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Jurnal Ilmu Pemerintahan

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How to deal with children's violence? Implementation of child protection policies in Bekasi Regency, Indonesia

Aos Kuswandi^{1*)}, Ainur Rofieq², Siti Nuraini³, Noer Kholis⁴

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Abstract

According to data from the Ministry of Women Empowerment and Child Protection, the region of West Java has witnessed 819 cases of child violence. The West Java Province records indicate that Bekasi Regency has the highest incidence of child violence cases. The purpose of this study was to investigate the implementation of Law No. 35 of 2014, which amended Law No. 23 of 2002 on Child Protection, in the region of Bekasi Regency. This study used the qualitative research method with six variable of policy implementation are examined; 1) resources, 2) policy measures and standards 3) implementing agents' traits, 4) implementers' attitudes and tendencies, 5) interorganizational communication, and 6) social, economic, and political circumstances. The research outcomes indicate that the legislative policy has been effectively executed with respect to its scale and policy benchmarks, the attributes of the implementing actors, the disposition and inclination of the implementers, and inter-organizational communication. The enhancement of child protection in Bekasi Regency necessitates improvements in resource allocation, as well as the social, economic, and political circumstances.

Keywords: children's violence, child protection policies, policy implementation

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Introduction

The passing of Law No. 35 of 2014, which amended Law No. 23 of 2002, pertaining to Child Protection, has facilitated the implementation of heightened safeguards for minors. The term "violence against children" refers to any form of maltreatment or abusive conduct directed towards children by their parents, guardians, or other individuals. This treatment is considered violence against children as long as the victim is still a child in the eyes of the law (Aidy & Sanaky, 2022). Physical, psychological, sexual, and social violence are the different categories of violence against children (Suharto, 1997).

The legislative act identified as Law Number 35 of 2014 has introduced modifications to Law No. 23 of 2002, which concerns the safeguarding of minors. Specifically, Article 1 (paragraph 15 and paragraph 15a) of the aforementioned law elucidates the rights of children that are mandated to be safeguarded by all concerned parties. Instances of violence against children continue to be prevalent in Indonesia. The state of child abuse in Bekasi Regency, located in the West Java Province, exhibits

similarities to the overall situation in Indonesia. Cases of violence that occur range from instances of bullying (bullying), sexual harassment, sexual deviation, domestic violence, and dropping out of school, to not getting a proper opportunity to live in the form of child neglect.

As a means of mitigating instances of violence against women and children, as well as the involvement of minors in criminal activities, the Bekasi Regency Government has pledged to provide support for child abuse concerns through the Department of Women's Empowerment and Child Protection. The Women's Empowerment and Child Protection Office is a regional organisation that has been established to undertake responsibilities and adhere to operational procedures pertaining to the empowerment of women and protection of children.

Cases of child abuse are not only in the form of physical violence but can be in the form of emotional violence, medical abuse, neglect of children, or neglect of children. Parents and caregivers are rarely aware of the neglect and neglect of children, even though this case is also a type of child abuse. The impact of neglect cases on children is very diverse and requires proper handling before the child imitates the abandoned parent's behavior toward his child. It is known that some parents who neglect their children also experience the same thing as a child, so the appropriate treatment will break the chain of abuse and neglect of children in the future. The issuance of the UN Convention on the Rights of the Child changes the status of children from passive recipients to rights holders. The Convention is one of the most comprehensive human rights instruments ratified in most countries in the world. However, efforts to stop all forms of violence against children seem to be running slowly. This has an impact on achieving the SDG 16.2 target in 2030. (M'jid, 2020). Violence against children is a very critical issue that occurs in a society that affects millions of children around the world. The Covid-19 pandemic has further increased the risk of violence against children in their families, communities, and online environments (Bhatia et al., 2021).

As of December 31, 2018, there were 819 cases of child abuse in West Java, as reported by the Ministry of Women's Empowerment and Child Protection's online information system for the safeguarding of women and children. In West Java Province, Bekasi Regency falls into one of the top three categories for child abuse complaints. 64 instances of child abuse were reported between January and March 24, 2019 (Sapto Budoyo, 2022).

