

Palangka Raya Police Collaborative Governance Strategy In Control Of Illegal Racing And Motorbike Gang Activities

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Abstract

The increasing phenomenon of illegal racing and motorcycle gang activity in Palangka Raya City has become a public security issue that cannot be addressed solely through law enforcement. This study aims to analyze the collaborative governance strategy implemented by the Palangka Raya Police in controlling illegal racing and motorcycle gang activity through the Pentahelix approach. The study used a descriptive qualitative method. The study population included stakeholders involved in controlling illegal racing, while informants were selected purposively, consisting of police personnel, local government, academics, community leaders, and residents. Data were collected through in-depth interviews, observations, and documentation studies. Data analysis was conducted qualitatively interactively using the Collaborative Governance and Pentahelix frameworks. The results show that the Palangka Raya Police implement preventive, repressive, and educational strategies supported by collaboration between the government, educational institutions, the community, the media, and the business world. Coordination, information exchange, and the utilization of shared resources contribute to suppressing illegal racing activities and increasing community participation. The study concludes that Pentahelix-based collaborative governance can strengthen the effectiveness and sustainability of illegal racing control through the integration of law enforcement, social supervision, education, and the provision of legal alternative facilities.

Keywords: Collaborative Governance, Community Participation, Motorcycle Gangs, Pentahelix, Street Racing



INTRODUCTION

The phenomenon of illegal motorcycle racing and motorcycle gang activity has become a social and security issue that has received serious attention in various countries. From a contemporary criminological perspective, illegal motorcycle groups are no longer understood solely as automotive hobby communities, but have been linked to various forms of deviant behavior, disturbances of public order, and criminal acts that have the potential to threaten public safety (Lakeman et al., 2021; van Deuren et al., 2021). Several studies have shown that individual involvement in illegal motorcycle groups is associated with an increased risk of aggressive behavior, law violations, and dangerous activities in public spaces (van Deuren et al., 2022; Lakeman et al., 2021). At the same time, the trend of illegal motorcycle racing involving teenagers continues to increase in various urban areas, primarily due to peer group influence, the search for social identity, and the need for recognition within social circles (Putri & Ruhana, 2024; Syafaat, 2019). This situation means that illegal motorcycle racing is no longer viewed as a simple traffic violation, but as a multidimensional phenomenon related to social, psychological, and public security governance aspects.

In the Indonesian context, the problem of illegal racing has shown an increasingly complex trend in recent years. Various regions have reported an increase in illegal racing activities involving underage youth, the use of illegally modified vehicles, and the emergence of organized motorcycle gangs (Nugroho et al., 2025; Noviandi et al., 2025). This phenomenon is particularly evident in Palangka Raya City. Data from the Palangka Raya Police Traffic Unit shows that in January 2026, 170 vehicles used for illegal racing were seized, with 136 of the perpetrators being under 17 years old. Furthermore, 270 public reports of illegal racing disturbances were recorded in just one month, most of which were related to noise, the risk of accidents, and a decreased sense of security for residents. These activities are concentrated on several main roads such as Jalan Tjilik Riwut, Jalan Yos Sudarso, Jalan RTA Milono, and Jalan G. Obos, which have physical characteristics that support illegal racing activities. The high intensity of these incidents indicates that illegal racing has developed into an urban security problem that requires ongoing cross-sectoral handling (Korlantas Polri, 2025; Nugroho et al., 2025).

Many researchers have previously conducted studies on illegal street racing and juvenile delinquency. Syafaat (2019) explains that street racing perpetrators construct certain symbolic meanings for the activity as a means of gaining identity, group solidarity, and social recognition. Christofer Eka Narang's (2023) research also shows that street racing is a form of juvenile delinquency that has a broad impact on public order and environmental security. From a legal perspective, Nugroho et al. (2025) assert that the eradication of street racing essentially has a





fairly strong regulatory basis through Law Number 22 of 2009 concerning Road Traffic and Transportation. Meanwhile, Noviandi et al. (2025) found that the effectiveness of law enforcement is still influenced by limited apparatus resources, high mobility of perpetrators, and low public legal awareness. These findings demonstrate that street racing is an issue that is not only related to legal aspects, but also involves social, cultural, and institutional factors.

