

The Dynamics of Policy Implementation: Social Service Agency Strategies for the Social Transformation of Street Children (2023-2024)

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ABSTRACT

This study analyzes the dynamics of the implementation of the Street Children Development Program in Pontianak City during 2023–2024, a period marked by an increase in the number of street children from 29 to 37 individuals, along with the emergence of new issues such as drug and alcohol misuse. Employing a descriptive qualitative approach and drawing upon Edward III's (1980) theoretical framework, the research examines four key variables of policy implementation: communication, resources, disposition, and bureaucratic structure. Data were collected through in-depth interviews with 15 informants, consisting of 8 representatives from the Social Affairs Office, 4 from the National Narcotics Agency (BNN), and 3 from the Indonesian Child Protection Commission (KPAI) of Pontianak City. The findings indicate that disposition particularly the attitudes and commitment of implementers serves as the primary driving variable that compensates for limitations in resources. Moral commitment and empathy among implementers emerge as critical enablers of successful program implementation. Meanwhile, resource constraints have stimulated adaptive innovations through collaborative strategies and resource pooling with partner institutions. The study demonstrates that in the context of social policy, human factors (disposition) can offset material constraints (resources), while communication through task forces and supportive bureaucratic structures creates an implementation ecosystem in which these variables reinforce one another despite limited resources. Overall, the findings reveal that implementer disposition functions as a compensatory mechanism for resource limitations, while cross-sectoral collaboration through task forces constitutes an effective strategy for fostering implementation synergy. The study recommends institutionalizing collaborative models, strengthening resource capacity, and enhancing bureaucratic flexibility to optimize the effectiveness of future street-children development programs.

Keywords:

Policy Implementation, Street Children, Cross-Sector Collaboration, Social Development

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INTRODUCTION

It has long been a matter of particular concern when addressing social issues. The presence of social problems is inevitable in community life, especially in urban settings (John Simon, 2017), as reflected in the issue of street children in Pontianak. Data from 2023–2024 indicate an increase in the number of street children. This social problem represents an accumulation of various underlying issues, such as low levels of education, poverty, environmental conditions, health problems, and a lack of skills.

Law No. 35 of 2014 on Child Protection, specifically Article 59, states that street children are categorized as children requiring special protection. Furthermore, Law No. 11 of 2009 on Social Welfare classifies street children as individuals with social welfare problems People with Social Welfare Problems (PMKS) (Rachmawati & Faedlulloh, 2021). In addition, Law No. 39 of 1999 on Human Rights guarantees every child's right to protection, education, health, and a decent standard of living. It has become a particular concern when observing social issues. Given the unavoidable nature of social issues in societal life, especially in urban areas (John Simon, 2017), namely the social problem of street children in Pontianak. The data on the number of street children from 2023 to 2024 shows an increase. This social problem is an accumulation of various pre-existing issues, such as low education levels, poverty, environment, health, and a lack of skills.

Law No. 35 of 2014 concerning Child Protection, specifically Article 59, states that "street children fall into the category of children requiring special protection." Furthermore, Law No. 11 of 2009 on Social Welfare explains that street children are categorized as Persons with Social Welfare Problems (PMKS). Additionally, Law No. 39 of 1999 on Human Rights guarantees every child's right to protection, education, health, and a decent standard of living.

It is undeniable that poverty is the most dominant factor when analyzing social problems, particularly those related to street children. When individuals or communities fall into the category of poverty, such conditions often compel children to become street children. As stipulated in Article 34, Paragraph 2 of the 1945 Constitution (Fourth Amendment), The state shall develop a social security system for all citizens and empower the weak and underprivileged in accordance with human dignity (Akil Rahmatillah, 2023). This study emphasizes that the government, as the primary policymaking actor, should give special attention to addressing the social problems faced by street children.

Therefore, the Pontianak City Government, through the Social Affairs Office, plays a crucial role in translating these constitutional and legal mandates into concrete and effective action programs at the local level. One of the key social phenomena that has become a focus of the Indonesian government is addressing the increasing number of street children (Safira, 2024). This issue has also become a major concern in Pontianak City, where the number of street children rose between 2023 and 2024. Such developments present a significant challenge for the city in managing this phenomenon, particularly for the Social Affairs Office, which is responsible for implementing the Street Children Development Program.

