

## Penta Helix Collaboration in Efforts to Prevent Child Abuse Cases in the City of Surabaya

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### ABSTRACT

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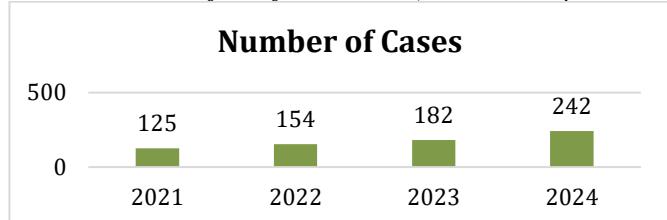
*Child Abuse, Collaboration, Prevention, Penta Helix.*

Violence against children remains a critical issue in Indonesia, including in Surabaya, which, despite being awarded the title of World Child-Friendly City in 2024, continues to experience a yearly increase in reported cases. The main challenge lies in the weak cross-sectoral synergy in prevention efforts, highlighting the need for a collaborative approach. This study aims to analyze the implementation of the Penta Helix model in preventing child violence in Surabaya by involving five key actors: government, academia, business, community, and media. The research employed a qualitative descriptive method with a case study design. Subjects were selected through purposive sampling, including DP3APPKB Surabaya City, 17 August 1945 University Surabaya, PT Jasa Marga Surabaya-Mojokerto, the Surabaya Children's Forum, and Suara Surabaya Media. Data were collected through in-depth interviews, observation, and documentation, validated using triangulation, and analyzed using the Miles, Huberman, and Saldana interactive model. The findings reveal that the government acts as regulator and coordinator, academia contributes through research, education, and community service, business supports through capital assistance and CSR, the community especially the Surabaya Children's Forum actively engages in programs and campaigns, while the media disseminates information and provides public interaction space. The study concludes that Penta Helix collaboration contributes significantly to child violence prevention, although stronger coordination, expanded networks, and program sustainability remain necessary. The study implies that reinforcing cross-sectoral collaboration is essential to achieve more effective and sustainable child protection.

### INTRODUCTION

Children are the future generation of the nation who have the right to grow and develop optimally, and therefore need protection from all forms of violence. However, the phenomenon of violence against children in Indonesia still shows an alarming trend. Based on SIMFONI-PPA data (2024), there were 19,628 cases of child abuse in Indonesia throughout 2024, a significant increase compared to previous years. In East Java alone, there were 1,489 cases, with the majority of victims being girls, totaling 1,147 cases. This figure reflects that the issue of violence against children has not been fully addressed despite the existence of various regulations and policies on child protection at the national and regional levels.

The city of Surabaya, as one of Indonesia's major cities and recipient of UNICEF's World Child-Friendly City award in 2024, faces a contradictory situation. Behind this achievement, the number of cases of violence against children has actually continued to increase over the past four years, according to data from the Surabaya City PPA UPTD, as shown in picture 1:



**Picture 1.** Number of Child Abuse Cases in Surabaya City  
Source: UPTD PPA, 2024.

The data in picture 1 shows that cases of child abuse in Surabaya continued to increase from 2021 to 2024. This situation confirms that even though Surabaya has been named a World Child Friendly City, existing protection efforts have not been fully effective in reducing the number of violence cases. The increase in cases is influenced by various factors, including the persistence of patriarchal culture, low awareness among the public and perpetrators of the impact of violence, the aggressive nature of perpetrators, the influence of technology and social media, and weak awareness of legal aspects (Elaine, 2024).

Efforts to prevent and address violence against children in Surabaya have involved various programs, such as public education, anti-violence campaigns, and integrated services through DP3APPKB. However, previous research (Rahmawati & Hertati, 2023) shows that cross-sector collaboration still faces obstacles, particularly in terms of the sustainability of cooperation, suboptimal private sector involvement, and unstructured communication between actors. This highlights the gap between normative policies and collaborative practices in the field. In this context, the concept of collaborative governance is relevant to understand, namely a style of governance that actively involves stakeholders outside the government through agreements and joint discussions in the public decision-making process (Ansell & Gash, 2008).

