

Actors' Behavior in Policy Formulation

A Case Study of Woman And Child Protection Policy in Parepare, Indonesia

Muh. Tang Abdullah
Dept. of Administrative Science
Hasanuddin University
Makassar, Indonesia
tang.abdullah@unhas.ac.id

Siti Halwatiah
Dept. of Administrative Science
Hasanuddin University
Makassar, Indonesia

Gita Susanti
Dept. of Administrative Science
Hasanuddin University
Makassar, Indonesia
gitasusanti65@gmail.com

Abstract: This study aims to describe the processes, which are the policy actors, what their motives, competencies and roles of actors in policy formulation on the protection of women and children. This research uses descriptive qualitative method with technical analysis model data including, reduction, display and verification/conclusions. Primary data were obtained through interviews with key informants i.e. actors who were directly involved in the formulation of local regulations. Secondary data is sourced from local government documents. The results of this study illustrate that: firstly, the process through the formal and non-formal mechanism; secondly, the policy actors are divided into unofficial policy makers include LP2EM, People Care, PPA Police Chiefs, Academics and Press Media. While the official policymakers i.e. Local Council Actors'; PP/KB and P2TP2A officials; and thirdly, the actors have ideological and pragmatic motives and these motives show competence and influence its role and behavior in the formation of local regulations.

Keywords: actor behavior, motive and role, type of policy actors

I. INTRODUCTION

One of the important public policy issues to be given serious attention is the issue of protection of women and children. This is important given the fact that there are still weak policies directly related to the protection of women and children. This fact certainly not only occurs nationally but also occurs at the regional level [1]. Policy formulation is an activity related to the development and synthesis of alternative solutions to a problem. The use of the term policy generally describes the behavior of some or a set of actors involved in an activity both at the level of formulation and implementation of a policy. The first thing done in the formulation of public policy is related to the process of deciding what will be agreed upon into a policy issue [2]. Deciding what matters is sometimes more important than deciding a solution to solve the problem [3].

Actors in the policy can be individuals or groups, where actors are involved in certain conditions as a policy subsystem [4]. There are at least four classes or types of actors involved in the policy process: the rationalists, the technicians, the incrementalists, and the reformists. The categorizes important actors in the process of public policy making into two categories: unofficial policymakers and official policy makers. The two categories of actors involved in the policy process

include: (a) unofficial policymakers, in general, this category of actors does not possess or occupy official positions or positions in government, whether executive or legislative. However, they get their role in the process of policy formulation from the government. They take advantage of their interests and demands, harmonize them, and influence official policymakers to involve them in the process of formulating a policy. (b) Official policymakers, those with legal authority to engage in the process of public policy formulation. Those included in this category are legislative, executive, administrative, and judicial. It can be said that they are government actors who have formal positions at certain levels of government and have a major role in the process of public policy formulation [5] [6] [10] [11].

Generally, in creating public policy, the policy makers try to understand human behavior by using perspective of rational agent model based on normative analysis. This model assumes that people make decisions with consideration of their personal utility. However, there are other alternatives in viewing this case. This view is developed through empirical research with a focus on the behavior of the person who is the subject of the decision maker. Based on empirics' perspective, the behavior is a combination of perception, impulse, judgment, and decision-making processes derived from the "impressive machinery" that humans bring behind their eyes and between their ears [7].

The views in the behavioral approach are very different from the classical theories in explaining how one makes a decision driven by the assumption that individuals are rational agents and will act in a rational agent. This view is based on findings in behavioral research that show that the availability and dissemination of data does not necessarily lead to effective communication and knowledge on decision making. Furthermore, understanding and intention do not always lead to the understanding of actions to be selected. Individuals often show temporal bias and incorrectly predict their behavior [7]

In the perspective of behaviorism and its relation to public policy, the core question that becomes a challenge is how to change human behavior because the root of social problems is one of the most important in human behavior itself (human behavior). Behavioral changes that become the goal of policymakers in general are a domain project psychology discipline. This is very clear, given the focus of psychology on

Corresponding author: Muhammad Tang Abdullah

this context is on knowing the motivations underlying one's behavior / actions.

