



Child Protection Policy Implementation In Preventing Child Abuse In Palu City, Central Sulawesi, Indonesia

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Abstract - This study aims to obtain information on how the implementation of Child Protection Policy in Palu City. The theory used as the basis of analysis is the policy implementation theory of George Edward III which consists of four indicators that influence the success or failure of policy implementation. Those four indicators are communication, resources disposition and bureaucratic structure. The results of the study show that the Child Protection Policy in Palu City has been implemented based on the Law Number 35 of 2014 concerning changes to Law Number 23 of 2002 regarding Child Protection which reinforces the need for weighting of criminal sanctions and fines against child abuse. However, viewed from George Edward III's theory, the impact and the implementation itself deemed insufficient and unsatisfactory.

Keyword-Policy Implementation; Child Protection; Communication; Resources; Disposition; Bureaucratic Structure.

I. INTRODUCTION

The government has a regulatory function which is used to regulate all sectors with policies, laws, government regulations and other form regulations. The purpose of this function is to maintain the stability of the state and the growth of the country as desired. Therefore, this function is very closely related to Government policies that will be implemented in a particular problem.

Policy implementation in principle is a way for a policy to achieve its objectives. To implement public policy, there are two kind of steps: directly implementing in the form of a program, or through the formulation of derivative policies. Public policy in the form of laws or Municipal regulations is a type of policy that requires explanatory public policies or is often termed as implementing regulations (Rahmadi, 2014).

Indonesia is a ruled by law that upholds the human dignity. Thus, every human being, especially children should be protected from any kind of violence.

Children are part of the younger generation and as one of the future human resources has a strategic role and has special characteristics which requires guidance and protection in order to guarantee a good physical, mental and social development growth (Siregar, 2013; Zai & Siregar, 2011).

Nowadays, printed and electronic media present news about the occurrence of child abuse cases. The family as the basic form of children's mental formation is expected to carry out its functions to maintain, protect, raise and educate children. Child abuses is happening more frequently and some of the victims are at their ends.

The number of child abuse cases that occur in Indonesia is considered as an indicator of the poor quality of child protection. Coupled with kidnapping, child trafficking, cigarette exposure, drug trafficking, no education access, no health services access, and children who do not have birth certificates, clarifying the grim picture of fulfillment of Indonesian children's rights (Harianti & Siregar, 2014).

All children have the right to be protected from violence, exploitation and abuse. Therefore, parents and adults (including the government) are obliged to protect. The statement means that children should get protection from those who provide care. But in fact, nowadays parents often forget their functions and roles so often that they do not realize they have committed violent behavior on their children. There are even parents who do not know that their child is actually getting abused by outside parties or the environment (Hasanah & Raharjo, 2015).

The Indonesian Violence Against Children Survey conducted in the age group 18-24 years who experienced abuse before the age of 18 identified the health impacts arising from acts of violence. The dominant behavior is smoking, getting drunk, rising desire of self-harm and suicide. Physical violence against boys has an impact on smoking behavior as much as 78% and becoming alcoholic at 33%. While for women, the alcoholic rate is at 14%, self-harm at 6.06%, and smoking at 5.69%. On the other hand, emotional abuse will have an impact on smoking

behavior (57.5%) and alcoholic behaviour (42.7%) in boys. Whereas in girls, emotional abuse contributes to self-harm (42.9%), suicide attempts (34.4%), suicidal thought (32.6%), smoking (13.51%), and alcoholic behavior (13.18%) (Gerintya, 2017).

To avoid the negative impact, abusive parenting should not be accepted as true and reasonable. Laws and regulations to protect children do exist, but they cannot be guaranteed for children to be violence-free. The first step for to prevent child abuse is in their parents' hands by not committing violence against children, neither as a punishment, nor for discipline, let alone just anger satisfaction.

The existence of Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 regarding Child Protection, reinforces the need for weighting criminal sanctions and fines for perpetrators of child abuse, especially for sexual abuse, aimed at providing deterrent effects and encouraging future steps to restore the physical, psychological and social conditions of the victims.