The guidance and rehabilitation efforts for street children in Pontianak are carried out based on Pontianak City Regional Regulation No. 3 of 2014 concerning the Implementation of Child Protection (Yuliansyah Syahputra Widodo, 2022). This policy provides a legal foundation and operational direction for the Social Affairs Office to ensure the welfare and protection of street children's rights.

The issue of street children, as a multidimensional social problem, is one that Pontianak City continues to face. The presence of street children not only signifies the persistence of poverty but also reflects the neglect of fundamental child rights such as access to education, healthcare, and protection (Rachmawati & Faedlulloh, 2021). The root causes generally stem from family conditions particularly poverty and limited access to education which compel children to take to the streets (Yohanes Kasian Hajon, 2023)

The complexity of this issue indicates that addressing the problem of street children cannot be carried out in a partial manner; rather, it requires a comprehensive, integrated, and sustainable approach involving all relevant stakeholders. Based on the data, there has been an increase in the number of street children under the supervision of the Pontianak City Social Affairs Office. In 2023, a total of 29 street children were assisted by the Office, with no reported cases of drug or severe alcohol abuse. However, in 2024, the number rose to 37 children, of whom five tested positive for drug use (based on screening), and one was identified as suffering from severe alcohol addiction. In response to this development, the Pontianak City Social Affairs Office in 2024 strengthened its collaboration with the National Narcotics Agency (BNN) and the Indonesian Child Protection Commission (KPAI), working together with local foundations to carry out rehabilitation programs (www.suarakalbar.co.id/2025/02).

The increase in these figures, accompanied by the emergence of new issues such as drug and alcohol abuse, indicates serious challenges in the ongoing efforts to address the problem. Consequently, an evaluation of the implementation of the Street Children Development Program has become imperative. This aligns with the government's policies and initiatives under the Child Social Welfare Program (Program Kesejahteraan Sosial Anak PKSA) and the Presidential Instruction No. 1 of 2010 concerning the Acceleration of National Development Priorities.

In this context, it is essential to understand how the realization of policy implementation can be assessed. According to Jeffery L. Pressman and Aaron B. Wildavsky, as cited in Charles O. Jones (1996:295), implementation is defined as a process of interaction between a set of objectives and the actions capable of achieving them (Abdul Sahid & Ambo Masse, 2024). further describe implementation as the ability to establish subsequent linkages within a chain of cause-and-effect relationships that connect actions to goals. The necessary instruments for implementation include personnel or implementers, financial resources, and organizational capacity commonly referred to as

resources (Harefa, 2017). Therefore, based on these perspectives, it can be concluded that achieving the objectives of implementation requires three essential components: human resources, budgetary support, and institutional or organizational capacity, including information technology (Gumanti et al., 2020)

In response to this issue, the Pontianak City Social Affairs Office has implemented the Street Children Development Program using a holistic approach that emphasizes prevention, treatment, and rehabilitation rather than mere enforcement. However, gaps frequently arise between planning and execution. The success of this program largely depends on the effectiveness of its field-level implementation, which involves technical challenges, resource availability, and bureaucratic structure.

RESEARCH METHODS

This study employs a qualitative research design with a descriptive approach. The research procedure began with problem identification, followed by data collection through interviews and documentation, data analysis based on Edwards III theory, and the formulation of conclusions. The subjects or participants in this study consist of program implementers from the Pontianak City Social Affairs Office and representatives from partner institutions such as the National Narcotics Agency (BNN) and the Indonesian Child Protection Commission (KPAI), who are directly involved in the street children development program. Data were collected using in-depth interview techniques, with a semi-structured interview guide serving as the primary research instrument.

According to Nugrahani (2014), qualitative research aims to understand the conditions of a given context by providing a detailed and in-depth description of what actually occurs in the field, in accordance with existing realities. This aligns with the view of Albi and Johan (2018), who assert that the qualitative approach seeks to gain insight and deep understanding of a social phenomenon. The data analysis method employed in this study is the interactive qualitative analysis model developed by Miles and Huberman, which includes data reduction, data display, and conclusion drawing. The analysis is guided by the indicators derived from Edward III's theory of policy implementation.