However, previous research still shows a number of inconsistencies. Some studies have found that routine patrols and enforcement can significantly reduce the number of violations (Setiawan et al., 2025), while others conclude that a repressive approach produces only temporary effects because it fails to address the root causes of the social problems that drive illegal racing (Wulan, 2022; Syafaat, 2019). Furthermore, most previous research has focused on law enforcement, the effectiveness of sanctions, and the behavior of individual perpetrators. Studies that position illegal racing as a public governance issue requiring collaboration between stakeholders are still relatively limited. Yet, the literature on urban security demonstrates that complex social problems cannot be resolved through a single institutional approach but require the simultaneous involvement of government, society, the education sector, the media, and local communities (Dahlia, 2023; Ansell & Gash, 2021).

These limitations highlight a crucial research gap that needs to be addressed. To date, research on illegal racing in Indonesia has been dominated by legal and criminological perspectives, while collaborative governance approaches to understanding strategies for addressing illegal racing have not been explored in depth. However, the nature of illegal racing, which involves various social actors, suggests that its effectiveness depends heavily on the ability to build synergy between agencies and community groups. Therefore, the primary issue that arises is not only how authorities enforce the law, but also how collaborative processes between stakeholders are established, implemented, and evaluated in an effort to create sustainable public order and security. Therefore, research is needed that can comprehensively explain the mechanisms of this collaboration within the local context of Palangka Raya, which has distinct social and geographic characteristics compared to other regions.

Based on the above description, this study aims to analyze the strategy for handling illegal racing implemented by the Palangka Raya Police through a collaborative governance perspective using the Pentahelix approach. This research is important because the increasing intensity of illegal racing in the past two years shows that a law enforcement approach alone is not enough to resolve the problem sustainably. The novelty of this research lies in the integrative analysis that combines the roles of the government, police, academics, mass media, the business sector, and the community in handling illegal racing, which has not been widely discussed in





previous studies. Theoretically, this research is expected to enrich the development of collaborative governance studies in the field of security and public order. Practically, the research results are expected to form the basis for formulating more adaptive, participatory, and sustainable policies in tackling illegal racing and improving the quality of community protection in Palangka Raya City.

METHOD

This research uses a qualitative descriptive method, aiming to describe and analyze in-depth strategies for handling illegal racing and the dynamics of governance occurring in the field. This method focuses on understanding facts, interaction patterns, and relationships between stakeholders without conducting statistical measurements. Based on the theoretical framework of Collaborative Governance and Governance Network, this study applies a Pentahelix analysis approach. From the perspective of Public Administration, this approach is used to examine how the management of public affairs is no longer the sole responsibility of the government, but rather involves the synergy of five main elements: government, academia, society, media, and the business world. This analysis focuses on the roles, coordination, and exchange of resources between elements to create participatory and sustainable solutions.

The research was conducted within the jurisdiction of the Palangka Raya Police Headquarters, Jalan Tjilik Riwut Km. 3.5, Bukit Tunggal Village, Jekan Raya District. This location was chosen because it is the primary law enforcement institution, the coordination center for case handling, and has clear data on fluctuations in enforcement actions from 2021–2026, making it representative for research. The purpose of this study was to analyze the collaborative governance strategy of the Palangka Raya Police Headquarters in controlling illegal racing, from planning, implementation, to evaluation. In detail, this study also identified patterns of coordination between parties, community participation, obstacles faced, and social responses to implemented policies, in order to formulate an effective collaboration model.

Data sources consisted of primary and secondary data. Primary data were obtained directly through in-depth interviews with police personnel, relevant agencies, community leaders, and residents, as well as through direct observation at the scene. Secondary data were collected through document review, including laws and regulations, policy documents, performance reports, statistical data, scientific literature, and official news reports. All data were analyzed qualitatively using the Pentahelix conceptual framework to assess the effectiveness of the roles and synergies in controlling illegal racing.