The Bekasi Regency Women's Empowerment and Child Protection Office noted that cases of violence against children in Bekasi Regency in 2019 were 69 cases, while in 2020 there were 51 cases. This number is higher than the cases recorded in 2018 which amounted to 18 cases (Hutabarat, Mahayoni, Laufra, & Sutrisno, 2021). There has been an upward trend in the incidence of neglect cases between 2018 and 2020. The observed increase in cases of neglect may be attributed to issues surrounding the implementation of Law Number 35 in 2014, which pertains to the modifications made to Law Number 23 in 2002 concerning Child Protection. With the objective of improving the safety of children, Law No. 35 Year of 2014 Concerning Amendments to Law No. 23 Year of 2002 Concerning Child safety is outlined (Aidy & Sanaky, 2022). The law has 92 articles that regulate Child Protection and Special Protection.

In comparison, Kenya being a signatory to the UN Convention on the Rights of the Child, has implemented policies aimed at safeguarding children, particularly against sexual abuse. The Kenyan government has implemented harsh penalties for violations. However, there are still weaknesses, especially the absence of policies on sex education

and incomplete handling procedures. There is an urgent need to review existing policies as well as multisectoral development (Wangamati, Yegon, Sundby, & Prince, 2019).

In the context of Qatar, diverse strategies are implemented to safeguard minors against any type of maltreatment, which encompasses the utilisation of legal frameworks. The challenge at hand pertains to the insufficient preparedness towards mitigating instances of violence directed towards children (Al-Mohannadi et al., 2022).

Several studies were carried out to see whether this law had been implemented properly or not in various regions and on several articles in the law such as in Gianyar (Ariani, 2014), for children who were victims of divorce (Wiradharma, Budiarta, & Sukadana, 2020) as well as the factors that affect the effectiveness of protection for child victims of violence (Adiyuwana, 2016).

Talking about policy implementation, there are several theories by public policy experts. The policy describes the actions taken by the government to overcome a problem (Novrianna, Ngarawula, & Prianto, 2022). Public policy refers to the decisions and actions taken by the government, as opposed to decisions and actions not taken, that affect the well-being of the general public (Yuaningsih, 2016). According to Nugroho (2004), Public policy possesses two distinct characteristics, easy to understand and easy to measure. The public needs to understand the context of a policy that has been issued by the government. In addition, to determine whether a policy has been implemented well or not, the policy must be easy to measure (Nugroho, Zuiderwijk, Janssen, & de Jong, 2015). According to Agustino (2014), the policy implementation model uses a top-down approach. Van Metre and Van Horn developed a policy implementation model which is commonly referred to as "A Model of Policy Implementation". This model not only explains each independent variable and the dependence of each variable but also clearly states the relationship between these variables. This relationship will symbolize predictions that can be tested empirically, and indicators of satisfaction with the policy can be prepared appropriately based on the data to be collected.

Gordon 1979 explains that for a program to be implemented, an implementation stage is needed (Aini, 2016). Akib (2012) posits the theory of direct and indirect impact of implementation. According to the literature, policy implementation success is dependent on four critical factors: communication, resources, disposition, and the structure of the bureaucracy. The behavioral tendency of policymakers is related to whether policymakers desire that the objectives of policy-making can be carried out or not (Mubarok, Zauhar, Setyowati, & Suryadi, 2020). According to Nugroho (2004), hypothesize that the success of a public policy is strongly influenced by the ability to identify various variables that are likely to affect achievement during policy implementation (Nugroho et al., 2015). 3 (three) Variables affect the implementation of a policy according to Mazmanian and Sabatier, namely the bond between existing problems, the ability of a policy to map implementation patterns and external variables.

According to Mutiarin (2014) states that when goals and objectives have been established, programs have been created, and funds have been allocated to meet those goals, the general implementation process can begin. The fundamental prerequisites, namely the policy content, and the contextual aspects of policy formulation, are integral components of policy development. According to Merilee S. Grindle, the effectiveness of policy implementation is determined by two primary factors: the appropriateness of the underlying policy concept and the attainment of policy

objectives through a community-oriented approach. According to Agustino (2014) in the top-down approach, policies are implemented centrally and carried out by actors at the central level. The top-down approach stems from the view that policies that have been set by policymakers at higher levels must be implemented by implementers or bureaucrats at lower levels. Implementation with this approach can be assessed or evaluated based on the behavior of the implementers that are adjusted to the policies and goals that have been made by policymakers at the top level (Agustino, 2008).

