



Implementation Protection Policy for Women and Children in Makassar City

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Abstract

This study aims to describe and analyze the implementation of protection policies for women and children in Makassar City. This study uses a qualitative design and case study strategy to explain the implementation of policies for protecting women and children in the Makassar City of Makassar. Data collection techniques used were observation, depth-interviews, and documentation. The data processing technique used is data reduction through data categorization and classification. Based on the results of research on the implementation of policies on the protection of women and children in the Office of Women's Empowerment and Child Protection, Makassar City is still not optimal. This is caused by the accuracy of the budget allocation, even though it is in accordance with the program prepared but not yet in accordance with the existing budgetary needs. Internal public support, especially community shelters, is still low and depends on the operational budget of the operational budget of the APBD, another weakness lies in the ability of the executive officer to evaluate the community shelter who are not active and the ability to convince the private sector and donor agencies. It is recommended to strengthen the institutions responsible for implementing policies on the protection of women and children, especially P2TP2A, TRC and community shelters in the form of budget availability, supporting facilities and technical authority in collaboration and innovation.

Keywords: *Implementation; Protection Policy; Women; Children*

Introduction

Implementation is a series of activities in the context of delivering the policy to the public so that the policy can bring the expected results. The series of activities includes the preparation of a set of follow-up regulations which are interpretations of the policy. For example, from a law emerged a number of Government Regulations, Presidential Decrees, and Regional Regulations, preparing resources to drive implementation including facilities and infrastructure, financial resources, and of course who is responsible for implementing the policy, and how to deliver the policy directly to the community (Van Meter & Van Horn, 1975; Elmore, 1979; Afan, 2009).

One of the policy implementations which is of particular concern to the central government is the protection of women and children. The implementation of this policy based on Presidential Decree No. 59 of 2015 is the responsibility of the Ministry of Women's Empowerment and Child Protection. At the regional level, this policy for protecting women and children is followed up based on Law Number 23 of 2014 and Government Regulation No. 18 of 2016 with the establishment of a special agency dealing with the protection of women and children.

The regulatory basis which says that one of the government affairs of the Ministry of Women's Empowerment and Child Protection is contained in the attachment to Law No. 23 of 2014 related to the division of government affairs between the center, provinces and districts in matters of women's empowerment and child protection in the sub-affairs of women's quality of life, which become a matter for regional government (1) institutionalization of gender mainstreaming (PUG) at district / city level government institutions, (2) empowerment of women in the political, legal, social and economic sectors of the district / city level social organization, (3) strengthening and development of service provider institutions district / city women's empowerment.

Violence against children has also increased. As data from the Indonesian Child Protection Commission (KPAI) noted that during 2018 the level of violence against children increased by 300 cases compared to the previous year. In 2018, KPAI recorded that there were 4,885 cases of violence against children, an increase of 306 compared to 2017 of 4,579 cases.

In achieving the performance targets of the strategic objectives a program of strengthening children's institutions has been carried out with a number of activities including: (1) Integrated Service Center development facilities for the Empowerment of Women and Children Development (P2TP2A), (2) Trafficking task force facilities, (3) Facilities for protecting women and children against acts of violence, (4) Provision and Management of Shelters (Safe Houses), (5) Increasing the capacity of KTP / A companions, (6) Socialization of P2TP2A in the Districts, (7) Focus Group Discussion (FGD) on HIV AIDS violence, (8) fulfillment of rights and protection of disability groups for women and children victims of violence, (10) Training in management of community shelters, (11) Socialization of community shelters, (12) Facilitation of community shelters, (13) Formulation and formulation of policies for the protection of women and children , (14) Workshop on prevention of violence and child marriage.

Violence data that has been processed from the South Sulawesi DPPP website shows an increase in violence cases each year, namely in 2015 there were 1,025 cases, in 2016 there were 1,172 cases, in 2017 there were 1,225 cases, and in 2018 there were 1,746 cases of violence affecting women and children. In 2018, there were 770 cases of domestic violence and 458 cases in public places. Of the 24 regencies / cities in South Sulawesi in 2019, Makassar became the region with the highest number of cases reaching 903 cases. In second place is Bulukumba with 107 cases and followed by Gowa with 88 cases. Furthermore, Pare-pare (87 cases) and Soppeng (62 cases).