The prevention needs to be done to anticipate that children/victims in the future will not be the perpetrators of the same crime. Based on the revealed facts, when the perpetrators of child abuse (especially sexual abuse) were examined in court, some perpetrators claimed that they had experienced sexual harassment back when they were children. Therefore, the existence of this law may be a new hope in protecting children.

The existence of children who have not been able to live independently certainly needs people as a place of refuge. The low quality of child protection in Indonesia has drawn criticism from various elements of society. The question often asked is the extent to which the government has tried to provide protection to children that guarantees for their survival and livelihood as part of human rights. In fact, based on Article 20 of Law Number 23 of 2002 concerning Child Protection, the obligation and responsibility for the implementation of child protection is the state, government, community, family and parents (Harianti & Siregar, 2014; Purwadi, Halimatussa'diyah, Mahmud, Zaini, & Habibi, 2017).

With the existence of strict child protection and regulation in Indonesian law, in Article 1 point 2 of Law Number 35 of 2014 concerning the amendments to Law Number 23 of 2002 regarding Child Protection, it is determined that child protection is all activities that protect and guarantee children rights to live, grow, develop and participate in accordance with the dignity of humanity, and get protection from violence and discrimination. But the practice of child abuse still continues.

The policy implementation linked to child empowerment can be interpreted as how the government policies implementation in child protection that can run with certain concepts to produce achievements from the objectives of implementing child protection policies. The government must disseminate and socialize the implementation of child protection policies to the community. Child protection policy is a policy that is made in order to protect

children's rights and can assist in the implementation of child protection, in order to create effective and efficient child protection (Purwadi et al., 2017; UNICEF, 2006).

There are so many cases of violence that have occurred in Central Sulawesi, especially Palu, such as child rape, physical violence, neglect, sexual abuse, child trafficking and child custody due to parental divorce. Child abuse of Palu City in this case experienced a change in the number of cases each year. Cases recorded in 2010 are totaling 16 cases, 14 cases recorded in 2011, 28 cases recorded in 2012, 17 cases recorded in 2013, 20 cases in 2014, 15 cases in 2015, 22 cases in 2016, and 20 cases in 2017 (Komunitas Perlindungan Perempuan dan Anak, 2018).

II. LITERATURE REVIEW

1. Public Policy and Its Implementation Process

Policy is a series of concepts and principles that become guidelines and basic plans for implementing a job, leadership, and how to act in general. This term can be applied to government, private sector organizations and groups, as well as individuals. Policy could be as a program achieving goals, values and directed actions. Policies could be understood as a series of actions proposed by a person, group or government in a particular environment by showing the difficulties and solutions in order to achieve certain goals.

Public policy is whatever the government's choice to do or not to do (Agustino, 2014). This definition implies that the policy is made by a governmental body, not a private organization. Public policy involves choices that must be made or left behind.

Implementation of public policy can be interpreted as an action to implement policies through the provided means in order to create an impact based on the objectives of the policy. The objective of the policy is to intervene. The implementation is an intervention itself. Implementation is an important and inseparable in the policy process to carry out all decisions. Policies are raised as necessary actions in responding to objective needs or in other words guidelines for action. Implementation scientifically began to be developed since many failures occurred in the third world where the implementation of nationally determined policies did not reach the target as it should. This invited considerable attention from social scientists and administrative sciences.

There are three important elements in the implementation process: (1) the existence of a implemented program or policy; (2) target groups who are determined to receive benefits, changes or improvements from the program; (3) the implementing element (implementer), whether the organization or individual is responsible for the implementation and supervision of the implementation process.

Policy implementation is an effort to achieve certain goals with certain means and in a certain time sequence (Rahmadi, 2014). The process of implementing public policy can only be started if the

objectives of public policy have been established, programs have been made, and funds have been allocated for the achievement of these policy objectives. Policies implementation, viewed in a broad sense, is a legal administrative tool in which various actors, organizations, procedures, and techniques work together to carry out the desired impact or goal (Widodo, 2010).