RESULTS AND DISCUSSION

The Phenomenon of Illegal Racing and Motorcycle Gang Activities in Palangka Raya City

1. Developments in Illegal Racing Cases and Motorcycle Gang Activities in 2021-2026

Table 1. Development of Data on Enforcement, Number of Perpetrators, and Public Reports on Illegal Racing in Palangka Raya (2021 – 2026)

Year	Number of Vehicles Confiscated	Number of Perpetrators Arrested	Community Report	Activity Level & Characteristics
2021	42 Unit	31 People	68 Reports	<i>Low Medium:</i> Still individual, small group, uncertain time
2022	57 Unit	45 People	94 Reports	<i>Currently:</i> Starting to form permanent groups, starting to choose strategic locations.
2023	79 Unit	62 People	121 Reports	<i>Medium High:</i> Vehicle modification enhancements, routine activities on weekends.
2024	98 Unit	87 People	165 Reports	<i>Tall:</i> Spreading to many main road points, there is starting to be movement to avoid patrols.
2025	132 Unit	112 People	218 Reports	<i>Very high:</i> Drastic spike, organized pattern, there is a monitoring system for the authorities.
2026	170 Unit	136 People	270 Reports	<i>Security Priority:</i> Activity almost every night, moving locations dynamically.
Total	578 Unit	Person 473	Report 936	-

Data shows a significant spike in illegal racing cases from 2025 to early 2026. According to the Head of Traffic Police of the Palangka Raya Police, Kompol Hermanto, SH (2026), illegal racing groups have now become more organized with clear roles, such as jockeys, timekeepers, officer supervisors, and location coordinators, so that they are no longer just traffic violations,

but also a threat to public order. This activity is contrary to Law Number 22 of 2009 concerning Traffic and Road Transportation and Palangka Raya City Regional Regulation Number 5 of 2024 concerning Public Order. From a public governance perspective, the continued increase in cases despite enforcement actions demonstrates the limitations of conventional approaches. Therefore, cross-sector collaboration involving various stakeholders is needed to address the social, educational, and youth development factors that are the root of the problem of illegal racing.

2. Characteristics of Perpetrators and Locations Prone to Illegal Racing

Table 1 Analysis of Characteristics of Hazardous Locations and Reasons for Selection

Location	Characteristics Physique	Dominant Time	Strategic Reasons
Tjilik Riwut	Wide, straight, long, minimal dense residential buildings, wide visibility.	11:00 PM – 3:00 AM WIB	Very suitable for long distance racing, minimal traffic obstacles, the exhaust sound echoes far away.
Jl. Yos Sudarso	Flat/smooth asphalt, bright lighting, easy access, adequate road width.	Friday–Sunday (Night)	High driving comfort, easy to control, crowded with spectators, many entry and exit routes.
Jl. RTA Milono	The city's main road is very wide, and there are no vehicles at night.	01.00 – 04.00 WIB	High symbolic value: challenging the city center. Demonstrating the group's power in key public spaces.
Jl. G. Obos	Connecting routes between sub-districts, the distance between intersections is far, there are many rat roads/small intersections.	After midnight Strategic to avoid when there is a raid.	There are many alternative ways in and out, it is difficult to be surrounded by officers.



Statement from an in-depth interview with the Head of Traffic Police of Palangka Raya Police, Kompol Hermanto, SH (2026) who revealed the perpetrators' adaptation "They really understand the patrol schedule. If we guard at certain hours, they shift the time or move locations. There are special members who monitor our positions. The pattern is dynamic, so it is difficult to control with just regular patrols."

3. The Impact of Illegal Racing and Motorcycle Gang Activities on Society

Illegal racing and motorcycle gang activity in Palangka Raya have a wide-ranging impact on residents' lives, affecting public order, safety, security, and social harmony. Here are the details:

a. Public Order Disturbance and Noise Pollution

The noise from the modified exhausts is very disturbing to residents' rest and activities, violating Article 265 of the Criminal Code and Regional Regulation No. 5 of 2024. 112 complaints were received, and residents dared to report because they often received threats, making them feel uneasy and unprotected. As expressed by a Palangka Raya resident, Darwin (2026) "Every night we are afraid to sleep soundly, the sound of the motorbike is like an earthquake. If we reprimand them, they threaten us all. It feels like we are not protected citizens, but threatened in our own city. This is very disturbing to our daily peace."