The high number of cases of violence against women and children in Makassar City, shows that there are still obstacles faced by the Makassar City Government in the process of implementing policies for protecting women and children. Therefore, the importance of implementing policies for protecting women and children is interesting to study in the city of Makassar. this is because various policies that were born have not been able to provide solutions to the protection of women and children in the city of Makassar.

Literature Review

Public Policy

The definition of public policy as "the authoritative allocation of values for the whole society". This definition confirms that only the authority holders in the political system (government) can legitimately do something to their people and the government's choice to do something or not do something is manifested in the form the allocation of values. This is because the government is included in the "authorities in a political system" that is the rulers in the political system who are involved in the daily affairs of the political system and have responsibility on a particular problem where at some point they are asked to take decisions at a later date later accepted and binded most members of the community for a certain time (Easton, 1968).

According to Nugroho (2011), there are two characteristics of public policy, namely: (1) public policy is something that is easy to understand, because its meaning is the things done to achieve national goals (2) public policy is something that is easy to measure, because the size is clear namely the extent to which progress in achieving the goals has been taken. According to Woll, as quoted by Tangkilisan (2003) states that public policy is a number of government activities to solve problems in society, both directly and through various institutions that affect people's lives.

Phases of Public Policy

The public policy process is divided into several stages, the purpose of this division is to facilitate us in reviewing public policy. However, some experts might divide these stages in a different order. The stages of public policy according to William Dunn (2003) are as follows: (1) Agenda Setting, selected and appointed officials put the problem on the public agenda. Previously this problem competed first to be included in the policy agenda. In the end, several issues entered the policy agenda of the policy makers. At this stage a problem may not be touched at all, while other problems are determined to be the focus of discussion, or there are also problems due to certain reasons being delayed for a long time. (2) Policy formulation, these problems are defined and then the best problem solving is sought. The solution to the problem comes from various alternative or policy alternatives/policy options. In the formulation of policies each alternative competes to be chosen as the policy taken to solve the problem. In this stage, each actor will compete and try to propose the best problem solving. (3) Policy adoption, of the many policy alternatives offered by policy makers, in the end one of the policy alternatives was adopted with the support of a legislative majority, consensus between the director of the institution or judicial decision. (4) Policy implementation, a policy program will only become elite records if the program is not implemented, that is, it is carried out by administrative agencies and lower-level government agencies. Policies that have been taken are implemented by administrative units that mobilize financial and human resources. At this stage of implementation various interests will compete with each other. Some policy implementations have the support of implementers, but others may be opposed by implementers.

Policy Evaluation

In this stage the policies that have been implemented will be assessed or evaluated, to see the extent to which the policies made to achieve the desired impact, namely solving problems faced by the community. Therefore, it is determined the criteria or criteria which become the basis for assessing whether the public policy that has been implemented has achieved the desired impact or goal or not.

Public Policy Implementation

The work of Pressman & Wildavsky (1973), states that the extent to which implementation can be successful depends on the interrelationships between the various organizations and departments at the local level involved in implementation. Therefore, cooperation, coordination and control play a very important role. If actions depend on links from the implementation chain, the level of interdepartmental cooperation needed in the chain must approach 100%, because if there is a cooperative relationship in the chain of deficits, it will cause implementation failure. This Pressman & Wildavsky formulation sees that the problem of implementation and the possibility of its success rate can be analyzed mathematically.

The model proposed by Mazmanian & Sabatier (1983) developed a proposed analysis framework of implementation not only influenced by factors within the implementing agencies, but rather influenced by factors outside the implementing institutions, which were identified into 3 variables large: 1). Easy variable whether or not the problem (which is intervened through the policy) is controlled (Tractability Variable); 2). Bearing Capacity Variable Act or regulation to structure the implementation process (statutory variable); 3) Variables that are outside the regulations / policies (Non Statutory Variables). The model proposed by Sabatier (2005) is far more complex because it tries to reach all variables that can rationally affect the implementation process and its results. Theoretically the flow of the model is easy to follow and makes it easy for us to understand the logic of thinking about how to design the structure of the implementation process, what factors can influence it and therefore need to be watched out for implementation to be more successful.

