Implementation of Child-Friendly District Policy in Lampung Utara District

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Abstract

Policy Implementation (KLA) in North Lampung Regencyis a political and constitutional necessity of the Regional Government in the context of fulfilling children's rights and special protection for children, the problem is that there is a gap between policy objectives and the realization of policy performance targets. To be able to achieve its objectives, a policy requires effectiveness prerequisites for which an analysis of the effectiveness of the KLA policy is carried out and the determinants/factors that support and hinder itimplementation of the KLA policy.The research method used is researchqualitative descriptive, using public policy theory Matland, (1995) and other relevant theories. ProcessData collection was carried out by in-depth interviews with research informants, observation and documentation, while the stages of the processing/analysis process were editing data, presenting data and interpreting data. The results of the study concluded that the implementation of the KLA policy in North Lampung Regency has not been fully effective, it can be seen from the results of the research KLA policy as a child-based development system has not been able to fully transform KHA, integrate the commitment of Government and non-Government resources in a comprehensive and sustainable way. The strategic recommendation in the research is for policy authorities to1) optimize the integration of Government and non-Government commitments and resources, 2) carry outreviewlocal government policies/regulations, 3) carry out communication, socializationand policy publications, 4) implement community empowerment efforts, 4) increase the competence of KHA in policy implementers, focus on allocating the budget for implementing KLA policies and seeking alternative sources of financing.

I. Introduction

Policy (KLA)is an obligation of the Regional Government which is one of the mandatory affairs of the Regional Government which is a global development agenda, namely The United Nations Convention on The Rights of the Child (UN-CRC) in 1989 and the Government's development agenda in Law Number 35 of 2014 concerning Child Protection. in the context of fulfilling children's rights and special protection for children.

The KLA policy is defined as follows:

"Regencies/cities that have a child rights-based development system through the integration of government, community and business commitments and resources that are planned in a comprehensive and sustainable manner in policies, programs and activities to ensure the fulfillment of children's rights"

Until 2021 from all regencies/cities that implement the KLA policy, the Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia has given recognition and awards to 275 (two hundred and seventy five) regencies/cities in Indonesia with 4 (four) categories as stated in Table 1.1 follows:

Table 1. 2021 Child Friendly Regency/City Award

No.	Category	City/ Regency	Information
1.	Primary	133	City/District.
2.	middle	100	City/District.
3.	Nidnya	33	City/District.
4.	Main	4	Surabaya, Yogyakarta, Surabaya and Denpasar

From (Regency/City Eligible for Children 2021 Award)

The problem in implementing the KLA policy is that there is still a gap between the policy objectives and the achievement of policy performance both from the substance of the policy, the process of implementing the policy, achieving the target according to the plan andadaptenvironmentpolicyin accordance with the KLA policy concept.

Regarding the achievement of policy targets in accordance with the assessment indicators, data shows that there are still many children whose rights have not been fulfilled to get special protection in accordance with the policy targets, this can be seen from the results of the evaluation on indicators cluster I to cluster V as shown in Table 1.2.

Public policy implementation in principle is how the government's efforts to achieve its policy objectives, in the context of decentralization, regulations at the Central Government level must be made at the Regional level regulations in which there are indicators of achieving policy objectives such as Regional Regulations, Regional Head Regulations and others.(Nugroho, 2017).

Policy implementation, namely administrative, experimental and symbolic implementation, Matland argued that the effectiveness of policy implementation in achieving policy objectives must meet the requirements of policy accuracy, implementation accuracy, target accuracy and environmental accuracy.

Based on this, it is identified that in the KLA policy in North Lampung Regency, it is very possible that there will be ambiguity related to regulatory aspects where in this condition when the Central Government policies in the form of Laws, Ministerial Regulations and other regulations are made derivatives in the regulations/policies of the Regional Government in the form of Regional Regulations, Regent Regulations and others have inconsistencies and inconsistencies in policy substance and policy measures, for example, when a central government has set a standard of indicator achievement, it is precisely at the regional government that the size becomes unclear and vice versa.

Likewise, in terms of conflicts that occur in the implementation of policy implementation between policy actors at each level of government, between actors in the task force and the community, conflicts often occur, this can be seen from the lack of commitment and integration of stakeholder resources in the development system and the lack of community participation so that the system child-based development has not fully collaborated in achieving policy objectives.