b. High Risk of Accidents and Traffic Safety Hazards

Reckless driving on public roads increases the risk of accidents by 3.5 times, with injuries twice as severe (Setiawan et al., 2025: 34), which is contrary to Law No. 22 of 2009, Articles 283-284. Many cases have killed both the perpetrators and innocent citizens, causing significant losses.

c. Social Unrest and Decreasing Community Sense of Security

Residents are afraid to leave their homes or cross certain roads, and are even reluctant to report a crime. According to Alfri (Academic, Interview 2026), this declining sense of security is a key indicator of social breakdown. "A sense of security is the primary foundation of community life. When residents are afraid to leave their homes, afraid to report a crime, or feel the authorities are absent, social bonds begin to break down. Illegal racing not only damages the asphalt, but also undermines public trust in the security system."



d. Potential for Social Conflict and Other Crimes

Often a place for gambling, drug use, and even brawls, this group's aggressive behavior easily triggers new conflicts and other deviant behavior.

The various impacts above This problem requires cooperation:

1. The Regional Government (Department of Transportation/PUPR) has engineered the space so that it is not easily used for racing.
2. The Social Services/Youth Sports Department provides a positive alternative platform.
3. Schools & Families carry out behavioral coaching.
4. Society plays a role in social supervision.

Palangka Raya Police's Strategy in Controlling Illegal Racing and Motorcycle Gang Activities.

1. Preventive Strategy Through Patrols and Public Education

**Table 3 Frequency, Type, and Level of Effectiveness of Preventive Patrols by Location
(January – May 2026)**

Main Vulnerable Locations	Patrol Intensity / Week	Patrol Method Applied	Percentage Decrease in Activity	Information
Tjilik Riwut Street	4 - 5 Times	Permanent Guard + Patrol	48%	Top priority point, long distance racing track.
Jl. Yos Sudarso	3 - 4 Times	Mobile Patrol + Resident Visits	35%	Densely populated, prone to disturbance of peace.
Jl. RTA Milono	4 Times	Canal Patrol + Intersection Surveillance	52%	The city's main route has high symbolic value for the perpetrators.
Jl. G. Obos	3 times	Closed Patrol + Long Range Surveillance	31%	Lots of back roads, hard to control completely.

Alternative Area (Murjani, UPR, Airport)	2 – 3 Times	Periodic & Sudden Patrols	40%	Escape location when the main point is tightly guarded.
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Data shows this strategy effectively reduces average activity by over 30%, even up to 52% on main routes. This aligns with Environmental Control Theory (Rahmat, 2024: 67), which states that violations will decrease if the time and space of opportunity are limited through unpredictable supervision.

To visualize the reach and focus of this educational target, the following is a pie chart of the scope of the socialization program:

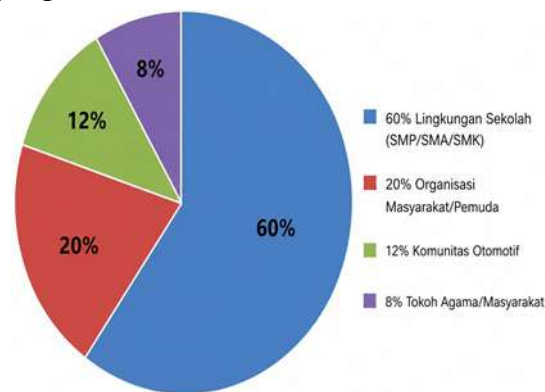


Figure 1 Pie Chart – Composition of Education and Socialization Targets of the Palangka Raya Police

Based on public perception, as represented by Darwin (2026), this strategy is considered very positive, but it requires sustainability. This step is appropriate and beneficial, but it needs to be balanced with parental supervision and outreach to guardians so that the training takes place at school and at home. Legally, this activity is an implementation of Article 272 of Law No. 22 of 2009 concerning the obligation to provide education on traffic discipline.

