

The Policy Implementation of Street Children's Handling in Serang City, Banten Province

Titi Stiawati^{1*}, Ika Arinia Indriyany²

¹Public Administration Department, Universitas Sultan Ageng Tirtayasa

²Government Department, Universitas Sultan Ageng Tirtayasa

*Correspondence Email: titistiawati11@gmail.com

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Abstract: *This research is directed to know, understand and describe the actual situation in the field in detail and actual about the standards and objectives of policy implementation in handling street children in Serang City Banten Province. Therefore, the research method used in this study is qualitative methods. This research shows that every activity carried out by the government has a legal basis for reference in acting. In addition, the existence of a legal basis shows the existence legitimacy of the community to the government to carry out its functions as government administrators. The purpose of a legal basis in government activities is to prevent deviant actions that can harm the community. So the Serang City Regional Regulation Number 2 of 2010 is the basis for the Serang City Government in implementing the handling of street children in Serang City. However, the standards and targets of policy implementation are not yet appropriate because the regulations only regulate children, in general, do not explicitly regulate the handling of street children.*

Keywords: *Street Children, Policy implementation, Street children's handling, Policy Standards and targets*

Introduction

This study aims to see the implementation of the policy of handling street children in the city of Serang using the Van Meter and Van Horn theory. The leading indicators used are standard policy indicators and policy targets. This research is essential because, as for people with social welfare problems, the handling of street children has never been entirely resolved. As a result, the number of street children is increasing from year to year. Serang city government policies already exist, meaning that the government's initial commitment has

been seen regarding the handling of street children. But unfortunately, this policy has not been appropriately implemented.

Street children are part of the less fortunate society who experience difficulties in psychosocial, emotional, and intellectual development aspects. Not infrequently, they also have to find it difficult to survive from day to day (Lucas, 2022). They are also one of the public problems related to social welfare policies (Ronawaty, 2011). So local governments and families are required to deal with the problems of street children that often arise (Taib et al., 2022). Street

children often cause unrest in the community. They also disturb the peace and order and the beauty of the city. Sometimes, street children trouble residents in Serang City with their existence, which is scattered in Serang City. It can be seen that many of them are school-aged but did not go to school, and these street children look busy in the morning, afternoon, and evening at red light intersections and protocol streets of Serang City. Moreover, these street children do many activities, such as singing, which often disturbs residents, both passing and driving. They often even force people to give them money through threats. Street children also sometimes commit sexual harassment through actions or words (Abbink & Van Kessel, 2005; Ayaya et al., n.d.; Tadesse et al., n.d.; Wolf, 2011).

Street children have special needs and spend part of their time working on the streets and in the center of the crowd (Andari, 2016). The existence of street children can be found in such places as crossroads, roadsides, terminals, train stations, markets, urban centers, and public places (Ramadhan, 2014). The activities they do also vary from polishing

shoes, busking, parking attendants, coolies at the market, scavengers to begging (Rizzana et al., 2013). Furthermore, the United Nations International Children's Emergency Fund (UNICEF) is an institution under the auspices of the United Nations (UN) providing limits that street children are children aged under 16 years who have separated themselves from their families, schools, and communities, and life on the highway.

Street children are one of the public problems related to social welfare policies. So local governments are required to deal with the problems of street children that often arise and cause unrest in the community that disturbs the peace and order and the beauty of the city. As a result, policies for dealing with street children necessitate concerted efforts on the part of the government, both central and local.

Based on the Serang City Social Service published data, the number of street children from 2016 to 2019 increased significantly. The number of street children is spread over six sub-districts in Serang City; this can be seen in detail in the following table:

Table 1 Data on the Number of Street Children in Serang City 2016-2019

No	District	Years			
		2016	2017	2018	2019
1	Serang	78	101	124	143
2	Cipocok Jaya	3	3	21	27
3	Taktakan	29	29	15	15
4	Curug	0	2	0	2
5	Walantaka	3	0	6	6
6	Kasemen	0	0	0	0
	Total	113	135	166	193

Source: Updating data on the results of the Reunification of Street Children, Serang City Social Service

Based on the reunification of street children by the Serang City Social Service (2019), the table shows that the number of street children has increased since 2016 -2019, and the highest distribution is in Serang District, where in 2019 it reached 143 children. Meanwhile, the minor distribution is in Kasemen District, with as many as zero children.