Table 2. Policy Instrument OutcomesIS/D Cluster IV in North Lampung Regency 2019-2020

No	Cluster	Indicator	Achievements	
			2019	**2020**
I	Civil rights and freedom	Children who get a birth certificate	93%	94%
		Children who have child ID cards	8.13%	14.99%
II	Family environment and alternative care	Child marriage rate	1.4%	1.6%
		Alternative care institutions	20	25
III	Basic Health And Welfare	Stunting prevalence	6.7%	7.6%
		Regional Regulation on KTR	There isn't any	Ranperda
IV	Education, leisure time and cultural activities	Child-friendly school (SRA) for PAUD level	6.3%,	17.09%
		Child friendly school (SRA) for elementary level	na	17.09%
		Child-friendly school (SRA) for junior high school	na	32.27%
		Number of years of school	na	7.69
		Elementary School APM	na	99.33%
		Middle School APM	na	80.54%
		High School APM	na	58.33%,
IV	Special Protection	Children in conflict with the law	na	52 children
		Violence against children and women	26 cases	30 cases

Data processed by researchers, 2021

II. Review of Literature

Public policy is a form of intellectual activity in solving public problems which is carried out in a process of political activity, as a process that describes how policy actors work collectively to achieve goals in solving a problem. In this view, policy instruments are expanded at every stage of the policy process, not only policy formulation and policy implementation but also in determining the DDA agent, decision making and policy evaluation (Howlett, 2011, p. 19).

Child Friendly District Policy Concept

Child-friendly Regency/City (KLA), a district and city that has a child rights-based development system through the integration of government, community and world commitments and resources, which are planned in a comprehensive and sustainable manner in program policies and activities to ensure the fulfillment of children's rights and protection .

The policy objectives of the KLA in general are to fulfill children's rights and protect children, in particular to build district/city government initiatives to transform the Convention on the Rights of the Child (KHA) within the legal framework of development strategies and interventions in the form ofpolicy, development programs and activities aimed at the fulfillment of children's rights and protection (PHPA) in district/city administrative areas.

III. Research Method

Research on the implementation of child-friendly district policies (KLA) in North Lampung Regency uses qualitative research methods based on Matland's policy implementation theory so that new understanding is obtained based on case studies of KLA Policy Implementation in North Lampung Regency which can be used as a basis for research recommendations and decision making.(Hamdi & Ismaryati, 2014).

IV. Results and Discussion

4.1 Policy Effectiveness
a. Policy Accuracy

The accuracy of the KLA policy is seen from the extent to which the policies formulated and implemented can solve the existing problems, which can be seen from three things, namely first how the KLA policy in the Regional Government can transform the KHA principle, secondly how the KLA policy in the Regional Government can integrate government commitments and resources, community institutions, the business world and the media in a comprehensive and sustainable manner and the three KLA policies in local governments can facilitate the role of local children's forums/groups in policies, programs and activities related to KLA.

KLA policy as a child-based development system, KLA policy in North Lampung Regency must be able tointegrate the commitment and resources of KLA policy stakeholders consisting of the government, community institutions, the business world and the mass media.

Local governments through the KLA Task Force need to make efforts to integrate resources and create programs in regional action plans for this reason, it is necessary to communicate policies by the Task Force to all stakeholders related to KLA policies starting from the policy formulation process, policy implementation to policy evaluation so that each stakeholders can know and understand what resources can support the implementation of KLA

This is as stated (Yohana, 2018)

"….. shows the process of policy formulation by involving all resources starting in the stages of policy formulation, policy implementation and evaluation and informing policies in supporting and supporting the KLA program"

Likewise with empoweringThe regional children's forum will be an effective communication medium in realizing the KLA Policy in North Lampung Regency as expressed by (Irma Lawado & Na'imah, 2019)

"Respect for children's opinions in the form of participation in decision-making and taking the role of pioneers and reporters as part of the process of understanding and knowledge of children's forums in KLA policies."

For this reason, local governments must be able to facilitate the proposed children's forum which is submitted into a regional policy, provide knowledge and increase children's capacity on national and regional strategic issues related to the fulfillment of children's rights and special protection for children, and coordinate the roles and actions of children's forums as pioneers and facilitate the role of children's forums children's forum as a reporter on KLA policies.

b. Implementation Accuracy

The stages of implementing the KLA policy based on Presidential Regulation Number 25 of 2021 concerning Child Friendly Regency/City Policies consist of the planning stages, pre-KLA, KLA implementation, KLA evaluation and reporting stages of KLA implementation. The implementation of KLA in North Lampung Regency is carried out by the Regent who is operationally formed a Task Force that involves many stakeholders or policy actors.