The Penta Helix model is one concrete form of collaborative governance because it emphasizes collaboration between five main elements, namely government, academia, business, community, and media (Tukiman & Hertati, 2023). This concept stems from the Triple Helix theory proposed by Etzkowitz and Leydesdorff in 1997, which highlighted the importance of collaboration between universities, industry, and government. This theory was later developed into the Quadruple Helix through Lindberg's contribution in 2014, adding the community element as part of the development actors. This concept was further refined into the Penta Helix model, which incorporates media as a strategic element in driving social innovation and sustainable development.

Based on this, this study focuses on the question: How does Penta Helix collaboration work in preventing child abuse cases in Surabaya? The purpose of this study is to analyze the application of Penta Helix collaboration in preventing child abuse cases in Surabaya. Scientifically, this study is expected to enrich the literature on the implementation of the Penta Helix model on child protection issues and offer a practical perspective for local governments and stakeholders in formulating more effective and sustainable strategies for preventing child abuse cases.

## RESEARCH METHOD

This study uses a descriptive qualitative method with case studies to understand the application of Penta Helix collaboration in the prevention of child abuse in the city of Surabaya. The research subjects were determined using purposive sampling, including government representatives (DP3APPKB Surabaya City), academics (17 Agustus 1945 University Surabaya), the business sector (PT. Jasa Marga Surabaya-Mojokerto), the community (Surabaya Children's Forum), and the media (Suara Surabaya Media). Data were collected through in-depth interviews, observation, and documentation, then validated using source, technique, and time triangulation. Data analysis was conducted using the interactive model of Miles, Huberman, and Saldana, which included data collection, condensation, presentation, and conclusion drawing to determine and analyze the application of Penta Helix collaboration in efforts to prevent cases of violence against children in Surabaya City.

## RESULT AND DISCUSSION

In this section, the author will explain and describe the results and discussion of research on Penta Helix collaboration in efforts to prevent child abuse cases in the city of Surabaya. To determine how and to what extent Penta Helix collaboration is involved in efforts to prevent child abuse cases in Surabaya, this study refers to the research focus (Tukiman & Hertati, 2023), which has five elements in the Penta Helix model, namely (1) Academics (2) Business (3) Government (4) Community (5) Media.

### 1. Academic

The role of academics in the Penta Helix collaboration in Surabaya has proven to be significant through the contributions of the Faculty of Psychology at the University of 17 Agustus 1945 Surabaya. Since 2023, their involvement has been formalized in an MoU with the Surabaya City DP3A PPKB. Academics not only play a role in technical aspects such as education and socialization, but also provide research-based input, field assistance, and community service involving

lecturers and students. This makes academics strategic partners of the government in designing and implementing child protection programs.

The main contribution of academics is evident in the educational programs initiated by DP3APPKB, such as the Great Parents School (SOTH) and PUSPAGA Instagram Live. Lecturers serve as resource persons with material on mental health, positive parenting, and family communication, while students participate as community service. Field observations show that the material is delivered interactively, both face-to-face and online, and participants show enthusiasm by asking questions and engaging in discussions.



**Picture 2.** Implementation of the SOTH Program by Lecturers and Students of the University of 17 Agustus 1945 Surabaya

Picture 2 shows that the implementation of the SOTH program involved lecturers as presenters and students as activity assistants. Participants actively interacted with the speakers through discussion and question-and-answer sessions. This shows that educational forums can be an effective means of improving parents' capacity to prevent child abuse.

The significance of this finding is the integration between science and the needs of society. Academics not only transfer knowledge but also implement research results directly through educational forums that reach the wider community, both in face-to-face spaces and digital media. Thus, the presence of academics strengthens the capacity of the community, especially parents, as the front line in preventing violence against children.

This finding is in line with the Penta Helix theory, which positions academics as developers of human resources through the application of science (Tukiman & Hertati, 2023). The results of this study also reinforce the findings (Mukhaiyarah et al., 2023) regarding the success of PUSPAGA Surabaya, where the involvement of academics is an important supporting factor in the effectiveness of educational and counseling services. This confirms that the role of universities cannot be separated from the success of child protection programs at the regional level.