In conducting an implementation, a theoretical framework is necessary to assess whether the policy execution is successful or not. This study employs the theory proposed by Edwards III (1980), which identifies four key variables for evaluation: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure.

This research involved 15 informants selected through purposive sampling. The profiles of these informants can be described as follows:

Table 1. Informant Information

Informant	Amount
Pontianak City Social Affairs Office, consisting of: the Head of the Office, the Secretary of the Office, and the Head of the Social Rehabilitation Division.	3 People
Social Worker	5 People
National Narcotics Agency (BNN) of Pontianak City consisting of the Head of the Prevention and Community Empowerment Section and three Counselors.	4 People
Indonesian Child Protection Commission (KPAI), West Kalimantan Representative Civil Rights and Child Participation Division.	3 People

RESULTS AND DISCUSSION

The policy implementation theory proposed by Edward III (1980) emphasizes that the success of a public policy is greatly influenced by four key variables: communication, resources, disposition (implementers' attitudes), and bureaucratic structure. Using this theoretical framework, this study analyzes the dynamics of the implementation of the Street Children Development Program in Pontianak City during 2023–2024 to assess the extent to which these four variables contribute to the effectiveness of policy execution.

Essentially, every policy formulated and implemented by the local government aims to support the community, particularly in addressing social issues related to street children. In tackling this issue, the

Pontianak City Social Affairs Office has designated its Street Children Development Program as a top priority.

The Dynamics of Policy Implementation of the Street Children Development Program in Pontianak City

Social Affairs Offices in various cities implement strategies such as road-based, community-based, and center-based approaches to prevent children from returning to the streets and to restore their physical, psychological, and social well-being (Solong et al., 2023). Similarly, the implementation of the Street Children Development Program in Pontianak, managed by the Social Affairs Office, includes physical, mental, and spiritual guidance, as well as skill training aimed at fostering self-reliance. Findings from Fadlillah, F., Asnawan, A., & Ratnasari, K. (Fadlillah et al., 2024) indicate that skill training programs for empowering street children such as screen printing, sewing, computer use, and social media based entrepreneurship have begun to be adopted to enhance their independence (Mohamad et al., 2024).

Meanwhile, the Street Children Development Program in Pontianak City comprises rehabilitation, socialization through integrated child service centers, and outreach activities for street children. To ensure the successful implementation of this program, the Social Affairs Office collaborates with the National Narcotics Agency (BNN) and the Indonesian Child Protection Commission (KPAI) to jointly address street children issues within the Pontianak region.

Among the various work programs and activities of the Pontianak City Social Affairs Office, there are specific strategies and development programs related to the implementation of the Street Children Development Policy in Pontianak City for the 2023–2024 period, namely:

1. Guidance and Rehabilitation

Within the guidance and rehabilitation program, the Pontianak City Social Affairs Office has implemented activities encompassing physical, mental, and spiritual guidance, as well as skill training. The primary objective of this initiative is to enhance the personal quality and independence of street children, enabling them to become self-reliant and knowledgeable individuals.

2. Integrated Child Service Center (PLAT)

The Social Affairs Office provides services through the Integrated Child Service Center (Pusat Layanan Anak Terpadu—PLAT). During outreach and monitoring activities, street children found in public areas—particularly at traffic intersections across Pontianak City—are referred to the PLAT for rehabilitation. Within this facility, the children undergo health examinations, urine tests, and receive care and follow-up assistance.

The rehabilitation process begins with an initial assessment of each child's family background and individual activities. This assessment is conducted to understand the real conditions and circumstances of every street child before determining the appropriate form of intervention. The evaluation focuses on the child's family situation and daily activities.

Once admitted to the Integrated Child Service Center, children participate in a series of guidance and rehabilitation activities. If a child is not indicated to have used illegal substances, they receive personal development programs focusing on physical, mental, and spiritual aspects. However, if a child is identified as having used narcotics, rehabilitation is carried out jointly by the Social Affairs Office and the National Narcotics Agency (BNN) of Pontianak City. All street children are informed and assured that they will receive continuous guidance and rehabilitation under proper supervision.