In principle, the KLA Policy is a complex policy with many indicators and involves many stakeholders or policy actors who converge, synergize and collaborate and are integrated in the KLA Task Force coordination forum, one of which is coordination and synchronization to carry out the synergy and collaboration of each role. in the implementation of the KLA policy.

Arrangements regarding the implementation of the KLA policy in North Lampung Regencyinitiated by the Regional Government carried out by the Office of Women's Empowerment and Child Protection while the Chair of the Task Force is by the Regional Development Planning Agency which in its implementation involves other government elements such as legislative and judicial institutions as well as other vertical agencies, community institutions, the business world and the mass media that joined the KLA development Task Force.

Research findings on the accuracy of implementation in the implementation of KLA policies in North Lampung Regency are as follows:
1. The role of stakeholders, consisting of institutions, regional apparatus, community institutions, the business world, the mass media, including universities, is not maximized so that they can produce policy outcomes effectively and efficiently and fairly.
2. Community empowerment has been running but not yet optimal, especially in fulfilling the rights of children in clusters 1 to IV, while in cluster V, special protection for children has not been implemented due to the problem of the limited number of PATBM cadres and the availability of budget for empowerment.
3. The implementation of the KLA policy on indicators that already have SOPs is appropriate but there are still some indicators in programs and activities that do not yet have SOPs and some of the existing SOPs are still sectoral SOPs from each agency not yet integrated into one SOP from the integrated KLA Task Force.

Not maximal active rolestakeholders/each institution in the Task Force is caused by each still running according to the sector ego which is more on its own obligations and has not involved each cross-sectoral role that collaborates and synergizes in fulfilling children's

rights and child protection, as well as the many stakeholders involved, especially from elements of community institutions, the business world and the mass media which are very diverse in their institutions.

Another thing that causes the role of stakeholders to be not maximized is related to understanding the substance of the KLA policy, this is related to the policy formulation process that does not involve stakeholders and coordination in joint forums that are carried out are still in limited scope and have not been routinely implemented in discussing strategic issues and program discussions. and activities that are only attended by elements of regional apparatus that have not involved many agencies/institutions outside the regional government such as vertical agencies and community institutions, the business world and the mass media.

Another thing related to community empowerment in realizing KLA policies is related to the availability of regulations, the weak commitment and institutionalization of the Task Force as revealed by(Haq, 2017).

> *"In the KLA policy, community participation is a must which reflects the democratization of the policy process, the importance of community participation as one of the indicators in the implementation of KLA as regulated in the regulations…. "*

The problem of budget constraints and limited resources can be found alternative solutions to problems by building partnerships and expanding networks of cooperation with community institutions such as NGOs and NGOs that focus on empowering women and children such as child funds and LPA and Puspa forums as well as collaboration with the business community in implementing empowerment programs. The community is not only in the special protection cluster but also in other clusters.

Compliance with the implementation in accordance with standard operating guidelines (SOP) has been implemented by the policy implementer and this is an indicator of the effectiveness of the policy, this is in accordance with the opinion (Hamdi, 2014)which states that

> *".. the more appropriate the implementation in accordance with the standard operating guidelines (SOP), the more effective the policy" (p.35).*

Meanwhile, related to SOPs that do not yet exist, the KLA Task Force is recommended to be able to formulate an integrated KLA policy SOP by involving stakeholders in its preparation based on technical guidelines from the Ministry.

c. Target Accuracy

The discussion of target accuracy in the KLA policy of North Lampung Regency is to find out how the achievement of policy targets is in accordance with the policy plan and to determine the nature of the KLA policy intervention implemented whether it is an existing policy or updating previous policies and to find out whether there is an overlap of KLA policies with regional programs and activities.

For this reason, a development strategy is needed with several efforts as formulated in the KLA policy advocacy material (Rosalin et al., 2016) which consists of:

> "1) Mainstreaming the fulfillment and protection of children, 2) Strengthening KLA institutional capacity, developing KLA outreach at the sub-district/kelurahan and village levels, 3) Cultivating KLA policies in the family environment, 4) conducting promotion, communication, education and information to the community and 5) giving awards to individuals, groups and institutions that support KLA policies." (p.5).

d. Environmental Accuracy

The prerequisite for policy effectiveness is seen from the accuracy of the policy environment, both in the internal policy environment (endogenous variables) consisting of authoritative arrangements, network composition, implementation settings or the external policy environment (exogenous variables) consisting of public opinion, interpretive institutions, individuals.