Based on these findings, researchers argue that academic involvement has long-term strategic value, both in strengthening government programs and in improving community

capacity in a sustainable manner. However, this role is still focused on certain faculties, opening up opportunities for expanded interdisciplinary and inter-university collaboration. By expanding its network, Penta Helix collaboration in Surabaya can become more innovative and sustainable in its efforts to prevent violence against children.

## 2. Business

Research findings show that the business sector, particularly PT Jasa Marga Surabaya Mojokerto, plays a significant role in preventing child abuse through financial support and Corporate Social Responsibility (CSR) programs. The assistance provided includes small business carts, school supplies, basic necessities, and household appliances distributed to vulnerable families, including residents living under the Kampung 1001 Malam bridge. This assistance is adaptive in nature as it is tailored to the needs of the target community.



**Picture 3.** Handover of capital assistance by PT Jasa Marga Surabaya Mojokerto to children in Surabaya City.

Picture 3 shows the process of distributing CSR assistance directly to vulnerable families in the Surabaya area. Field documentation shows the active involvement of company representatives together with DP3APPKB in distributing business equipment, school supplies, and basic necessities. This confirms that the contribution of the business sector is not just a formality, but is manifested in the form of concrete actions that target the affected communities.

Analysis of these findings shows that the support provided by the business sector is not only in the form of financial assistance, but is also aimed at strengthening family resilience. The fragile economic condition of families often triggers the potential for child abuse in the form of neglect, exploitation, and dropping out of school. With capital assistance and the fulfillment of basic needs, families have access to better economic and educational facilities so that the risk of violence can be reduced.

The connection with previous studies shows similarities with research (Dinasty et al., 2025) in Banyuwangi, which confirms the contribution of CSR in handling pedophilia cases, and is relevant to the Penta Helix model that places the business sector as a collaborative actor (Tukiman & Hertati, 2023). However, the results of the study in Surabaya show a novelty, namely a more concrete, applicable, and measurable form of business contribution because it directly targets vulnerable families around the company's working area.

In terms of argumentation, this study confirms that business involvement in the form of CSR is not limited to ceremonial activities but is present as a strategic partner of the government in addressing social issues. The cooperation mechanism with DP3APPKB ensures that CSR programs are

more targeted, as the government has data on vulnerable families and areas prone to child abuse.

Academically, these findings contribute to the development of the Penta Helix model in the field of child protection, particularly in strengthening the role of the business sector. The novelty of this research lies in its detailed explanation of the role of CSR as an instrument that not only provides financial assistance but also forms part of a strategy to prevent child abuse by strengthening family resilience. Thus, this research reinforces the argument that CSR can serve a dual function as a form of social responsibility and a preventive measure that supports child protection.

## 3. Government

The Surabaya City Government, through DP3APPKB, plays a central role in preventing violence against children with authority in the fields of law and public policy. The main regulation that serves as the basis is Mayor Regulation Number 62 of 2024 concerning Procedures and Mechanisms for Providing Special Protection to Children. This regulation was drafted with technical support from DP3APPKB, which formulated policies and provided data on cases of child abuse. With this basis, the government ensures that there are clear legal guidelines for implementing child protection programs in Surabaya.

In addition to regulations, the government also runs preventive programs that directly target the community. Through Family Learning Center, for example, in a parenting webinar program. Meanwhile, the Youth Dynamics Socialization program in schools provides an understanding of children's rights while encouraging positive behavior among teenagers. These efforts show that the government does not merely function as a regulator but also as a direct implementer in strengthening family and community resilience.

In the context of collaboration, DP3APPKB acts as the leading sector that coordinates other actors in the Penta Helix model: academics, businesses, communities, and the media. Coordination is carried out through formal mechanisms such as Memorandum of Understanding, proposals, and official letters, but is also carried out flexibly through informal communication, face-to-face meetings, and social media. This pattern allows programs to run adaptively according to field needs. However, the coordination that has been established is still limited, generally involving only two or three actors, so it does not yet fully reflect the ideal Penta Helix collaboration.