Methods

Research Design

The research design used in this study is qualitative research, which aims to uncover and explain the implementation of policies for protecting women and children in the city of Makassar. Then the research strategy used in this research is a case study with an explanatory type to explain the phenomena in the implementation of women and child protection policies based on the context.

Informant

The informants in this study are primary data sources that provide information about conditions and reality and are directly involved in policy implementation. The informants in this study are as follows: 1) Head of PPPA Makassar City, (2) Head of PPPA Makassar City, (3) Team P2TP2A Makassar City, (4) Citizens Shelter, (5) PPA Makassar Polrestabes, 6) Victims of violence.

Data Collection Technique

This study uses data collection techniques including observation, in-depth interviews, and documentation. The tangible object is the focus of observation of the implementation of the policy of protection of women and children in the city of Makassar. The situation observed was case reporting services, case handling, and violence prevention. Then, in-depth interviews are addressed to all informants mentioned above. Subsequently, various documents were collected, such as regulations, laws, statistical data, reports on institutional activities related to the implementation of the Makassar City Women's and Child Protection Policy.

Data Processing

The data processing technique used is data reduction through data categorization and classification. The three stages of data analysis used in this study are: data reduction, data presentation and withdrawal and verification of conclusions (Miles & Huberman, 1992). Data are categorized and classified based on similarities and differences after being collected through observation, in-depth interviews and documents. The next process is data reduction, from which conclusions and analysis results are displayed.

Results and Discussion

There are three variables that will be used to analyze the implementation of policies on the protection of women and children in the city of Makassar, namely: (1). Easy variable whether or not the problem is controlled (Tractability Variable) in which there are three indicators; Accuracy in allocating resources, implementing regulations from implementing agencies, disclosure to outside parties. (2). Carrying Capacity Variable Act or regulation to structure the implementation process (statutory variable) in this variable there are two indicators that will be used; Technological support, and the desired level of behavior change and (3) Non-Statutory Variables which have three indicators to use; Socio-economic & technological conditions, public support, commitment and leadership qualities of officials.

Variable 1: Whether or not the problem is controlled (Tractability Variable)

Makassar City Government as the locus of research has established the Office of Women's Empowerment and Child Protection (DPPPA) which was formed based on Makassar Mayor Regulation Number 91 of 2016 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of the Office of Women's Empowerment and Child Protection and Makassar City Regional Regulations Number 8 of 2016 concerning the Establishment and Composition of the Makassar City Regional Apparatus (Makassar City Regional Gazette of 2016 Number 8).

The policy of protecting women and children from the central level to the rules of the technical level and the foundation for the formation of their institutions is very complete. So that in the case of policies it is feasible to be implemented without having to have obstacles debating about the main tasks and functions. Likewise, with the policy at the Makassar city level, it has implications for the obligation to be budgeted every year in the APBD. As for analyzing the ability of policies to structure the implementation process will be described using three indicators:

Accuracy in Allocating Funding

The budget is the main instrument of a policy. Where in each formulation of the policy itself has set related to the source of the budget and its use. The budget for the implementation of policies for protecting women and children is sourced from the Makassar city budget. In addition, budgetary resources are also permitted from donor agencies and corporate social responsibility (CSR) from the private sector. As for the person in charge of budget users, the Makassar City Women's Empowerment and Child Protection Agency (DPPPA).

Table 1
Special budget for the protection of women and children

Programs / activities	Budget allocation 2016	Budget allocation 2017	Budget allocation 2018
Women's and Child Protection Program	3.074.683.800	4.547.412.139	3.860.772.170

Source: Makassar City PPPA Service

The budget for women and child protection programs is the highest of all programs in the Women's Empowerment and Child Protection Agency in Makassar. The total budget for the last three years namely in 2016 amounted to 3,074,683,800, in 2017 it increased to 4,547,412,139. but again decreased in 2018 namely 3,860,772,170. Although this budget is not enough, there has not been a significant increase in the last 3 years.