To better examine an implementation of public policy, it is necessary to know the variables and the factors that influence it. For this reason, a policy model is needed to simplify understanding the concept of a policy implementation. The implementation model proposed by George Edward III sees policy implementation as a dynamic process, where there are many factors that interact and influence policy implementation. These factors need to be displayed in order to find out how the factors influence the implementation (Widodo, 2011). Therefore, Edward stressed that, in the implementation study, two basic questions must be asked.

1) What are the prerequisites for policy implementation?

2) What are the main factors in the success of policy implementation?

To answer this question, Edward proposed four factors that play an important role in achieving successful implementation which are communication, resources, disposition, and bureaucratic structure factors (Widodo, 2011).

a. Communication

Communication is the process of delivering information from the communicator to the communicant. Meanwhile, policy communication means the process of delivering policy information from policy makers to policy implementers (Widodo, 2011).

Widodo then added that information needs to be conveyed to policy actors to understand the content, objectives, direction, and target groups of the policy. Thus, policy actors can prepare matters relating to the implementation of the policy that the process implementation of policies can effectively work and in accordance with the objectives of the policy itself.

Communication in policy implementation includes several important dimensions, namely transmission, clarity and consistency (Agustino, 2014). The transmission requires that information not only be delivered to policy implementers but also to target groups and related parties. The clarity requires that information is clear and easily understood to avoid misinterpretations by the policy implementers, target groups and involved parties. Whereas the consistency requires that the submitted information must be consistent and not cause confusion for policy implementers, target groups or related parties (Goodin et. al., 2015).

b. Resources

Resources have an important role in policy implementation because however clear and consistent the provisions and rules and however accurate the

delivery of the provisions or rules, if the policy implementers who are responsible for implementing the policy lack the resources to effectively implement policies, the implementation of these policies will not be effective (Widodo, 2011).

Resources here are related to all sources that can be used to support the success of policy implementation. These resources include human resources, budgetary funds, facilities, information and authority.

c. Disposition

The trends in behavior or characteristics of policy implementers play an important role in realizing the policy implementation that are in line with the goals or objectives. Important characters that must be possessed by implementers are as honesty and high commitment (Widodo, 2011). Honesty directs the implementer to remain in the outlined program, while high commitment will make them always enthusiastic in carrying out their duties, authority, functions, and responsibilities in accordance with established regulations.

The attitude of the implementers will be very influential in implementing the policy. If the implementers have a good attitude then he will be able to run the policy well as desired by policy makers. Conversely if implementors' attitude is bad, the implementation will not be carried out properly.

d. Bureaucratic Structure

Organizational structure has a significant influence on policy implementation. This organizational structure aspect covers two things, namely the mechanism and structure of the bureaucracy itself. The first aspect is the mechanism or in the implementation of the policy is the standard operation procedure (SOP). SOP is a guideline for each implementer in carrying out duties so the policy implementation does not deviate from the policy goals and objectives. The second aspect is bureaucratic structure where if it is too long and fragmented, bureaucratic structures will tend to weaken supervision and cause complex bureaucratic procedures which in turn will cause organizational activities to be inflexible (Widodo, 2011).

2. Child Protection

The need for child protection is that children are budding potential of the future generation which will become the successor to the ideals of the nation. Children has a strategic role and has special characteristics that guarantee the continuity of the existence of the nation and the future. Indonesia is one of the countries that ratified the United Nations Convention on Ratification of the Convention on The Rights of the Child, through the Presidential Decree Number 36 of 1990. With the ratification of the convention, it means that legally, the state is obliged to fulfill children's civil, political, social, cultural and economic rights. In reality, Indonesian children is still and continues to deteriorate by many acts of violence, both physical and sexual, which often repeatedly occurs (Hasanah & Raharjo, 2015).

The choice of children as victims of sexual abuse can be caused by children being easily seduced and persuaded. This is why children are often become rape victims. Protection of child rape is regulated in Article 287 paragraph 1 of the Criminal Code which explains that whoever has sex with a woman outside of marriage, even though it is known or suspected to be under 15 years old, or if her age is not evident, not a sufficient married age, is threatened with imprisonment with a maximum sentence of nine years.