2. Repressive Strategy Through Law Enforcement and Vehicle Raids

To see the big picture regarding the types of violations revealed in repressive operations, the following is a bar chart of the composition of violations:

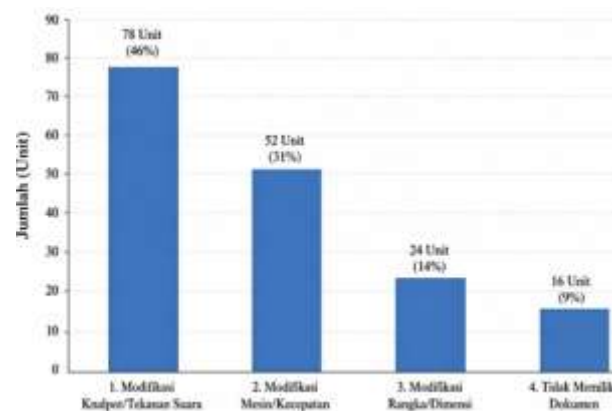


Figure 2 Bar Chart – Composition of Types of Vehicle Violations Acted (January–May 2026)

Analysis of the diagram above shows that the Palangka Raya Police's enforcement efforts are highly targeted. As stated by the Head of the Palangka Raya Police Traffic Unit, Commissioner Hermanto, SH (2026), "We not only take action against the perpetrators, but also confiscate their vehicles for up to three months. For them, their motorcycles are a source of pride, so the deterrent effect is far more pronounced than a mere ticket."

The repressive strategy was implemented through operations to enforce and confiscate illegally modified vehicles in accordance with Law Number 22 of 2009. This activity was carried out in an integrated manner with the Transportation Agency, the Public Works Agency, and the Public Order Agency (Satpol PP) as a form of cross-sector collaboration. In addition to imposing legal sanctions on perpetrators, vehicles were also inspected for administrative completeness and the legality of their modifications. According to the Head of the Palangka Raya Police Traffic Unit, vehicle confiscation is considered effective in creating a deterrent effect because the vehicles have important value for perpetrators. However, the effectiveness of enforcement tends to be temporary because illegal racing activities often re-emerge after the raids end. Therefore, further policies are needed, such as requiring confiscated vehicles to be returned to factory standard condition before they can be reclaimed by their owners.

3. Educational and Guidance Strategies for Juvenile Offenders

A coaching and rehabilitation strategy is implemented as a long-term solution through a family approach, education, and cross-sector collaboration. Every teenager caught in illegal racing must be accompanied by a parent to strengthen the family's role, as mandated by Law Number 35 of 2014 concerning Child Protection. In addition, perpetrators participate in a

coaching program involving the Social Services Agency, religious leaders, and academics, covering legal education, social ethics, national insight, and spiritual guidance to change their perceptions of illegal racing. These efforts are strengthened through collaboration with schools and local governments in student supervision and the provision of positive activities, including plans to build an official circuit as a safe and legal means of channeling automotive interests.



Figure 3Flowchart – Mechanism for Handling and Guidance of Illegal Racing Perpetrators

An Analysis of Collaborative Governance in Controlling Illegal Racing and Motorcycle Gang Activities Based on Rhodes' Theory

1. Interdependence Between Organizations in Controlling Illegal Racing

Table 4 Analysis of Interdependence Between Stakeholders in Controlling Illegal Racing and Gangs

Main Actor	Strengths / Resources Owned	Limitations / Needs	Relied on Party
Palangka Raya Police Station	Power of enforcement, seizure, legal processing, personnel powers.	No authority to change city plans, no development facilities, limited social reach.	Local Government (Facilities), Schools (Guidance), Community (Info).
Local government	Regulatory authority, development budget, urban space	Having no legal enforcement instruments, it is	Police (Enforcement),

<i>(Department of Transportation /PU/Social Services)</i>	management, public facilities.	difficult to monitor nighttime violations.	Community (Aspirations).
Educational institutions <i>(Junior High School/Senior High School/Vocational High School)</i>	Direct access to the perpetrator (student), authority for character development, daily behavior monitoring.	No legal authority, cannot supervise outside school/home hours.	Police (Legal Education), Parents (Supervision).
Civil Society <i>(Citizens/Community Leaders)</i>	Access to field information, social monitoring, policy legitimacy.	Does not have the authority and power to take action against the perpetrators.	Police (Protection & Follow-up).
Mass media All Actors (Data & Information).	Wide reach, ability to shape public opinion, massive educational tool.	Rely on accurate data and field facts.	All Actors (Data & Information).
Business / Community Sector	Alternative means, automotive technical expertise, hobby assistance.	Need regulatory and security support.	Government & Police (Legality & Permits).