The weakness of this budget allocation is because most of the residents' shelters only rely on the budget from the PPPA service. Though its formation is as a forum for community empowerment in carrying out education and community facilitation. Other constraints namely budget limitations have implications for the TRC and P2TP2A facilities are still very limited. Call it the P2TP2A secretariat's respective rental status as well as various facilities limitations. Likewise, the TRC team is limited in terms of transportation to pick up victims.

One of the weaknesses of budgeting in the policy of protection of women and children in the city of Makassar is the inability to collaborate with third parties, both private and other donors. Even though the policy itself is given space to do that. This is where the importance of implementing the policy to be able to be creative and innovative in conducting cooperation.

Rules from the Implementing Agency

In carrying out a policy, specific additional rules are needed. This is so that policy implementers in the field can understand and carry out their duties in accordance with their main tasks and functions. The term bureaucracy is known as the standard operational procedure (SOP). With this SOP, every technical work unit in the field must be guided by the SOP.

The elaboration of policies on protection of women and children as stipulated in the strategic plan of the PPPA Makassar Makassar in 2014-2019 and the performance target of the PPPA service in 2017 - 2019. In this performance target the targets, target indicators, achievement data and performance targets have been described. This certainly becomes a technical guide for the implementation of policies for protecting women and children in the city of Makassar.

In carrying out the tasks in the field by technical institutions such as TRC, P2TP2A and shelters, each has its own SOP. But in its implementation, the SOP is still flexible in accordance with field conditions. So that in terms of technical rules, there are no significant obstacles.

Openness to Outsiders

Openness to outsiders carried out by the Makassar City PPPA Office in implementing policies on the protection of women and children is shown by involving NGOs and observers of women and children in one forum, P2TP2A. That is where they are involved both in terms of policy making, prevention programs and handling violence in the field. In addition to non-governmental organizations, government agencies such as the police and the military were involved in this forum. thus this forum consists of cross-institutions which conceptualize the protection of women and children.

As for those who have not been successfully involved by the PPPA service as the person responsible for the protection of women and children in the city of Makassar is the company. This is indicated by the lack of corporate CSR funds that help finance women's and child protection programs. In policy, there is already room for outsiders to get involved in protecting women and children. but it needs program innovation so that outsiders are interested to be involved, including CSR and donor agencies.

Variable 2: Carrying Capacity Variable Act or Regulation to Structure the Implementation Process (Statutory Variable)

The problem of violence against women and children in the city of Makassar so far is still one of the focuses of the government. This is because the amount of violence against women and children in the past five years is still not stable, the decline. The following data are presented by the Office of Women's Empowerment and Child Protection in Makassar:

Table 2
Cases of violence against women and children

Years	Case
2015	1.025
2016	1.172
2017	1.406
2018	1.300
2019	1.351

Source: PPPA Makassar City data

This data shows an increase in cases from 2015 - 2017, had decreased in 2018 but increased again in 2019. This data shows that the problem of violence against women and children in the city of Makassar is a problem that is difficult to control. Next will be analyzed from two indicators as follows:

Technology Support

The use of technology in the implementation of policies on the protection of women and children carried out by the PPPA service is the use of website-based services. In addition to providing information on activities and programs of the PPPA Makassar city, this website also presents a column for violence complaints for Makassar residents. Likewise, with the use of complaints connected with the Makassar City Government's centralized complaint service, namely NTPD 112.

Although it has been implemented based on the website and NTPD 112, this service often experiences errors. So that the PPPA service through P2TP2A provides a call center based on mobile number. With services that are often problematic, making technology that should make it easier actually becomes an obstacle, especially in victim complaints. When it should be, in this online era complaints must be packed lightly and easily.

Weaknesses of technological support in that is still often a disruption and is still conventional. Supposedly, for easier reporting can be based on startup. With this model it will be easier to access the smartphone citizens of Makassar. Another option is of course to use social media.

The Level of Behavior Change Desired

The policy to protect women and children in Makassar has been running for 5 years. So that the implementation of both the prevention and treatment can already know the level of change. From the results of the study the authors note that there are changes in behavior both in terms of prevention and treatment.