The theory of policy implementation with the top-down approach above is in any theory of van Meter & van Horn, George C Edward III, Merilee S. Grindle, and Mazmanian & Sabatier. The theories from each of the above experts regarding the implementation of public policies have their respective points of view to be able to assess whether a public policy has been implemented properly. The theoretical framework used in this study, developed by Van Metre and Van Horn, contends that six elements policy standards and objectives, resources, interorganizational communication, strengthening initiatives, implementing agent characteristics, and social, economic, and political circumstances have an impact on how well policies are implemented. Researchers can conduct a more thorough analysis of the application of child protection policies by using this theory. In terms of implementing child protection policies, a study conducted by (Dastina, 2017) explains the implementation of Law No. 35 of 2014 in schools in Makassar City. Meanwhile, a study conducted by (Roria, 2019) explains the implementation of Law No. 35 of 2014 from the point of view of victims of violence with a locus in Tulungagung Regency. The thing that distinguishes it is the approach used, namely sociological juridical. Still related to the aspect of the victim's point of view, the study conducted by (Trisna & Zulbaidah, 2020) places more emphasis on legal approaches with normative juridical and empirical juridical methods with a locus in Nagan Raya Regency. The study conducted by (Novianti & Sahrul, 2020) focused on the implementation of Law No. 35 of 2014 article 9 paragraph 1. The approach used was library research, especially focused on child abuse in educational institutions.

The issue is stated in the following manner: What is the current status of the implementation of Law No. 35 of 2014, which pertains to the modifications made to Law No. 23 of 2002 on the topic of safeguarding children in Bekasi Regency? The aforementioned issue's contextual backdrop and the escalating incidence of child maltreatment in Bekasi Regency serve as the foundation for this analysis. The objective of this study is to offer a rationale for the utilization of Law No. 35 of 2014, which amended Law Number 23 of 2002 pertaining to the safeguarding of minors.

Research Methods

The present investigation employs a qualitative methodology. The research object is situated at the Office of Women's Empowerment and Child Protection in the Bekasi Regency Government Office Complex, located in the Central Cikarang District of Bekasi Regency. The study conducted by Van Meter & Van Horn (1975) aims to investigate the perspectives of six distinct entities regarding the implementation of amendments to Law No. 23 of 2002 on child protection in Bekasi Regency, as stipulated by Law No. 35 of 2014. The aforementioned perspectives encompass various factors that are crucial to the implementation of a given policy. The aforementioned factors encompass a range of considerations, such as policy measures and standards, available resources, the attributes of those responsible for implementation, the disposition and proclivity of the implementers, inter-organizational communication, and prevailing

social, economic, and political circumstances. The study utilized primary data sources, specifically interviews, direct field observation, and documentation, as well as secondary data sources obtained from literature reviews, journals, and online sources. The present study employs an interactive model for data analysis techniques as proposed by Miles and Huberman (1994). The model comprises three key steps, namely data reduction, data presentation, and conclusion (Miles & Huberman, 1994).

Results and Discussion

Data related to Child Protection in Bekasi Regency

Based on the data consistently tracked by the Office of Women's Empowerment and Child Protection in Bekasi Regency, the primary manifestation of violence in the present year is the maltreatment of minors, as illustrated in Figure 1. The information presented herein is derived from the publication entitled "Profile of Women and Children of Bekasi Regency 2021 Edition (Sofiana, 2022).

There appears to be a decline in incidents of violence perpetrated against minors in the year 2020 in contrast to the preceding year, 2019. However, there seems to be a resurgence in such cases in the year 2021. The Office of Women's Empowerment and Child Protection in Bekasi Regency closely monitors and analyzes the trend of violence cases against children. This information serves as a foundation for policy-making regarding child protection activities. Data pertaining to acts of violence against children is utilized to facilitate coordination with other regional entities in order to engage in activities aimed at safeguarding children.