Data shows that each party plays an interdependent role in handling illegal racing. This condition supports the concept of interdependence as the basis for collaboration, because no single institution can solve the problem alone. According to the Head of the Palangka Raya Police Traffic Unit, the police's authority is limited to law enforcement, thus requiring support from local governments, schools, and the community in aspects of supervision, guidance, and

environmental management. This view is reinforced by academics who believe that handling illegal racing requires functional cooperation between institutions as mandated by Law Number 23 of 2014. Furthermore, the community also recognizes a shift towards a more collaborative work pattern, where all parties play a role in maintaining security and public order.

2. Governance Network in Controlling Illegal Racing and Motorcycle Gang Activities

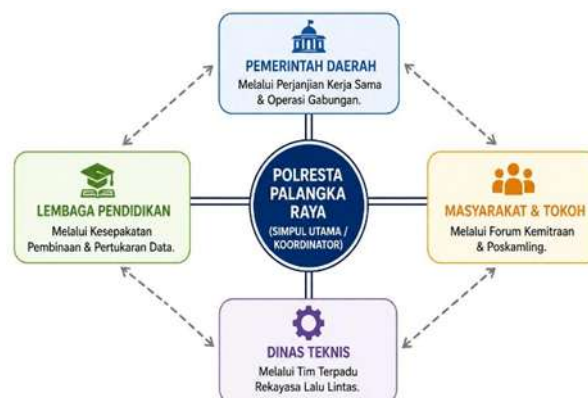


Figure 4 Diagram of the Governance Network for Controlling Illegal Racing at the Palangka Raya Police

This dimension emphasizes structured, relatively stable cooperative relationships. This dimension refers to structured, stable, and mutually binding cooperative relationships. Unlike hierarchical bureaucracies, this network is equal, cooperative, based on consensus, and mutually influential. Its success is measured by coordination, role allocation, and smooth communication.

Collaboration network analysis shows that handling illegal racing in Palangka Raya is supported by structured coordination between agencies. This collaboration is implemented through memorandums of understanding and regular coordination forums involving the police, the Transportation Agency, the Education Agency, the Social Services Agency, and the Public Order Agency (Satpol PP). In practice, each agency carries out its role within its authority, ranging from law enforcement, vehicle technical inspections, enforcement of regional regulations, to social guidance for juvenile offenders. Furthermore, cross-agency communication and community participation are strengthened through coordination groups and the 110 Contact Center service, which allows for rapid reporting and monitoring. This demonstrates that the collaboration established is not only formal but also operational in supporting the effectiveness of handling illegal racing.

3. Exchange of Information and Resources Between Actors

Resource exchange within the collaborative network for handling illegal racing in Palangka Raya is actively taking place through the sharing of information, facilities, budgets, and policy support. The Palangka Raya Police Department exchanges strategic data with the community, schools, and relevant agencies to support monitoring, prosecution, and the development of perpetrators. Furthermore, the local government provides budgetary, facility, and regulatory support, while the police provide security and legal legitimacy for various youth development programs. This synergy enables more efficient and integrated resource utilization, allowing all available information and facilities to be used collaboratively to achieve the common goal of more effective and sustainable illegal racing control.

Analysis of Pentahelix Synergy in Controlling Illegal Racing and Motorcycle Gang Activities

1. The Contribution of Key Actors in Controlling Illegal Racing and Motorcycle Gang Activities



**Figure 5 Documentation of Joint Interview Activities
Palangka Raya Police Department in 2026**

Acting as a regulator, facilitator, and law enforcer, we develop policies, take action, and foster cross-sector collaboration. We not only prosecute violations but also engage in dialogue with local governments to ensure safe and legal access to our hobbies.