The research findings on the accuracy of the internal environment in the implementation of KLA policies in North Lampung Regency are as follows:

1. The source of authority (authoritative arrangement) of the KLA policy in North Lampung Regency comes from an entity that has influence and a high level of interest in the implementation of the KLA policy is the Head of District who can mobilize all available resources.
2. The composition of the network (network composition) in the composition and personnel of the KLA Task Force is not fully in accordance with the needs as stated in the regional action plans formulated by the Regional Government and in the national action plans established by the Government through the Ministry of PPPA. and involved in Compositionand personnel of the KLA Task Force.
3. The bargaining position of policy authorities to be able to mobilize existing stakeholders has not been fully effective, this can be seen from the fact that there are still some regional apparatuses that have not maximally provided support for KLA policies, as well as vertical agencies, community institutions, the business world and the mass media.

In the context of the internal policy environment, the issue of policy implementation is how the source of authority can mobilize all resources and stakeholder commitments in achieving policy goals, in this case is how to maintain the Regent's commitment to evaluate the implementation of KLA, optimize the role of the Regional Secretary and improve the performance of Bappeda and the PPPA Service.

The KLA Task Force must continue to maintain communication relations with Regional Leaders and vertical agencies that have strategic roles by coordinating and involving in all activities carried out, and stakeholder mapping needs to be carried out to determine the level of interest and influence of each so that appropriate strategies can be formulated in order to make policies effective.

The KLA Task Force must revise the composition and personnel composition of the Child Friendly District Task Force to adjust to the indicators in the action plans drawn up in the regional action plans based on the national action plan so that the child-based development system in the KLA Policy can fully integrate existing resources.

Research findings on environmental accuracyExternal factors in the implementation of the KLA policy in North Lampung Regency are as follows:

1. Public perception that became public opinion on the KLA policy obtained information that many people still do not understand and know the KLA policy, and there is a wrong perception about the ongoing KLA policy resulting in low community participation and contribution in the implementation of KLA.
2. The views of several strategic institutions on KLA policies have not been fully able to cooperate and be integrated in the child-based development system in KLA policies, strategic institutions have not fully understood their respective duties and roles in KLA policies.
3. Local governments must understand public opinion and perception as a need that must be met so that the government can adapt dynamically to the development of community needs that are built through public opinion and perception.

The positive view of strategic institutions related to the KLA policy must always be leveled up by building good relationships and intensive communication with each so that they can understand the importance of the KLA Policy and make KLA as part of a shared responsibility that must be implemented.

Understanding the duties and roles of each strategic institution in the KLA policy will be able to increase synergy and collaboration in the implementation of programs and activities which will certainly affect the achievement of the target group.

KLA facilitators are technical assistants and directors and consultants from the KLA Task Force in implementing KLA policies, including providing motivation to work more effectively and better achievements and appreciation in the following year. Motivation are drives that initiate a person's behaviour to act in a certain way. For someone to act either positively or negatively depend on incentives that is available (Takwate, 2021). Purwanto in Khairani (2020) which states that "motivation is a conscious effort to influence a person's behavior so that he moves his heart to act to do something so as to achieve certain results or goals".

The problem faced is the problem of the limited number of KLA facilitators who are assistants recruited by the PPPA Office of Lampung Province to assist the KLA Task Force in several local governments, for that a strategy is needed to be able to recruit facilitators who can work fully to accompany the KLA Task Force in the district North Lampung.

4.2 Political, Strategic and Technical Support

In order to make policy implementation effective, apart from policy accuracy, implementation accuracy, target accuracy and environmental accuracy, there is still a need for political support, strategic and technical support.

Research findings on political support and strategic and technical support in the implementation of KLA policies in North Lampung Regency are as follows:

1. In the KLA policy in North Lampung Regency, political support comes from:the commitment and political support of the Regent as To the Region as the Regional Head and chairman of the regional leadership coordination forum (Forkopimda) and the North Lampung Regency DPRD with budgeting and oversight functions.
2. Strategic and technical support is seen from the not yet fully integrated action plans in the existing mid-term and annual planning documents and budgeting documents, as well as very limited innovations made in implementing KLA policies and the absence of updated data and information related to the preparation of children's profiles, preparation of policy plans, implementation of evaluation and monitoring of activities carried out.