Subsequently, after completing the rehabilitation process, the Pontianak City Social Affairs Office provides further developmental training aimed at equipping the children with practical skills and emotional stability according to their interests. The expected outcome of this program is to enable former street children to gain employment opportunities and achieve sustainable self-reliance.

3. Socialization and Reunification

In this program, the Social Affairs Office implements a socialization strategy that involves both families and communities with the aim of preventing the emergence of street children from an early stage and reintegrating them into more supportive family environments. This initiative is expected to generate positive outcomes following the dissemination and awareness activities conducted through the program.

4. Outreach and Supervision

As part of the Street Children Development Program, the Pontianak City Social Affairs Office conducts daily outreach and supervision in areas frequently occupied by street children, such as traffic intersections including the intersection near the Kapuas Hotel in Pontianak. This initiative is part of the city government's implementation of the Minimum Service Standards (SPM) in the social sector.

During field operations, street children are secured by the Civil Service Police Unit (Satpol PP) and subsequently referred to the Social Affairs Office. The office, in collaboration with the National Narcotics Agency (BNN) and the Indonesian Child Protection Commission (KPAI), facilitates their transfer to the Integrated Child Service Center (PLAT), where they receive appropriate rehabilitation and follow-up support. When examining the dynamics and strategies of policy implementation, several key aspects must be taken into consideration, namely:

Cross-Sectoral Coordination and Integration Strategy: The research findings indicate that the dynamics of policy implementation are characterized by systematic efforts to establish collaborative mechanisms across institutions. The Pontianak City Social Affairs Office does not implement the program independently; rather, it has initiated the formation of a special task force involving the National Narcotics Agency (BNN) and the Indonesian Child Protection Commission (KPAI) as strategic partners.

The synergy with BNN, as highlighted by the Social Affairs Office, plays an essential role in enhancing the effectiveness of intervention measures. A BNN counselor stated, *"We are involved from the identification stage, as some street children use addictive substances not out of addiction, but as a means of escaping life's pressures"*. This collaboration is realized through program integration, including regular urine testing and the application of early prevention modules. Findings from Sahid and Masse (2024) further explain that the existence of local regulations, shelters or halfway houses, and the active involvement of families and local communities significantly strengthen the effectiveness of policy implementation.

The role of KPAI as the supervisory body for the fulfillment of children's rights also underscores the urgency of adopting a child-rights-oriented approach at every stage of the development process. A KPAI representative explained, *"We ensure that every stage of the rehabilitation process is carried out without neglecting children's rights. The withdrawal of children from the streets must be accompanied by guaranteed access to meaningful education or skill training, rather than merely removing them from public spaces."*

Dynamics at the Street-Level Bureaucracy: Social workers serve as key actors who face the highest level of complexity in the implementation process. Based on interviews with five social workers, several important dynamics were identified, reflecting policy adaptation, operational constraints, and innovations at the implementation level. Research by Rossi, P., Tuurnas, S., and Stenvall, J (Rossi et al., 2025) explains that field officers possess a certain degree of discretion to adjust policies according to the actual needs of street children; however, their actions are constrained by organizational structures and limited resources.

Table 2. Adaptation at the Street-Level Implementation

Aspect	Ideal Conditions	Field Reality	Adaptation Strategy
Initial Approach	Formal Protocol	Edited The Child's Level Of Trust Is Low	Rapport Building Through Informal Activities
Training Program	Ful Participation	High Drop Out Rate	Fast Paced Entrepreneurship Training With Economic Incentives
Case Handling	Standard Procedure	Pressing Economic Pressures	Flexible Case By Case Approach

In the discussion of Adaptation to Field Contexts, social workers do not merely carry out administrative protocols but also adjust their approaches based on the social dynamics encountered in the field. Given the low level of trust that street children have toward formal authorities, the initial strategy implemented focuses on (rapport building) through informal interactions such as recreational activities and casual conversations before introducing formal intervention programs.

Regarding Constraints and Adaptive Strategies, the primary challenge faced by field implementers is the high dropout rate from training programs. One social worker revealed, *“Many participants return to the streets due to pressing economic pressures.”* This issue has become a central focus for developing sustainable empowerment and guidance programs that can provide street children with viable solutions to escape economic hardship.