Based on an in-depth interview with the Head of Traffic at the Palangka Raya Police, Commissioner Hermanto, SH (2026), the approach was implemented through partnerships and the search for root-cause solutions. The strategy was developed based on field data and partner

input, in line with the mandate of Law No. 2 of 2002, Article 13, paragraph 1, concerning the function of protecting, assisting, and serving the community.



Figure 6 Documentation of Interview Activities with Students in Providing Academic Views on the Illegal Racing Phenomenon in Palangka Raya in 2019

Acting as a thinker, reviewer, and evaluator, providing a scientific basis, root cause analysis, and data-based recommendations. The study's findings indicate that the lack of public space is a major factor in illegal racing. According to Alfri (2026), this study emphasizes the importance of addressing the root of the problem, not just the symptoms. The primary recommendation is the provision of dedicated infrastructure, as prohibiting racing without alternative facilities will not solve social problems.



Figure 7 Documentation of Community Interview Activities in 2026

The party most affected and crucial to the success of control measures. They act as a source of information, a monitoring partner, and a policy advocate. Their presence is essential because the police cannot provide 24/7 oversight.

Based on in-depth interviews with the Palangka Raya community, Darwin (2026) explained that concrete contributions include reporting racing activities, maintaining order, outreach, reminding youth, and utilizing official facilities. The community acts as the eyes and ears on the ground as well as users of government-provided facilities.

2. Media and Business Support in Controlling Illegal Racing and Motorcycle Gang Activities

In the Pentahelix model, the media and the business world play a role in strengthening collaboration in tackling illegal racing. The media performs publicity, education, and social oversight functions through reporting on enforcement operations, road safety campaigns, and promoting official facilities like the Sabaru Circuit at Km 11. This role helps raise public awareness and direct automotive interest toward legal and safe activities.

Meanwhile, the business world and automotive community contribute by providing facilities, supporting activities, and developing economic zones. The Sabaru Circuit at Km 11 is a concrete example of collaboration between the government and the private sector in providing a safe space for the pursuit of racing. In addition to supporting official competitions, this collaboration also encourages local economic growth through the involvement of micro-businesses and the development of tourism areas around the circuit. Thus, the approach implemented focuses not only on enforcement but also on providing positive, sustainable alternatives for the community.

3. The Level of Synergy Between Pentahelix Elements in Controlling Illegal Racing and Motorcycle Gang Activities

Table 5 Analysis of the Level of Synergy Between Pentahelix Elements Based on Intensity, Mechanism, and Results of Cooperation

Partner Connection	Cooperation Mechanism	Relationship Intensity	Success Indicators / Level of Synergy
Government Academic (Police-Academics)	Regular discussions & scientific forums • Policy review & evaluation • Strategic recommendations (including circuit development recommendations)	Very high (Routine & Scheduled)	Data & study-based policy • Input is applied in real life • There is a common understanding of the problem
Government Community (Community Police)	Two-way reporting • Security partnership • Socialization & citizen dialogue	Very high (Running Every Time)	Increasing number of public reports • Low public rejection

	•Utilization of public facilities		• Active participation in the use of official channels
Government Media <i>(Police – Mass Media)</i>	Integrated information release • Joint coverage • Public education & facility promotion	Tall (As Needed & Routine)	Balanced and educational reporting •There is no miscommunication of information •A positive image of the policy is built
Government – Business <i>(Police – Business World/Local Government)</i> •	Management cooperation agreement • Facilitate positive activities (Sabaru Circuit) •Tourism & economic development	Very high (Structured & Long Term)	•Establishment of an alternative hobby forum (Circuit) • Availability of facilities & budget support • Integration of security and economy

Analysis of the level of synergy indicates that collaboration between actors within the Pentahelix model has been successful. The relationship between government and academia has resulted in scientific studies that strengthen the formulation of more precise and evidence-based policies. Collaboration between government and the public is a key success factor because it encourages active citizen participation in monitoring and preventing illegal racing. Meanwhile, the government's relationship with the media supports the effective dissemination of information, education, and safety campaigns to the public. The synergy between the government and the business sector is reflected in the management of the Sabaru Circuit at Km 11, which provides a legal platform for the automotive community while generating economic benefits. Overall, the relationship between these parties demonstrates a strong level of collaboration and has the potential to support the long-term sustainability of illegal racing management.