Furthermore, to examine the implementation of policies for handling street children in Serang City, this study was studied from the standard dimensions and policy objectives set by the Serang City Government. These standards and targets must always be clearly stated in every program (Van Meter & Van Horn, 1975). Without clear standards and policy objectives, policy implementation will not be measurable (Dunn, 2000). The impact on the implementation of policies that are not optimally carried out by local government's standards and targets is basically what the program or policy is trying to achieve, whether accurate or not, both short-term and medium-term or long-term (Dwiyanto, 2009; Edi, 2011; Samodra, 1994).

The clarity and objectives of the policy can be explicitly seen at the end of the program. The success or failure of the policy or program can be known (Solichin, 2012; Widodo, 2013). According to Pressman and Wildavsky (Van Meter & Van Horn, 1975), *"Implementation in a regulation cannot be successful or without a goal against which to judge."* This program guideline explains its criteria for the benefit of evaluation activities in a policy.

According to theories (Van Meter & Van Horn, 1975), several problem cases can be studied from the phenomenon of street children in Serang City. One of them is the existence of Serang City Regional Regulation No. 2 of 2010 concerning the Prevention, Eradication, and Management of Community Diseases. The regulation also covers the alleviation of street children. The regulation has been in existence for almost ten years. If conceptualized in Van Meter and Van Horn's theory, the existence of "policy standards and objectives" can be tested. However, the regulation means the standards and policy objectives are not contained properly, making it difficult for implementers to implement a policy product.

Policy standards and objectives, also known as policy measures and objectives, are the results of policy implementation and can be seen in the success of policy measures and objectives that are realistic with the socio-cultural conditions that exist at the policy implementing level. However, it will not be easy to realize when the size and policy objectives are too ideal or in a utopian situation.

Method

The research method used in this study is qualitative research methods (Creswell & Creswell, 2018), and the purpose of this research is to know, understand, and describe the actual situation in the field in detail and to know about the standards and objectives of policy implementation in handling street children in Serang City, Banten Province. Qualitative research was chosen because

this method can explain the research phenomenon in depth by considering the viewpoints and perspectives of each informant to obtain a complete picture of the phenomenon being studied (Creswell & Creswell, 2018).

While the approach used is a case study approach (Creswell & Creswell, 2018). The case being investigated is the case of handling street children, which still leaves severe problems due to the lack of government commitment to solve this problem. The case study was chosen as the approach. After all, it is considered the most appropriate approach because the case of handling street children in Serang City is different from other cities. After all, it requires a holistic approach covering social, religious, and cultural aspects. Serang City itself is a city with a high religious level. so that religious values are considered to affect the policy implementation process, although indirectly.

The informants in this study were taken from the internal elements of the Serang City Government and elements directly involved in the handling of street children. The informants in question are people who are directly competing with the data sought, both in terms of ideas and involvement in the implementation of policies for handling street children in Serang City, Banten Province. They have been involved since the beginning of the implementation process. Policies for handling street children in the city of Serang, Banten Province. At this stage, the informants taken were the Head of the Section for the Child and Elderly Rehabilitation Program of the Serang City

Social Service, the Serang City Civil Service Police Unit, and the community.

Result and Discussion

Policy standards and objectives must be clear and measurable. With these provisions, the goal can be realized. Standards and policy objectives have a close relationship with the disposition of the implementers. Therefore, the disposition of the implementers towards the standards and policy objectives also needs to be considered. Implementors may fail to implement policies because they refuse or do not understand the objectives of a policy. Standards and policy targets for handling street children in Serang City, which the Serang City Government regulates, are broadly regulated in Serang City Regional Regulation No. 2 of 2010 concerning the prevention, eradication, and control of community diseases. One of the diseases of a society regulated in the Regional Regulation regulates the handling of street children in Serang City. In general, this regulatory policy addresses all issues concerning social disease problems among the people of Serang City.