The results of the analysis on the success level of this program’s implementation refer to Edwards III’s (1980) theory, which emphasizes four determining factors: Communication, Resources, Disposition (Attitude), and Bureaucratic Structure.

Tabel 3. Policy Implementation Analysis Based on Edwards III Theory

Variable	Main Findings	Challenge	Handling Strategy
Communication	Formation of a cross agency task force, Regular monthly coordination meetings and Effective information transmission	Gaps in understanding among field staff and limited external information dissemination.	Simplification of field guidelines and regular inter-agency meetings.
Resource	5 social workers handled 45 children from 2023 to 2024, with a limited regional budget (APBD) and available RPSA facilities.	Imbalanced human resource ratio, insufficient funding for multidimensional needs, and limited supporting facilities.	Pooling resources with partners, rapid entrepreneurship training programs, and collaboration with BNN and KPAI
Disposition	High commitment of implementers, initiatives beyond job descriptions, and a shared attitude among institutions.	External pressure due to limited resources.	Child rights based approach, strengthening of intrinsic motivation, and psychosocial support for field implementers.
Bureaucratic Structure	The task force functions as a bypass mechanism, horizontal coordination is effective, and	Centralized decision-making and multilayered bureaucratic procedures.	Flexible task force structure and direct cross level communication.

1. Communication: Coordination and Clarity of Information within the Task Force

Edward III argues that effective communication in policy implementation should be characterized by message clarity, information consistency, and minimal ambiguity. The findings of this study indicate that the Pontianak City Social Service has attempted to apply these principles through the establishment of a task force involving the National Narcotics Agency (BNN) and the Indonesian Child Protection Commission (KPAI).

Interviews with 15 informants from these three institutions revealed that coordination mechanisms operate systematically through regular meetings, particularly monthly sessions focused on program agenda synchronization. A field implementer from the Social Service stated, *"We have clearly received the program modules from BNN and the child rights guidelines from KPAI, and we translated them into simplified field manuals."*

These findings suggest that inter-agency information transmission has been effective, with two way communication facilitating a shared understanding. This aligns with Edward III assertion that clear and consistent communication is a key prerequisite for the successful implementation of public policy. However, challenges persist in field implementation. At the technical level, there are gaps in understanding among field staff. Additionally, policy consistency remains vulnerable to shifts at higher levels of government. In terms of transmission, while internal coordination functions effectively, external information dissemination remains suboptimal and limited in scope

2. Resources: Limitations and Compensation Strategies

According to Edward III, the availability of adequate resources including human resources, financial capacity, and supporting facilities is an essential factor in determining the effectiveness of policy implementation.

The research findings indicate notable resource limitations, particularly in terms of human resources and funding. Five social workers from the Social Service Office reported facing a heavy workload in carrying out intensive mentoring. One of them stated, *"We are overwhelmed in providing assistance because one person has to handle many children with different backgrounds and problems."*

In addition, limited financial resources for providing incentives and business capital remain a major challenge. This aligns with the findings of Riawan, T., Poti, J., & Setiawan (Thariq Riawan et al., 2024), who explain that constraints in human and financial resources, inadequate inter-agency coordination, and suboptimal institutional support constitute the main obstacles in policy implementation.

The effectiveness of policy implementation largely depends on the adequacy of resources, which include human, financial, and infrastructural factors. The evaluation of this program identified several critical challenges. In terms of human resources, the ratio between the number of Sub District Social Welfare Officers (TKSK) and social workers and the program's target group (street children) is unbalanced, affecting the optimization of service delivery.

From a budgetary perspective, although funding has been allocated through the Regional Budget (APBD), the amount remains insufficient to address the multidimensional root causes of the issue. Regarding facilities, the existence of the Child Social Protection House (RPSA) serves as a supporting infrastructure; however, the expansion of its capacity and complementary facilities remains a priority need.

3. Disposition (Attitude): Implementers' Perceptions and Commitment

The disposition variable in Edward III's framework emphasizes the importance of the attitudes, values, and orientations of policy implementers toward the objectives of the program. A positive disposition enhances commitment, whereas a negative attitude can impede the success of implementation.