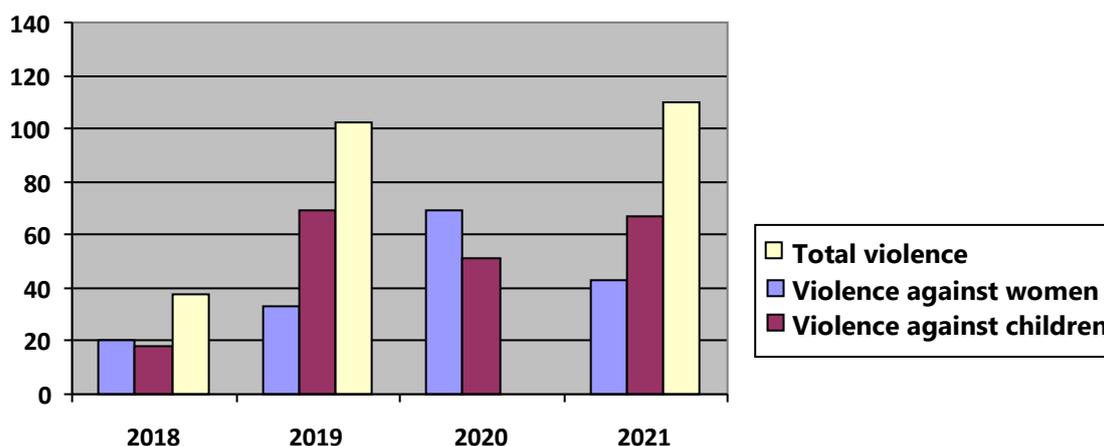


Figure 1. Violence against Women and Children Data in Bekasi Regency
(Source: Office of Women's Empowerment and Child Protection Bekasi Regency, 2021)

Based on Figure 1, cases of violence against children that are ranked second and third most in 2021 are cases of child pornography and physical violence against children. These two cases also show an increasing trend from 2018 to 2021. Child neglect cases have a different trend, increasing in 2020 and decreasing in 2021.

Analysis Based on Aspects of Policy Size and Objectives

According to Van Metre and Van Horn, the initial component of the implementation model concerns the policy's scope and aims. In accordance with Child Protection Law No. 35 of 2014, the Bekasi Regency must establish the Office of Women's Empowerment and Child Protection. The development of women's

empowerment and the protection of children in Bekasi Regency are two goals that this unit works to achieve.