These findings confirm that the government has a dual function, namely as a regulator and coordinator. However, the sectoral nature of the collaboration indicates limitations in addressing the complexity of child protection issues. A more inclusive coordination strategy is needed so that cross-actor involvement is not partial, but comprehensive and sustainable. Thus, program effectiveness can be optimized and have a broader impact.

The results of this study are in line with the theory of collaborative governance (Ansell & Gash, 2008), which emphasizes the role of government as a facilitator of multi-actor collaboration, as well as the Penta Helix concept, which places the government as the main driver of social development. This also reinforces the findings of (Mukhaiyarah et al., 2023) regarding the importance of the government's role in driving PUSPAGA Surabaya, as well as the study by (Dinasty et al., 2025) in Banyuwangi, which emphasizes the commitment of local governments to the success of child

protection. Thus, it can be concluded that the Surabaya City Government has played a strategic role as both a regulator and coordinator, although its effectiveness still needs to be improved through more inclusive and sustainable collaboration.

#### 4. Community

The community's contribution to preventing child abuse in Surabaya is realized through the Forum Anak Surabaya (FAS), which acts not only as a beneficiary but also as an active implementer in voicing children's rights and internalizing child protection values into everyday life. This forum was established based on PPPA Ministerial Regulation No. 1 of 2022, which emphasizes the importance of participation spaces for children. FAS membership is open to all through a selection process, so that only children aged 12-17 who are eligible and committed can join. This ensures that the participation that is built is serious and sustainable.

The concrete participation of the community through FAS is evident in the various activities carried out. The FAS Talk program is a forum for discussion and education for teenagers to discuss child protection issues, both online and offline. In addition, FAS members are also involved in the Surabaya City level Voice of Indonesian Children activity, which provides a space for children to convey their aspirations directly to the government. FAS also participates in the dissemination of information on Child Marriage and the Stop Violence and Child Marriage campaign held to coincide with National Children's Day. This form of participation proves that the community, through the role of children and teenagers, is active in strengthening collective awareness of the importance of child protection.



**Picture 4.** Indonesian Children's Voice activities in Surabaya, FAS Talk, and socialization activities on child marriage."

Source: Instagram account ([@fasuroboyo](https://www.instagram.com/@fasuroboyo)), 2025.

Picture 4 shows the activities of the Surabaya Children's Forum in advocating for children's rights through campaigns, educational activities, and FAS Talk discussions. This documentation demonstrates that children's participation is not merely symbolic, but is truly realized through concrete actions that reach peers and the wider community. The presence of FAS in these various programs strengthens the argument that the community, especially children and adolescents, has a strategic role as agents of change in efforts to prevent violence against children.

The significance of this finding is that community involvement, particularly through FAS, expands the reach of government child protection programs. Children who are members of the forum are not merely recipients of information, but also agents of change who are able to spread the message of

protection to their peers and communities. Thus, the community plays an important role in strengthening social resilience and creating a child-friendly environment.

However, despite the significant contribution of FAS, the activities carried out are still dominated by campaigns, education, and socialization. The impact is stronger in raising public awareness than in direct intervention efforts in cases of child abuse. This means that the role of the community through FAS still needs to be optimized in order to respond to the complexity of the problem, for example by encouraging the involvement of other communities outside the children's forum, or expanding the space for public participation in child protection programs.

These findings are consistent with research conducted by (Dinasty et al., 2025) in Banyuwangi, which shows that community participation in Penta Helix collaboration focuses on campaigns and education, and is a key factor in preventing child marriage. Thus, the contribution of the community in Surabaya through FAS can be said to be effective in strengthening collective awareness and supporting government policies. However, its scope needs to be expanded to be more inclusive, sustainable, and involve various other elements of society to create a more robust child-friendly environment at the city level.