Based on in-depth interviews with eight informants from the Social Affairs Office and four from the National Narcotics Agency (BNN), it was found that the implementers demonstrated a highly positive disposition toward the street children development program. They did not perceive the program merely as an administrative obligation but rather as a form of social dedication. As one BNN educator asserted, *“For us, preventing one child from drugs means saving their future.”*

This altruistic attitude has fostered various initiatives beyond the formal boundaries of job descriptions, such as providing assistance outside of official working hours. The Indonesian Child Protection Commission (KPAI) plays a crucial role in maintaining the consistency of this disposition by continuously emphasizing a child rights based perspective, ensuring that implementers avoid repressive approaches. This interaction creates a shared attitude across institutions, centered on the common goals of empowerment and child protection (Husni Mubarog, 2023).

The disposition variable represents the attitudes, level of commitment, and perspectives of bureaucrats as policy implementers. Strong support from implementers fosters maximal effort in policy execution, making this aspect a key strength of the program. The commitment and empathy demonstrated by staff and Sub-District Social Welfare Officers (TKSK) are notably high, as reflected in their humanistic approach. Their perception is also positive, emphasizing the importance of a holistic approach through rehabilitation and reintegration.

However, the primary challenges originate from external factors, particularly resource constraints that can affect their motivation. Consistent with previous studies, key challenges in Collaborative Governance include limited resources, lack of inter-agency synergy, and socio-political and cultural barriers. Research also highlights the need to strengthen institutional capacity, integrate services under a unified task force, and enhance private sector participation (Maulydina & Jannah, 2023).

4. Bureaucratic Structure

An overly hierarchical and rigid bureaucratic structure can become an obstacle in the implementation process, as it tends to slow down coordination and decision-making flows. The findings of this study indicate that, in its early stages, the formal bureaucratic structure within the Department of Social Affairs often created administrative bottlenecks particularly in the distribution of assistance, which required multiple procedural layers. However, the establishment of a cross-agency task force succeeded in creating a more flexible and horizontally oriented working structure.

The Head of the Prevention and Community Empowerment Division at the Pontianak National Narcotics Agency (BNN) stated, *“Within the task force, we can directly communicate with social workers in the field without having to go through lengthy bureaucratic channels.”* This condition demonstrates that horizontal inter-agency relationships contribute to greater coordination efficiency and faster decision-making processes. Such a collaborative structure enhances the adaptive capacity of the bureaucracy in responding to the complex social dynamics encountered in the field.

In its implementation, the Department of Social Affairs has established comprehensive Standard Operating Procedures (SOPs), although their application still requires continuous socialization and evaluation. Cross-agency coordination with institutions such as the Civil Service Police Unit (Satpol PP), the Department of Education, and the Department of Health has been established, yet further strengthening is needed to optimize program outcomes. On the other hand, the decision-making process remains centralized, wherein field social workers require greater flexibility in authority to respond to situations more swiftly and humanely.

Tabel 4. Level of Effectiveness of Policy Implementation Variables

Disposition	Communication	Bureaucratic Structure	Resource
High commitment and empathy among all program implementers, initiatives beyond the	Regular coordination mechanisms through the task force have proven effective, internal information transmission	The task force has successfully established a flexible structure, horizontal	The human resource ratio is unbalanced (5 workers 45 children), the budget is limited for addressing

formal job description such as after hours mentoring, consistent shared attitudes across institutions, and positive perceptions toward a holistic approach.	runs smoothly, and the simplification of technical guidelines has been successfully implemented. <i>Note: A gap in understanding still exists at the field level.</i>	coordination among institutions is effective, and a comprehensive SOP is already in place. <i>Note: Centralized decision-making remains an obstacle.</i>	multidimensional issues, supporting facilities are not yet optimal, and the high workload affects the quality of mentoring.
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The analysis of effectiveness within the dynamics of policy implementation for the Street Children Development Program in Pontianak City during 2023–2024 reveals that the disposition variable serves as the primary driving force that compensates for limitations in the resource variable. The moral commitment and empathy of implementers act as critical enablers for the program's success.