Motivation in behavioral observation is also claimed to be the main cause of failure of an action projection. This failure can be illustrated as a gap between aspiration and action [8][9]. Humans generally know what he wants. But there is a gap about what they know they can or should do with what they ultimately do. This problem is a general categorization described by the psychological perspective in observing the behavior, and the task or purpose of public policy in this context ideally is to help the individual or society minimize the gap.

II. RESEARCH METHOD

The focus of research on coastal communities in the City of Parepare. For the purpose of description and analysis of the research materialized, it is used descriptive qualitative research design and case study strategy. Using primary data obtained through informant interviews and direct observation and secondary data from various documentations with the main instrument of the researcher himself. The data obtained is processed through interactive analysis techniques with the stages of collection, reduction, presentation of data, and verify the results and conclude it. In the analysis is done in depth discussion using the available theories and concepts.

III. RESULT AND DISCUSSION

The description of the research location on the aspect of the background of government administration includes the vision, mission, strategy and priority development program, as well as the structure of the Parepare City area. In the RPJMD 2013-2018 in affirm that the vision of Parepare City is the realization of the City of Parepare is Advanced, Care, Mandiri and dignified. Then to realize this vision, it is elaborated into several missions, among others: (1) to improve the optimization of education and health services in fair, quality and sustainable manner; (2) promoting the acceleration of regional economic growth based on local resources, developing investment and improving the welfare of communities in accordance with the principles of sustainable development; (3) accelerating the equitable distribution of regional infrastructure development through the balance of spatial arrangements and the adaptability of environmental changes; (4) strengthening the rule of law supremacy, organizing clean governance and promoting active participatory communities; (5) actualize local religious and cultural values in developing better coexistence.

Then in the framework of organizing the government to achieve the vision and mission of the area mentioned above, then compiled a regional device whose position and function help the Mayor of Parepare City. The regional apparatus is contained in the Regional Regulation of Parepare City no. 8 of 2016 on the Organizational Structure of Parepare City. Based on the institutional regulation, there are 31 SKPD regional apparatus that includes: 2 secretariats, 20 agencies, 5 bodies,

and 4 sub-districts, and 22 urban villages. In addition, there are 14 vertical institutions (non-local government) that are placed in the City of Parepare. Meanwhile, apparatus resources (ASN) scattered throughout SKPD totaled 4,747 employees, covering 2,012 men and 2,735 women and there were also ASNs that covered 749 vertical agencies.

The rationalization of the importance of policies (local regulations) governing the protection of women and children can be explained through various facts and phenomena. Data on the issue of protection of women and children in Parepare City for three years (2013-2015), shows an increasingly alarming trend, in terms of number and quality of problems. The number of women and children who are vulnerable to trafficking, child victims of drug abuse, and children and women infected or affected by HIV / AIDS, experiencing discrimination in the workplace, exploited into commercial sex workers, is a long-standing fact that has taken place and tend to increase, economic exploitation such as child domestic servants or another informal sector.

When viewed from the many forms of violence against women and children that occurred, the form of domestic violence (KDRT) is the most experienced by women and children (victims) that greatly affect their physical and psychological conditions. The following are forms of violence that are often experienced by women and children, among others: (1) physical violence in the form of slapping, encouraging and other actions that result in minor injuries, physical injuries, etc; (2) psychic violence in the form of manipulation, exploitation, humiliation and humiliation, etc. Some of the consequences that can arise such as sleep disorders, lack of appetite, post-traumatic stress disorder; (3) sexual violence in the form of sexual harassment and other acts that cause disgust or disgust, coercion of sex with others for the purpose of prostitution; (4) economic violence in the form of exploitation, abandoning the victim, robbing or manipulating the victim's property.

Violence against women and children by the UN is called an act of human rights violations. This violence may occur everywhere, for example in public places, at work, in the family, in schools, etc. and the perpetrators may be committed by anyone including from close relatives or close persons or known persons and events may occur at any time.