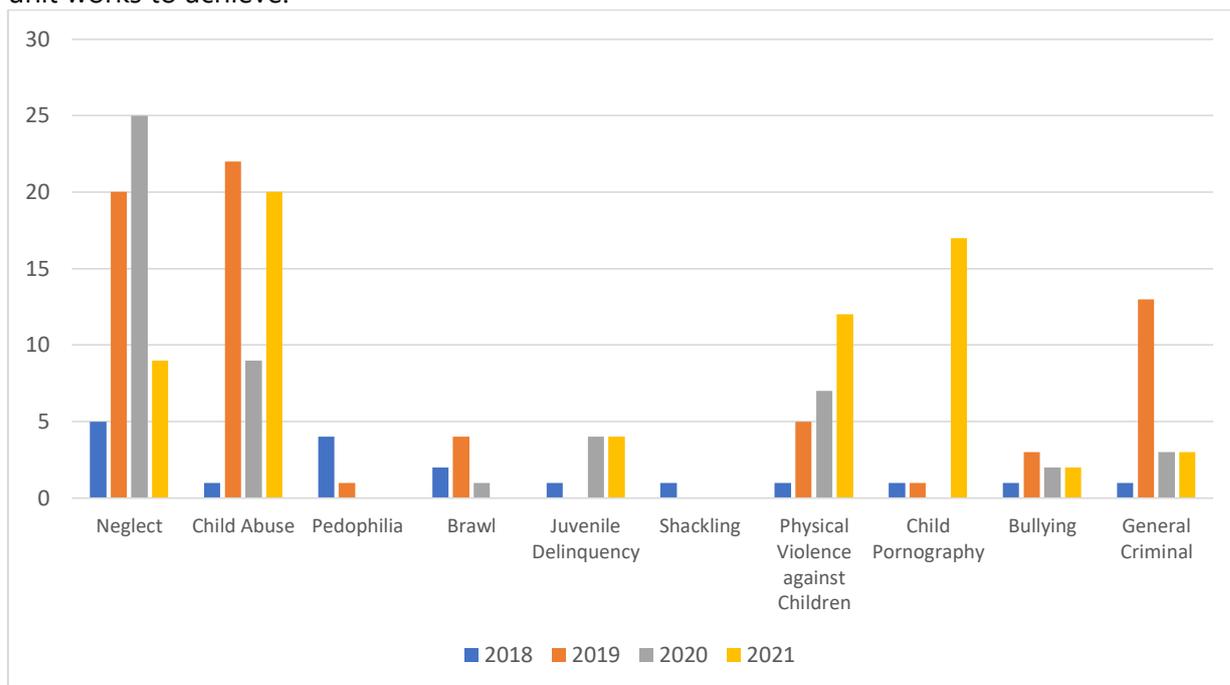


Figure 2. Types of Cases of Violence against Children in Bekasi Regency 2018-2021
Source: Office of Women's Empowerment and Child Protection Bekasi Regency, 2021

There is evidence that the Bekasi Regency Office for the Empowerment of Women and Child Protection adheres to professional norms commensurate with the scope and goals of its mission to advance the status of women and children in the region. The primary basis for the Office of Women's Empowerment and Child Protection Bekasi Regency in carrying out governmental affairs with the goal of empowering women and safeguarding children is Bekasi Regent Regulation No. 75 of 2016, as amended as Bekasi Regent's Regulation Number 105 of 2020, pertaining to the Position, Organisational Structure, Duties, Functions, and Work Procedure of the Bekasi Regency Women's Empowerment and Child Protection Office. The strategy plan for The Office of Women's Empowerment and Child Protection Bekasi Regency covers the years 2017 through 2022 and was prepared after the regent's regulation was published. Specifically addressing the areas of women's empowerment and child protection, this plan lays out the goals and indicators that the Office of Women's Empowerment and Child Protection in Bekasi Regency has set for itself.

There are two medium-term targets for The Office of Women's Empowerment and Child Protection Bekasi Regency. The first is increasing women's empowerment in development with indicators of the Gender Development Index, and the second is the realization of Bekasi Regency as a Child-friendly Regency/city. Following up on the mandate of The Office of Women's Empowerment and Child Protection Bekasi Regency Strategic Plan for 2017-2022, the Bekasi Regency Government has made Bekasi Regency Regional Regulation Number 2 the year 2019 concerning the Implementation of Child-Friendly Districts (Rahman & Sarip, 2020). The Bekasi Regency Government won the Primary Level award as a Child-Friendly District in the Child-Friendly City/Regency Award event from 2018 to 2021 (Satispi, 2019). Bekasi Regency's dedication to the implementation of a child rights-based development system has been recognised with this award (Patilima, 2018).

The Office of Women's Empowerment and Child Protection Bekasi Regency's Strategic Plan is based on informant interviews and serves as a guide for putting the provisions of Law No. 35 of 2014 into effect, particularly with regard to child protection.

Table 1. Human Resources at The Office of Women's Empowerment and Child Protection Bekasi Regency

No	Section	Human Resources		
		Civil Servant	Honorary Staff	Total
1	Secretariat	8	8	16
2	Section of Family Quality, Gender, and Child Data	5	4	9
3	Section of Fulfillment of Children's Rights and Child Protection	8	3	11
4	Section of Development of Gender Mainstreaming and Quality of Life of Society	5	4	9
Total		36	19	55

Source: Office of Women's Empowerment and Child Protection Bekasi Regency, 2021

Analysis Based on Resource Aspect

Van Meter and Van Horn's implementation model comprises of a second aspect, which pertains to the accessibility of resources. The present study draws upon informant interviews conducted at The Office of Women's Empowerment and Child Protection Bekasi Regency, as well as data obtained from Table 1. The findings indicate that The Office of Women's Empowerment and Child Protection Bekasi Regency employs a total of 55 human resources, with 20% of these personnel being tasked with the responsibility of safeguarding children's rights and ensuring their protection. Moreover, there exists supplementary personnel pertaining to minors, particularly within the realm of gender and juvenile statistics.