Even though there are rules that provide real protection against sexual intercourse for minors, these actions often occur. Throughout 2009 the National Commission for Child Protection received 1.998 cases. This figure increases when compared to child abuse cases in 2008, which were totaling to 1.736 cases. 62.7% of the total were in the form of sodomy, rape, sexual abuse and incest, and the rest were physical and psychological violence. From cases details, the perpetrators of the violence had nothing to do with social status, religion, beliefs and ethnicity or race (Komisi Perlindungan Anak Indonesia, 2010).

There are so many cases of violence that have occurred in Central Sulawesi, especially Palu, such as child rape, physical violence, neglect, sexual abuse, child trafficking and child custody due to parental divorce. Child abuse of Palu City in this case experienced a change in the number of cases each year. Cases recorded in 2010 are totaling 16 cases, 14 cases recorded in 2011, 28 cases recorded in 2012, 17 cases recorded in 2013, 20 cases in 2014, 15 cases in 2015, 22 cases in 2016, and 20 cases in 2017 (Komunitas Perlindungan Perempuan dan Anak, 2018).

The form and effort to deal with child abuse is by giving protection to victims of violence, one of which is through legal protection and law enforcement. Law breaking behavior can be prevented and repressed. While preventive legal protection is the prevention of all arbitrary actions carried out by humans and given the opportunity to maintain themselves both individually and jointly to maintain life in society..

III RESEARCH METHODOLOGY

This study is carried out in the Municipal Office of Women's Empowerment and Child Protection of Palu City by utilizing descriptive-qualitative approach (Yusuf, 2014). The data is collected through observations, interviews and document studies. The informants are purposively selected from the Child Protection Department of the Municipal Office of Women's Empowerment and Child Protection of Palu City, including officers and employees. The purpose of the informant selection is to narrow down the scope to the ones who directly contributes in the child protection policy and programs implementation efforts.

IV RESULT

1. Child Protection Policy Implementation in Palu City

One of the strategic steps taken by the State

Government in protecting children is by making policies or regulations concerning women's empowerment and child protection. The State Government through the Ministry of Women's Empowerment and child protection has issued several regulations concerning child protection, such as the Article 20 of Law Number 23 of 2002 regarding Child Protection where the obligation and responsibility for the implementation of child protection is the state, government, community, family and parents. Ministry of Women's Empowerment Regulation Number 2 of 2008 regarding Guidelines for the Implementation of Women and Children Protection.

The regulation, child protection are all efforts that are shown to protect children and provide security for all acts of violence committed against children. Data from the Municipal Office for Women's Empowerment and Child Protection of Palu City mentioned that children experience the most abuse. The aforementioned data of the child abuse cases also illustrates how child protection policy is implemented in Palu.

The form of child abuse that often occurs in Palu City itself is physical violence, humiliation, and rape. More often this case is solved by family reasons that does not give a sense of justice to children. According to the interview with the officers of Child Protection Department of the Municipal Office for Women's Empowerment and Child Protection of Palu, the perpetrators of child abuse cases are dominated by close relatives, family, friends totaling to 147 people recorded between 2010-20117.

The child protection policy implementation in Palu City was observed at the Municipal Office for Women's Empowerment and Child Protection of Palu City as research location. The results of the study is broken down into four aspect below:

2. Communication Aspect of Child Protection Policy Implementation

To continue the ministerial regulation on guidelines for implementing women's protection, the Palu City Mayor Regulation Number 10 of 2017 regarding the Tasks, Functions and Work Procedures of the Municipal Office of Women's Empowerment and Child Protection of Palu City was issued. The important thing in terms of communication in the implementation of child protection policy is related to coordination with institutions or agencies related to child protection in Palu City as well as the delivery of information through the dissemination of the Women's Empowerment and Child Protection Agency in Palu.

The socialization effort of the child protection program is one of the supporting forces in providing an understanding of the importance of the role of parents, families and the surrounding environment to provide security and protection for children. The Municipal Office for Women's Empowerment and Child Protection of Palu itself has conducted socializations regarding child protection policy. Based on the interviews, the socialization effort has run optimally. The officers themselves directly visits

places that are considered vulnerable to acts of violence such as school. The conducted socialization was included in the annual routine program because it was included in the main tasks and functions of the office itself. But, regarding to protecting and fulfilling the rights of children, the community has different understandings in educating their children.