Policy Standards

Serang City Regional Regulation No. 2 of 2010 concerning the Prevention, Eradication, and Management of Community Diseases. Furthermore, it aims to create order in society through guarantees of legal certainty by prohibiting activities that fall into the category of community disease. According to Regional Regulation No. 2 of 2010 Article, 40 street children spend part of their time working or living on the streets and public places, such as public roads,

terminals, markets, stations, and city parks.

The classification of community diseases according to the Serang City Regional Regulation Number 2 of 2010 Article 3 Paragraph 1 and Paragraph 2 Point (e), namely:

1. The classification of community diseases as regulated in this regional regulation includes all forms of actions, actions, or behavior that are unpleasant and disturbing to the community and violate the values of religious teachings and moral norms.
2. Community diseases, as referred to in paragraph (1), point (e), are street children.

From the classification of community diseases according to the Serang City Regional Regulation No. 2 of 2010, the focus of the study was examined on points related to street children. Therefore, this case is related to the standards and targets of policy implementation in handling street children in Serang City, Banten Province. According to the regulation, street children spend part of their time working or living on the streets and public places, such as public roads, terminals, markets, stations, and city parks (Local Regulation of Serang City No. 2 of 2010 Article 1 Verse 40).

The following statement was conveyed by the informant HN (Head of the Child and Elderly Rehabilitation Program Section of the Serang City Social Service):

"Local Regulations No. 2 of 2010 do not specifically regulate only street

children but regulate the handling of prevention, eradication, and control of community diseases where one of the handlings is related to street children. However, the regulation has not been fully implemented, which is not optimal. We admit that they are still present at every red light in Serang City, like street children. Then, we admit that the halfway house, which is currently rented behind the Banten Provincial Library, has not been used for full rehabilitation. However, only temporary shelters for street children were raided, and the data was recorded there. This phenomenon shows that there are no adequate training shelter facilities. The shelter is important as a place for counseling and coaching for people with social welfare problems such as street children. "

Based on the above statement, Regional Regulation No. 2 of 2010 is not specified and only regulates street children's handling. However, it is still generally included in the management of community diseases. The impact of the non-specific regulation of street children is that the handling of street children is still carried out in general. Therefore, the problem of street children cannot be solved explicitly by touching the case that is the target of the policy. The government admits that it is still challenging to implement the policy of the regional regulation. First, some of the challenges found in implementing policies related to street children include the increasing number of street children every year in the city of Serang, which is not accompanied by an awareness of regional apparatus organizations who consider the problem of street children an important issue. Second, the lack of

commitment from the government, which is reflected in regulations related to street children, which are still general and do not specifically regulate their problems. Third, this is made worse by people who still often give money to street children, either because these people are threatened or because they are consciously willing to give money.

Policy Objectives

One of the objectives of the issuance of the Regional Regulation is to create a sense of security, comfort, and peace in the City of Serang. Therefore, the actions of community diseases in the City of Serang require rules regarding guidance, supervision, and control, prohibition, and prosecution of community diseases in order to avoid interference or negative impact on society.

The number of street children on every red light in Serang City is staggering. However, unfortunately, the vision of handling street children has not yet emerged with certainty in handling street children in the regional regulations, just like the halfway house, which is currently rented out but has not functioned correctly for the complete rehabilitation of street children. However, it was only a temporary shelter for street children when the raids were finished, and then the temporary data was recorded. So it has not functioned adequately as a place for counseling and street children.

The following view is from the Civil Service Police Unit (Satpol PP) elements related to the standards and policy targets regulated in implementing

policies for handling street children regulated in Regional Regulation Number 2 of 2010. The implementation of policies that are actions taken by the government are directed at achieving the objectives outlined in the policy decisions. Likewise, with the contents of Serang City Regional Regulation No. 2 of 2010 concerning Prevention, Eradication, and Management of Community Diseases, which regulates the handling of street children. As stated by ML (the Chief of Civil Service Police Unit):

"... this is how it is related to street children. In implementing the regional regulations, especially the Satpol PP, we made the team. The decree was directly from the mayor, and we were ordered to execute. This public disease problem is not only affecting street children, including beggars and homeless people. Then we give the results of the raid to the Serang City Social Service Office as a guide. Because we are also controlling street children in collaboration with the Serang City Social Service. "

From this statement, it is known that there are standards and targets for implementing the regulation in the prevention, eradication, and control of street children. Furthermore, it can be seen from the collaboration between the Social Service Office of Serang City and the Serang City Civil Service Police Unit in handling street children in Serang City. Therefore, although policy directions still come from the top level of government, a collaboration between local governments is believed to be the best step to encourage policies for handling street children.