However, there are certain cases of violence which continue to recur despite the criminal case. But what is interesting is that the perpetrators of recurrent violence usually occur in families whose economies depend on their husbands. One third, although they experienced violence several times, they did not want a divorce. However, changes for victims and perpetrators have not yet received special assistance with an approach to economic improvement or special education. The PPPA service provided is still limited to assistance, mediation and counseling. So that behavior change is quite slow.

Variable 3: Variables Outside Policy (Non Statutory Variables)

The success of policy implementation is not only determined by the policy factors themselves, but also the supporting variables and characteristics of the policy object. This can be seen from several policies that succeeded in certain districts, but not necessarily succeeded in other districts. Therefore, variables outside this policy are also very influential on the success of a policy implementation. Likewise, in the case of implementing policies for protecting women and children in the city of Makassar. As an urban society, certainly not all problems are the same as in the countryside. Based on the author's research results, the policy variables were analyzed using three indicators:

Socio-Economic & Technological Conditions

The conditions of the policy objectives are of course very influential on the successful implementation of a policy. Starting from culture, economic conditions as well as education and mastery of technology. From the results of the author's research it is known that the economic factors of the community greatly influence the level of violence against women and children. where the poor tend to be more vulnerable to becoming victims of violence.

Whereas female victims who experience violence are dominated by women who depend on their husbands for economic fulfillment. So even though experienced violence they tend not to report, even if reporting on average do not dare to divorce. With limited economic conditions, this makes it difficult to implement this policy properly.

For aspects of education and technology, it is also very influential on the success of policy implementation, especially in the prevention of education in the community. The low level of education and technological mastery of the people who are vulnerable groups makes socialization through technology less effective. Likewise, the low education makes awareness to follow socialization also limited. Likewise, it has an impact on complaints, although the website is provided, victims tend to prefer reporting residents' shelter stations. Thus, the level of economy and technological mastery greatly influences the successful implementation.

Public support

In the policy of protecting women and children in the city of Makassar, providing maximum space for the public to participate actively in the implementation of the policy. This openness has been carried out by the PPPA service to the public to participate. The current public support is mostly dominated by NGOs which are indeed concepts in the field of women's observers, children's observers and legal observers. In addition, there is no role for community organizations that are religious, cultural or work in nature. Even though the role of CSOs in this sector is very influential in the community, especially in the city of Makassar.

Commitment and Quality of Implementing Officials

In the case of implementing the policy of protecting women and children in the city of Makassar, there have been several achievements achieved, namely 9 trophies and become a model throughout Indonesia. This indicates that as long as it is led by the Head of PPPA, it has gained several national achievements.

In terms of the quality of implementing officials, the weakness lies in the ability of implementing officials to evaluate the shelter of citizens who are not active. In addition, the mechanism for the appointment of shelters has not been able to produce high quality shelter administrators and have a high social spirit. Another weakness is the inability of officials to create innovation and creativity to get budgets from the private sector and donor agencies. So that budgetary commitments and the quality of implementers in evaluating shelters and conducting innovative programs still need to be improved.

Conclusion

The implementation of policies for protecting women and children in the city of Makassar is not yet optimal. This is because the accuracy of the budget allocation is in accordance with the program prepared but not yet in accordance with the existing budget needs. Support technology that is often disruptive and still conventional. The economic conditions of the affected population are dominated by women / children with low economic, educational level and technological mastery. Public support from both internal, especially community shelters is still low and depends on the operational budget of the APBD. It is recommended to strengthen institutions responsible for implementing policies on the protection of women and children, especially P2TP2A, TRC and community shelters in the form of budget availability, supporting facilities and technical authority in collaboration and innovation, formulating separate programs between prevention and treatment programs. Where in prevention, two special approaches are needed, namely short-term socialization related to the rights of women and children and how to handle violence. Long-term prevention requires an economic approach and improvement in the quality of education for vulnerable groups. The handling needs to be done by assisting the mediation process and the legal process. building partnerships not only with sectoral NGOs

in the field of women and children. But also with religious organizations, cultural organizations and business institutions. Therefore, it requires cross-sectoral collaboration that builds with a participatory spirit. the use of interactive information systems both on the website and call center platforms. In addition, it is needed the use of technology that is more familiar in the community for education and complaints facilities through social media platforms.

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