research that has been done, it is hoped that the results of this research and discussion can have implications for the development of institutional collaboration. There will be many people eliminated who cause unemployment because of so fierce competition in the world of work. In line with population growth that increases every year, the unemployment rate will also continue to increase. Efforts to survive will continue to be tried, including those who are marginalized by venturing into the informal sector, such as vagrants and beggars. This is because they on average lack sufficient skills and knowledge. So the government needs to make efforts to overcome these problems.

Conclusion

The implementation of collaboration in handling vagrants and beggars in Cirebon City between institutions of the Cirebon City Social Office and the Cirebon City Civil Service Police Unit in handling vagrants and beggars in Cirebon City is less than optimal. There are inhibiting and pulling factors in handling vagrants and beggars, namely the absence of shelter and guidance for vagrants and beggars in Cirebon City, lack of financial support budget for the regulation and development of vagrants and beggars in Cirebon City. To realize the independence of vagrants and beggars, there needs to be a pentahelix model, the role applied in the pentahelix model is that the Government plays a very important role in realizing independence for vagrants and beggars in terms of regulations and policies, the Company has a role in opening job vacancies for vagrants and beggars, the community has a role in helping to develop micro and small enterprises (MSMEs), Academics have a role in helping to develop The ability of vagrants and beggars, the media has a role in disseminating messages to the community.

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