Informants from the community's perspective on the standards and targets for implementing policies for handling street children in the center of the Serang City environment have seen them as incomplete until now. This statement is based on the fact that it is still visible in the city center, such as at a red light, where there are still street children hanging around doing their activities. This statement was made by the informant ZN (60 years old), a resident of Pisang Mas, Cipare Village, Serang City:

"The government is not responsive to us. That is why there are many unemployed people and beggars. The problem is that most of us are people. People do not have them. So, actually, the government should be responsive to the disadvantaged people. "

Based on this statement, the Serang City Government has not been able to respond to the welfare of its people because, in Serang City, there are still many unemployed people whom the Serang City Government must resolve.

Every policy has a target to be achieved and achieved. As for what the researcher wants to explain, the target of policy is how much change society wants to achieve through policy implementation. Because every change will want a better direction and the expectations of the government and society will expect changes for the better. However, the objectives of implementing the Regional Regulation cannot be carried out optimally because there are obstacles that must be immediately corrected by the Serang City Government so that changes that occur after the Regional Regulation is implemented are the creation of comfort, security, and order in

the City of Serang. The following is a statement from informant NN (42 years old), a resident of Ciceri, Serang City, whose job is as a housewife.

"Government regulations should be implemented more firmly. If possible, their implementation should be further improved. We think there are still many street children singing and begging at red lights."

Every society expects it in terms of comfort and public order. However, we also have to look at the situation around us; the Serang City government has not resolved many social problems because there are still street children in Serang City Center, such as at a red light. The following is a further statement submitted by informant Mrs. NN (42 years):

"... It is also disturbing that there are street children who hang around and hang around at every red light that stops. It is alarming, but if he has been banned, it is a pity. If he is an incompetent person, what will he do? We still give money to street children when they sing or beg. However, we first saw that we would give it up if it was tough to eat or go to school. We will be honest. We also choose people to give the money to. "

The same condition was also expressed by the informant, Mrs. ST (30 years old), whose occupation is a housewife and who is at the same time a resident of Sumur Pecung, Serang City:

"If it is me... Even though it is small, Alhamdulillah gives one thousand and two thousand at a red light, even though we are not always seen as a person who does not have the heart. Even though the person looks healthy, we still love it. After

is used as a basis for reference in acting. In addition, the existence of a legal basis shows the legitimacy of the community towards the government in carrying out its functions as government administrators. The purpose of a legal basis in government activities is to prevent deviant actions that can harm the community. So the Serang City Regional Regulation Number 2 of 2010 is the basis for the Serang City Government in implementing the handling of street children in Serang City.

Referring to the concept we use, it is unclear what the program or policy achieves. Therefore, the clarity and targets of policies that are not too clear can be explicitly seen, so that the success of the programs implemented by the Serang City Government cannot be seen.

Conclusion

The problem of street children seems to have to continue to be studied, and the root of the problem found so that the handling can be done correctly and thoroughly. The Serang City government has also carried out many programs for handling street children in preventive, curative, and rehabilitative ways. At the beginning of the issuance of the Serang City Regional Regulation No. 2 of 2010, it was hoped that people with social welfare problems, especially street children in Serang City, could be appropriately handled. However, the facts on the ground are that there are still many street children and they are mushrooming in the center of Serang City, such as at the Kebon Jahe Red Light, Pisang Mas, Sumur Pecung, and Ciceri.

Furthermore, referring to the view of policy theory, every activity carried out

by the government has a legal basis that is used for reference in acting. In addition, the existence of a legal basis shows the legitimacy of the community towards the government in carrying out its functions as government administrators. The purpose of a legal basis in government activities is to prevent deviant actions that can harm the community. So the Serang City Regional Regulation Number 2 of 2010 is the basis for the Serang City Government in implementing the handling of street children in Serang City.

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