Data pertinent to the protection of women and children is implemented and monitored by a number of human resources in different departments, as indicated in Table 2. Members of the sub-district staff, the regional technical implementation unit for the protection of women and children, the regional child protection commission, and the task force are all part of these organisations. Safeguarding Women and Children in Lesser Governed Areas.

The availability of the activity budget is another resource that is evaluated. The Office of Women's Empowerment and Child Protection in Bekasi Regency utilizes budgetary sources from the local government budget for its activities. The Office of Women's Empowerment and Child Protection Bekasi Regency allocates approximately 52% of its total budget to the Quality of Life Improvement and Child Protection program, which encompasses various activities pertaining to safeguarding children. When compared to the number of people employed by the Bekasi Regency government's Office for Women's Empowerment and Child Protection, this sector is quite sizable. Another aspect of resources that is a supporting factor in the protection of child victims of violence is the availability of an organizational structure (Adiyuwana, 2016), as can be seen in Bekasi Regent Regulation No. 96 in the year 2021.

Drawing from the aforementioned data, one may infer that there persists a dearth of personnel engagement. The Office of Women's Empowerment and Child

Protection in Bekasi Regency is persistently striving to optimize the existing resources and collaborate with various relevant regional apparatus organizations and non-governmental organizations that are committed to child protection. The Bekasi Regency Government's commitment to implementing child protection policies and funding supervision is evidenced by the relatively significant allocation of budget towards this area. This allocation highlights the government's efforts to ensure the effective implementation of child protection policies (Suharno, 2013).

Table 2. Additional Resources in Women's Empowerment and Child Protection

No	Types of Human Resources	Location	Description
1	Regional Child Protection Commission	District	5 commissioners
2	Regional Technical Implementation Unit for the Protection of Women and Children	District level, under the coordination of the WECP Office	13 people
3	The employee in the sub-district	Sub-district	There are 92 people in 23 sub-districts
4	Women and Children Protection Task Force personnel	Villages	There are 187 people in villages

Source: Office of Women's Empowerment and Child Protection Bekasi Regency, 2021

Analysis Based on Characteristic Aspects of Implementing Agent

Attributes of the agents carrying out the policy provide the third dimension of Van Metre and Van Horn's model of policy implementation. Organisations, both formal and informal, may need to work together to carry out public policies. The Office of Women's Empowerment and Child Protection in Bekasi Regency adheres to the organizational framework established by the Ministry of Women and Children Empowerment, while also being accountable to the Regent of Bekasi Regency. The implementation of a policy is contingent upon the presence of external pressure on the organizational unit. As per the informant's statement, it can be inferred that while the organizational structure of The Office of Women's Empowerment and Child Protection Bekasi Regency is modeled after the ministry structure, it also holds direct accountability to the Regent of Bekasi Regency. The implementation of agents in the Women's Empowerment and Child Protection Service of Bekasi Regency exhibits favorable characteristics, as the agency's organizational structure has been established.

The characteristics of agent implementation can be discerned by the existence of Standard Operating Procedures (SOP), which facilitate task execution and delineate the sequential procedure for accomplishing work. The Standard Operating Procedures (SOPs) that pertain to the protection of children encompass the SOP for the registration of complaints regarding women and children who have been subjected to violence. This is to be done through the Integrated Service Centre for Empowerment of Women and Children in Bekasi Regency, as illustrated in Figure 3. Additionally, the SOP for providing aid to women and children who have been victims of violence is also directed to the Integrated Service Centre for Empowerment of Women and Children (ISC-EWC) in the Bekasi Regency, as depicted in Figure 4.