Obstacles and Efforts to Strengthen Collaborative Governance in Controlling Illegal Racing and Motorcycle Gang Activities

1. Internal Barriers to Controlling Illegal Racing

The research results indicate that the effectiveness of handling illegal racing still faces several internal challenges. First, limited personnel numbers and competencies result in a high workload for officers, who must simultaneously handle various traffic and security tasks. Second, limited facilities, infrastructure, and operational technology mean that supervision still relies on manual patrols and is not supported by an adequate monitoring system. Third, limited scope and intensity of supervision mean that control cannot be implemented comprehensively, while illegal racers have become familiar with patrol patterns and officer schedules, making it easier to find loopholes to operate. This situation demonstrates the need to strengthen human resources, technology, and monitoring systems to increase the effectiveness of handling illegal racing.

2. External Barriers to Controlling Illegal Racing

In addition to internal constraints, handling illegal racing is also influenced by external factors. The influence of social circles and group solidarity encourages adolescents to engage in illegal racing as a means of gaining recognition and social identity. Low family supervision also increases the risk of adolescent involvement, as many parents are unaware of their children's activities outside the home. Furthermore, the ingrained culture of illegal racing and the perception that roads are normal racing venues make prevention efforts more difficult, despite the availability of official facilities such as the Sabaru Circuit Km 11. Furthermore, the development of social media and information technology is exploited by perpetrators to coordinate quickly and covertly, making illegal racing activities more organized and difficult for authorities to predict. These factors indicate that handling illegal racing requires an approach that focuses not only on law enforcement but also on social development and strengthening the role of families and communities.

3. Recommendations for Strengthening Pentahelix-Based Collaborative Governance

Optimizing efforts to address illegal racing needs to be implemented through strengthening collaboration between actors within the Pentahelix model. The government and police need to improve coordination through joint patrols, integrated monitoring systems, and the provision of supporting facilities at vulnerable locations. From an educational perspective, schools, academics, and psychologists can play a role in strengthening traffic safety education, character development, and monitoring students at risk of involvement. Mass media and social media should be utilized as educational tools and





positive campaigns to build a culture of safe driving. At the community level, citizen participation needs to be strengthened through environmental monitoring systems and optimized reporting mechanisms. Meanwhile, the business world and local governments can support the provision of legal alternative facilities, such as the development of the Sabaru Circuit and its supporting areas, so that youth's automotive interests can be channeled safely, productively, and sustainably.

CONCLUSION

This study shows that controlling illegal racing and motorcycle gang activities in Palangka Raya City cannot be achieved solely through a law enforcement approach, but rather requires a collaborative governance strategy involving various actors in the Pentahelix model. The study found that the Palangka Raya Police have implemented preventive, repressive, and educational strategies supported by synergy between the local government, educational institutions, the community, the mass media, and the business world. This collaboration is reflected in cross-sector coordination, information and resource exchange, community participation in supervision, and the provision of alternative facilities in the form of the Sabaru Km 11 Circuit as a means of channeling automotive interests legally. These findings confirm that the success of controlling illegal racing is greatly influenced by the level of interdependence, the quality of the governance network, and synergy between stakeholders in creating sustainable public security and order. Practically, this study provides implications that strengthening coordination, integrating monitoring systems, improving education, and developing alternative facilities need to be continuously carried out to suppress illegal racing activities more effectively.

However, this study has limitations because it focused on the jurisdiction of the Palangka Raya Police Department, so the results cannot be generalized to other regions with different social, cultural, and institutional characteristics. Furthermore, the study used a qualitative approach, so it did not quantitatively measure the effectiveness of each collaborative strategy implemented. Therefore, further research is recommended to develop a mixed methods approach, conduct cross-regional comparisons, and examine the influence of digital technology and social media on the dynamics of illegal racing and collaborative governance. Further studies should also evaluate the long-term sustainability of the role of each Pentahelix element to produce a more adaptive, participatory, and relevant model for controlling illegal racing to address emerging urban security challenges.





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