#### 5. Media

The media has a strategic position in Penta Helix collaboration as the main means of disseminating public information. Through online channels and radio broadcasts, the media helps convey child protection messages quickly, widely, and accurately to the public. In Surabaya, Suara Surabaya is a key partner of DP3APPKB by providing space for the publication of news, programs, and activities related to the prevention of child abuse. Through its role, the media not only functions as a one-way messenger but also as a bridge of communication between the government, community organizations, and the public.

Information dissemination is carried out through various digital channels such as the official website and social media of Suara Surabaya (Instagram, X), which regularly publishes news about child abuse cases, campaigns, and child protection activities. This strategy is considered effective because it reaches various age groups and backgrounds with content that is interesting, interactive, and easy to share, thereby expanding the reach of child protection messages. In addition, Suara Surabaya also hosts the Suroboyo Clover talk show, which features DP3APPKB and the Children's Forum as guest speakers. This relaxed yet informative interactive format allows the public to understand the issue of child abuse more comprehensively.



**Picture 5.** Suroboyo Clover talk show by Suara Surabaya together with DP3APPKB Surabaya City and Surabaya Children's Forum

Source: DP3APPKB Surabaya City ([dp3appkb.surabaya.go.id](https://dp3appkb.surabaya.go.id)), 2025.

Picture 5. Documenting one of the Suroboyo Clover talk show sessions initiated by Suara Surabaya. Through this forum, the issue of child protection is presented in an interactive manner so that it is easily understood by people from all walks of life. The presence of this talk show shows that the media not only broadcasts information, but also provides a space for public dialogue that strengthens community participation in efforts to prevent child abuse.

In addition to conveying information, the media also acts as a channel for public feedback. This can be seen from the interaction of the community through comments on Suara Surabaya's social media in response to news related to child abuse. This dialogue space provides an opportunity for the public to voice their criticism, aspirations, and support, so that the role of the media does not stop at broadcasting information, but also encourages active public participation in child protection issues. Thus, the media has a dual function: as an agent of communication and an agent of social participation.

These findings show several advantages as well as limitations. The advantage is that the media is able to reach a wide audience with interactive content and varied communication formats. Radio and online talk shows are also effective in targeting parents who still rely on conventional media. However, limitations remain, such as audience reach depending on internet access, as well as the potential for bias or misinformation from public responses on social media. Therefore, the role of the media needs to be balanced with digital literacy and good communication management so that the dissemination of information remains accurate and constructive.

The results of this study reinforce the Penta Helix theory (Tukiman & Hertati, 2023), which places the media as one of the important actors in the dissemination of information as well as a channel for feedback. This study is also in line with (Dinasty et al., 2025), which emphasizes the contribution of the media in public education, but adds the important finding that the media in Surabaya not only acts as a conveyor of information, but also as a forum for public interaction that influences public opinion and attitudes. Thus, the media, particularly Suara Surabaya, contributes significantly to expanding the reach of information while increasing public participation in efforts to prevent violence against children.

## CONCLUSION

This study reveals that the prevention of child violence in Surabaya has been carried out through the collaboration of five actors within the Penta Helix framework. The government, represented by DP3APPKB, acts as a regulator and coordinator by issuing regulations, providing data, and leading preventive programs such as PUSPAGA and youth socialization activities. Academia, particularly the Faculty of Psychology at Universitas 17 Agustus 1945 Surabaya, contributes through research-based input, community service, and public education programs such as Sekolah Orang Tua Hebat and PUSPAGA Instagram Live, thereby integrating scientific knowledge with community needs. The business sector, exemplified by PT Jasa Marga Surabaya-Mojokerto, supports through Corporate Social Responsibility (CSR) initiatives, including small business capital, educational facilities, and basic needs for vulnerable families, which indirectly strengthen family resilience. The community, represented by the Surabaya Children's Forum (FAS), actively participates through FAS Talk discussions, anti-child marriage campaigns, and Suara Anak Indonesia forums, positioning children not only as beneficiaries but also as agents of change in promoting

child protection. Meanwhile, Suara Surabaya media plays a dual role as information disseminator and public interaction space through news coverage, digital platforms, and talk shows such as Semanggi Suroboyo, enabling both awareness building and public dialogue.

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