The aforementioned data indicates that the attributes of executing agents have demonstrated efficacy, as evidenced by the comportment of the executors during the

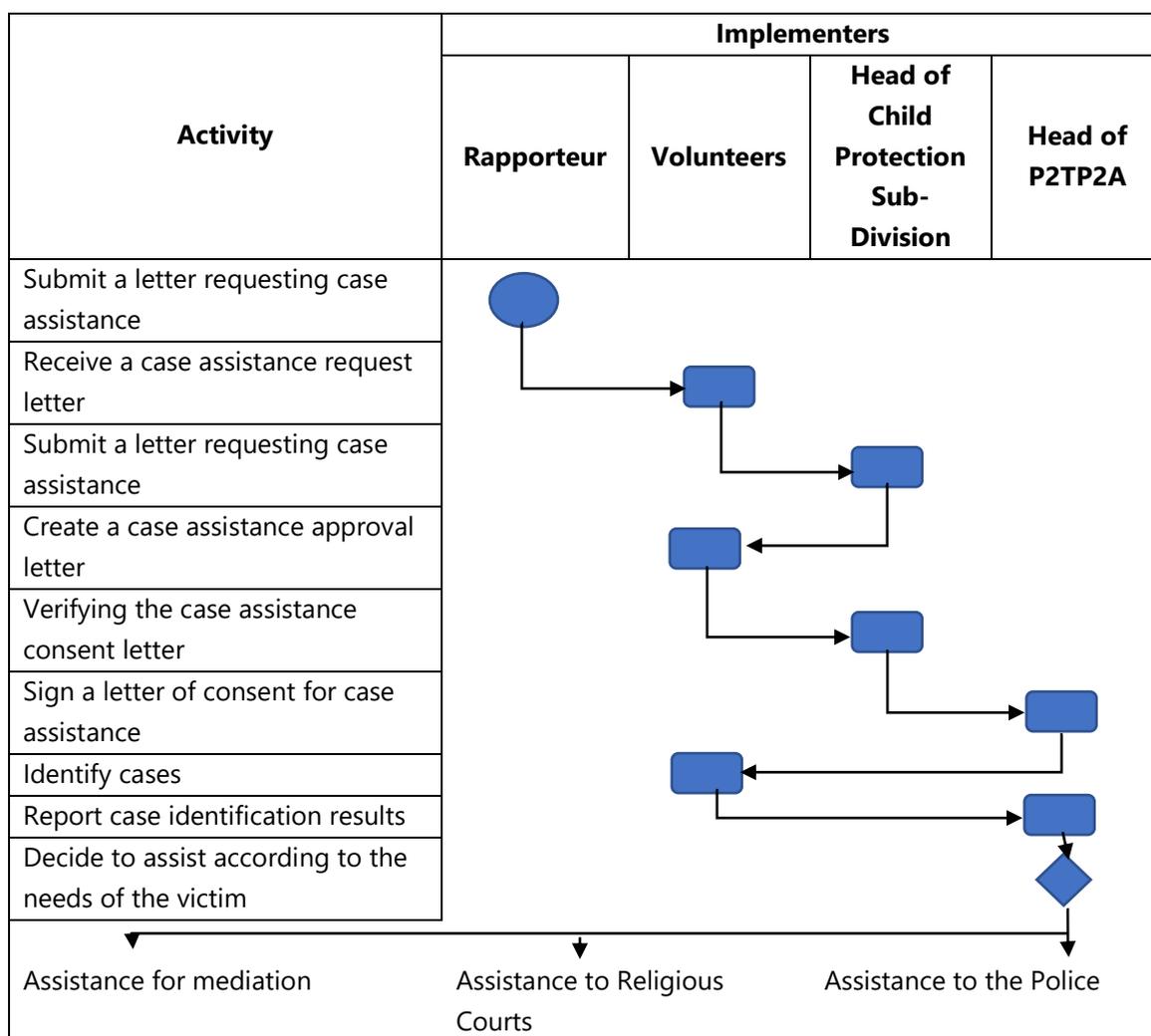


Figure 4. Operating Procedure Case Assistance for Women and Children Victims of Violence to ISC-EWC) Bekasi Regency

Source: Office of Women's Empowerment and Child Protection Bekasi Regency, 2021

Analysis Based on Aspects of Attitudes and Tendencies of Implementers

The attitude and propensity of the implementers make up the fourth component of Van Meter and Van Horn's model for implementing policies. The acceptance or rejection of the implementers' attitude will have a significant impact on whether public policy implementation is successful or unsuccessful (Agustino, 2008).