The processes and mechanisms of formulation or the formation of local regulations in this study are differentiated in two stages. Stages of process and mechanism of formulation or formulation of regulation policy of area which is formal and standard is the stages of formulation of legislation which has been regulated and determined about the standard and its procedure in Law no. 12 Year 2011 on the Establishment of Laws and Regulations. The law stipulates that the process of formulating legislation including regional regulations must go through several procedures including (1) planning; (2) preparation; (3) discussion; (4) approval or stipulation; and (5) promulgation.

The non-formal and non-standard stages are the processes and mechanisms for formulating or formulating regional regulatory policies that are conducted long before a policy

issue becomes a policy agenda by the legislature-forming authority. Where this is certainly not regulated and also not specified in the formal standards and standard procedures for the establishment of legislation as contained in Law No.12 of 2011. The non-formal and non-standard processes and mechanisms are conducted through discussion forums between various stakeholders who have idealism and on the issue of the importance of attention to women and children. This discussion forum is not only done once or twice but takes place several times with the nature and form of varied discussions.

FIGURE 1. CATEGORY OF ACTOR POLICY FORMULATION

Category of Actor Policy Formulation of Women and Children Protection	
Unofficial policy makers	Official policy makers
LP2EM (local NGO)	DPRD (local council)
People Care (local NGO)	KB/PP officials (local government)
Academics	P2TP2A (local government)
PPA Police Chiefs	
Pare Post (local press media)	

Source: result of processed research data, 2017

Policy actors related to the establishment of local regulations on the protection of women and children are divided into two main categories: actors derived from local government elements and actors from outside or non-regional government. This categorization of policy actors is in line with the concept of policy actors who divides important actors into the public policy-making process into two categories: unofficial policymakers and official policy makers. Then to further deepen the discussion refers also to the views expressed [4] [6].

Based on the content of information or information found at the interview with informants can be assessed what and how the motives behind their role in the process of formation of local regulations. The motives of the policy actors can be divided into two categories: ideological motifs and pragmatic motives.

First, the actor who has ideological motives is an actor who has an understanding of moral values and humanity that must be fought. The moral and humanitarian values in question are moral and human values that are strongly opposed to the attitude and abuse, injustice and violence against women and the mistreatment of children. However, not all actors who have ideological motives have also the competence to play a further role in the formulation and formation of policies. Based on the findings in the field, it seems that policy actors with ideological motives are mostly those who enter the unofficial policy makers. Nevertheless, there are still policy actors in the category of official policy makers who have ideological motives, such as figures of DPRD members who have an NGO activist background.

Secondly, the pragmatic motive, generally the pragmatic motive, belongs to a policy actor who because of his position and position as a party who formally has the authority to form a regional regulatory policy. Policy actors belonging to the category have this pragmatic motive, showing only their roles

and attitudes when the stages of the process of formulating local regulations are already within the realm of their authority. They tend not to care about the principles and values of morality and humanity that follow the importance of forming a policy. They only think because the process has entered the formal stage of discussion then the actors are present only as a fulfillment of formal obligations.

Theoretically, the motive behind the role and behavior of policy actors is a psychological process that can control the behavior of individual actors of the policy in attitude. Some constructs or psychological processes are believed by these disciplines to control behavior. By modifying the psychological process / construction, then behavioral changes will be possible. The psychological constructions in question and influential in human behavior change are attitudes, expectations, self-esteem, self-concept, purpose, and identity. Thus, the psychological approach becomes the main foundation in understanding behavioral change especially in the context of understanding a particular public policy process.

IV. CONCLUSION

Policies governing the protection of women and children in coastal communities of Parepare City are contained in the Parepare City Regulation No. 12 of 2015 on the Protection of Women and Children. The stakeholders or policy actors involved in establishing this regulation include unofficial policy makers and actor official policy makers. Unofficial policy makers include LP2EM, People Care, PPA Police Chiefs, Academics and Press Media. While the official policymaker's i.e. Local Council Actors'; PP/KB and P2TP2A officials.

The policy actors have different motives that are categorized into two groups. The first group is the actor who has ideological motives and the second group is the policy actors who have pragmatic motives. This motive certainly theoretically influences the behavior of policy actors in the formulation or formation of local regulations on the protection of women and children.

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