Previous research (Harsen et al., 2025) explains that effective collaboration requires facilitative leadership, a well-defined institutional design, and adaptive collaborative processes. Consistent with these findings, the present study indicates that resource constraints have instead stimulated adaptive innovation through collaborative strategies and resource pooling with partner institutions. These findings demonstrate that, in the context of social policy, the human factor (disposition) can serve as a counterbalance to material limitations (resources).

Furthermore, effective communication through the task force and the bureaucratic structure has created an implementation ecosystem that allows these variables to mutually reinforce one another, even under limited resource conditions.

Tabel 5. Barriers to the Implementation of the Street Children Development Program

Limited Human Resources	Field implementers are overwhelmed in providing assistance because one person has to handle many children with different backgrounds and problems.” (Social Worker). The ratio between the number of social workers (5 persons) and the program’s target group (45 children) is unbalanced, and the heavy workload leads to suboptimal mentoring.
Budget Limitations	The available budget is insufficient to address the multidimensional root causes of the problem, with limited funds for participant incentives and business capital. Additionally, the Regional Budget (APBD) allocation does not adequately meet the needs of a comprehensive program..
Bureaucratic Structure	Complicated bureaucratic procedures with multiple administrative layers slow down the distribution of assistance (Program Implementer). The centralization of decision-making limits field level flexibility, while the complex reporting mechanism consumes significant operational time.
Dropout Rate Of Street Children In Foster Care	Many participants return to the streets due to pressing economic pressures (Social Worker). Family economic factors drive children back to street life, and there is an inability to address the root economic problems in a sustainable manner.
Cross Sector Coordination	Coordination with other agencies has been established but requires strengthening to optimize the program (Program Coordinator). Although the task force is functioning, integration with other sectors (such as industry and labor) remains limited.

From the analysis of the barriers to the implementation of the Street Children Development Program presented in Table 5 above, it is evident that structural constraints (human resources and budget) dominate the implementation challenges. The narratives consistently expressed by program

implementers indicate that limitations in human resources and funding constitute the key resource constraints hindering the program's effectiveness.

In contrast, cross sectoral coordination through the establishment of a task force has proven to be an effective strategy in overcoming the main barriers. This indicates that, although often considered a minor challenge, collaboration actually functions as a key solution.

Furthermore, the dropout cases among the rehabilitated street children reveal the complexity of the issues faced, showing that the program deals not only with social rehabilitation aspects but also with structural economic pressures that force participants to return to the streets. These findings highlight the need for a more comprehensive approach that goes beyond social intervention alone.

CONCLUSION

Based on the analysis of the Dynamics of Policy Implementation in the Street Children Development Program in Pontianak City during 2023–2024, using Edward III (1980) theoretical framework, it can be concluded that the effectiveness of this policy is significantly influenced by the dynamic interaction among the four key variables: communication, resources, disposition, and bureaucratic structure.

In terms of communication, the establishment of a collaborative task force involving the Social Affairs Office, the National Narcotics Agency (BNN), and the Indonesian Child Protection Commission (KPAI) has proven effective in creating a well coordinated mechanism. Information transmission operates clearly and consistently through regular meetings, although at the technical level, there remain gaps in understanding among field staff and limitations in the dissemination of external information.

Regarding resources, the study reveals substantive limitations in both human resources (an unbalanced ratio of social workers) and budgetary aspects (insufficient funding to address multidimensional issues). Nevertheless, cross-sector collaboration functions as an effective compensatory strategy through pooling of resources, even though capacity development and supporting facilities remain challenges that need to be addressed (Latifah & Iswadi, 2023).

Disposition serves as the strongest driving factor in the program's implementation. The high level of commitment and empathy demonstrated by the implementers evidenced through initiatives beyond their formal job descriptions and approaches grounded in humanitarian values has successfully fostered a shared attitude among institutions oriented toward child empowerment and protection.

The bureaucratic structure established through the task force has created a more flexible and horizontal working arrangement, functioning as a bypass mechanism to overcome formal bureaucratic constraints. Although comprehensive SOPs are in place and inter-agency coordination has been established, centralized decision-making and procedural rigidity continue to limit the flexibility of responses at the field level.

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