The Office of Women's Empowerment and Child Protection Bekasi Regency's apparatus carried out activities in accordance with the major tasks and functions that had been determined, handling and accompanying each incoming case report by the relevant SOP, according to the findings of interviews pertaining to the attitudes or tendencies of the implementers. This shows the attitude of acceptance of implementing agencies in implementing government policies.

Analysis Based on Communication Aspects Between Organizations and Implementing Activities

The understanding of the standard goal by the people (implementors) who are responsible for achieving the standards and policy objectives is necessary for public policy to be implemented effectively, according to Van Meter and Van Horn's policy implementation model. Therefore, through a coordination mechanism between the

pertinent parties, the standards and objectives must be communicated to the implementers.

If a report comes in, it will be followed up immediately, and if it requires inter-sectoral involvement, the regional organizations/related institutions will be involved. The communication that is built includes coordination of correspondence, involvement in activity meetings, and socialization with the community. Based on the information above, it can be concluded that The Office of Women's Empowerment and Child Protection Bekasi Regency always communicates with regional organizations and related institutions.

Analysis Based on Aspects of the Economic, Social, and Political Environment

Van Meter and Van Horn's policy implementation model identifies the economic, social, and political environment as the sixth aspect. The present study draws on interview data collected from informants affiliated with The Office of Women's Empowerment and Child Protection Bekasi Regency, sub-district officers, and community activists. The findings indicate a general lack of understanding among the populace of Bekasi Regency with regard to child protection. There exist numerous methods to disseminate knowledge among the general populace regarding the issue of children being subjected to violence. The impact of the social and economic environment is significant. An amicable environment and a thriving economy are conducive to positive conduct in contrast to individuals who rely on a less accommodating social milieu.

Ramadhani (2021) states that internal and external factors can trigger acts of violence against children by parents. Emotional conditions are one of the external factors that cause parents to think that an alternative solution to disciplining and teaching children is to commit acts of violence (Abdul Kadir, 2020; Dewi Eko Wati, 2018). The impact of children who get acts of violence from their parents is a lack of motivation and self-esteem (Agustin, Saripah, & Gustiana, 2018), aggressive behavior outside the home and quiet at home, malnutrition, or feeling physically sick.

The political dimension constitutes a crucial determinant of policy implementation efficacy. The issue of child protection in Bekasi Regency has been addressed through the establishment of The Office of Women's Empowerment and Child Protection Bekasi Regency in 2019, which demonstrates a strong commitment from the political infrastructure. Additionally, a significant portion of the budget allocated to The Office of Women's Empowerment and Child Protection Bekasi Regency, amounting to 52% of the total budget, is dedicated to child protection initiatives. Based on the aforementioned data, it is evident that there exist obstacles in both the economic and social domains, despite favorable political backing, with respect to endeavors aimed at safeguarding children in Bekasi Regency.

Conclusion

The implementation of child protection policies in Bekasi Regency has shown good results. This is shown by the existence of policies at the regional level that support the realization of child-friendly city policies. The Bekasi Regency Government also continues to maximize the potential of human and financial resources to support the policy.

Likewise, an established Standard Operating Procedure (SOP) exists as a point of reference for the guidance of mentoring minors who have experienced violence. The ramifications encompass promptness in addressing instances of aggression and the

engagement of multiple parties. The degree of community involvement is a significant determinant of the efficacy of child protection legislation.

The recommendation provided entails augmenting the quantity of personnel engaged in managing child safeguarding. Furthermore, it is imperative to prioritize the examination of the social, economic, and political factors that contribute to the support system surrounding child protection concerns. The approach employed involves community empowerment through a range of initiatives, including skills development programs and information-sharing events such as seminars. It is imperative to provide the community with a comprehensive comprehension of the protocols pertaining to the management of instances of child violence, alongside endeavors to enhance the synchronization and communication among institutions.

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