It can be concluded that in terms of the established communication between the Municipal Office for Women's Empowerment and Child Protection of Palu and the Community has been running quite well. As communication greatly determines the success of achieving the objectives of the implementation of public policy, if the decision makers already know and understand of what they are doing, the communication will go well. Thus, every policy decision and implementation must be transmitted or communicated to the appropriate personnel. Good communication will produce a good implementation. What often happens in the distribution of communication is misunderstanding or miscommunication which caused by several levels of bureaucracy with different level of understanding.

7. 3. Resources Aspect of Child Protection Policy Implementation

Use important factor in implementing a policy is seen from the resources in the organization. The entire communication process will not work well if there is no responsibility from each officer in the Municipal Office for Women's Empowerment and Child Protection of Palu City. In addition, the requirements for an organization to run well are the availability of resources. Basically, resources are crucial in the progress of an institution. The existence of adequate human resources is needed in an institution or organization. Thus, good human resources will certainly have a positive impact on the institution or organization.

Used on interview with the informants, it was concluded that, in terms of the number, human resources at the Municipal Office for Women's Empowerment and Child Protection of Palu City was sufficient. Although, there were still many employees who had their jobs or held positions that were not suited with their skill set. Thus, it can be said that human resources at the Municipal Office for Women's Empowerment and Child Protection of Palu, especially in the child protection department, were still very lacking. The mismatch of skill set makes employees have to learn from the beginning on what must be done. On the other hand, the lack of supporting facilities also hinders the actual efforts of child protection policy in the field.

8. 4. Disposition Aspect of Child Protection Policy Implementation

Propriate understanding is needed in an organization about what and for what a task is carried out. In terms of clear accountability of implementation, it can account for everything. One of the factors that influence the effectiveness of policy implementation is the attitude of the implementer.

The disposition is interpreted as a commitment in carrying out duties and as an institution's support in implementing child protection program in Palu City. To fully implement a child protection program, strong support from managers and leaders who are responsible for the program is needed, which in this case is the Municipal Office for Women's Empowerment and Child Protection of Palu.

The implementation of child protection in Palu City has been carried out, for example are the establishment of public service posts and the establishment of children's forums. The establishment of public service posts for child abuse victims is carried out and in school by various parties by establishing and providing various assistance such as safe houses and legal assistance.

The results of interviews clearly shows that the support for child protection is getting stronger from various parties both through cooperation and implementation of existing programs. In addition, for the implementation of the child protection program is carried out to the fullest, an understanding of the implementation of the women's protection program is also needed to be carried out by the Municipal Office for Women's Empowerment and Child Protection of Palu City.

5. Bureaucratic Structure Aspect of Child Protection Policy Implementation

Bureaucratic structure aspect explains one of the most fundamental structural aspects of an organization by work procedures or basic measures. Bureaucracy is one of the institutions that most often even as executors of activities. Even in certain cases the bureaucracy was created only to carry out a certain policy.

Regarding the implementation of the child protection policy by the Municipal Office for Women's Empowerment and Child Protection of Palu City as a work unit whose duties and functions regarding child protection, the office facilitates the integration of child protection policies, programs and activities into the preparation of plans and budgetary documents.

Based on the interviews with various officers, the involvement of other parties outside the Municipal Offices for Women's Empowerment and Child Protection of Palu as a leaning sector for child protection is in the form of cooperation efforts of seminar, meeting or socialization. The results of which will form a formulation of recommendations. Furthermore, the results of the decision became one of the references in the preparation of the program in the Municipal Office for Women's Empowerment and Child Protection of Palu City

V. CONCLUSION

Based on the results of the study in accordance with the concept that has been compiled, it can be concluded that the Implementation of Child Protection policies in Palu City has not yet sufficient. There are still obstacles in the implementation process to run as it should. This is reflected in the factors that influence the

child protection policy implementation in Palu seen from the communication factor which, while it has been going rather well, will return to the parents and community understanding of the importance of children protection. Besides that, insufficient infrastructure and lack of funds in the implementation of the child protection program also contributed as the obstacle for an effective implementation.

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