4.3 Policy Determinants/Substance Factors

To find out the substance of the policy as a factor influencing the implementation of the KLA policy in North Lampung Regency which was analyzed fromconsistency of content/specifications of local government policies with government policies and alignment of regional action plans and national action plans.

4.3 Determinants/Behavior Factors of the Executor's Task

To find out the behavioral factors of implementing tasks as factors that influence the implementation of KLA policies in North Lampung Regency which were analyzed from the level of commitment and motivation of implementing tasks.

Research Findings on the behavior of implementing tasksin the implementation of the KLA policy in North Lampung Regency are as follows:

1. The commitment to the duties of policy implementers is still not maximized, this can be seen from the level of understanding of each implementing task, each only understanding their professional duties, not yet integrated in KLA policies, as well as knowledge about KLA policy target standards that must be achieved and not yet applying the basic principles of KHA in implementation. his job.

2. The motivation for the task of implementing policies is more to get awards and appreciation in fulfilling all standard indicators and sub-indicators in the assessment instrument and carrying out instructions from Regional Leaders

3. The learning ability of officers who have not taken much initiative in carrying out their duties so that performance achievements are also not maximized.

Low commitment to implementing tasks One of the factors causing the low commitment is related to the decision-making mechanism that still does not involve many task implementers so that the level of acceptance of the policy is low which results in a lack of sense of responsibility in implementing the policy (Supartha & Sinta Asih, 2017, p. 108).

As a result of the low commitment of policy implementers resulting in low policy performance achievements and conflicts between policy implementers, as an example of the results of FGDs, it was known when the schoolchildren forum played the role of reporting by conveying that there were peers who smoked in school what happened was the teacher did not respond and follow up. Likewise, in the case of children dealing with the law, often the assistance provided by UPTD PPA and social workers has not been fully able to coordinate and provide input to the apparatus that handles the investigation and investigation process, etc.

4.4 Determinants/Factors of Policy Communication

Policy effectiveness will be largely determined by policy communication factors to policy implementers, target groups and the community as seen from the policy formulation process involving stakeholders, information delivery and socialization as well as policy publication to policy implementers and target groups and the public.

4.5 Determinants/Factors Resources

In the KLA policy in North Lampung Regency, the influencing resources consist of human resources (HR) including their competencies, infrastructure resources, budget resources and technological resources that are used for the implementation of programs and activities related to policies.

Research Findings on resource factorsin the implementation of the KLA policy in North Lampung Regency are as follows:

1. The availability of personnel human resources in terms of availability in terms of numbers is sufficient, only for clusters that require specific skills, it is still very lacking, as well as the composition of the children's forum which is still very limited and has not involved other groups of children in KLA policies. understand the basic principles of CRC.

2. The research finding is that the Regional Government has not focused on providing budget allocations for the implementation of the KLA policy, this can be seen from the lack of budget sourced from the APBD because most of them still rely on transfer funds to the regions in the form of special allocation funds, both physical and non-

physical, as well as not yet maximized budget sources from other budgets such as CSR funds or community participation.

3. The availability of infrastructure for UPT PPA is adequate while other infrastructure facilities are not yet fully adequate, including for children with disabilities, the provision of child-friendly public infrastructure which is still very limited and not standardized as well as receiving guidance from technical regional apparatus, as well as supervision by the Task Force.

4. Utilization of the information system in the KLA policy is still limited to the use of the KLA evaluation information system andthe online information system for women's protection and child protection (Simphoni PPA) which is an online recording and reporting system facilitated by the ministry of PPPA and has not integrated several information systems used in other regional apparatuses.

The policy implementation process is strongly influenced by the availability of resources, the availability of resources greatly determines the success and determines the effectiveness of the policies implemented, this is in accordance with the relevant public policy theory proposed by (Hamdi, 2014, p. 288) which states that:

"... the factor that determines the success of public policy is the availability of resources consisting of human resources, budget, facilities and infrastructure including technology."

In terms of the availability of the human resource factor of the apparatus, it is very much determined by the formation of positions needed to carry out programs and activities in accordance with the KLA instruments/indicators carried out by several regional apparatuses, as well as human resources from regional children's forums/groups that are not only from children's forums. areas but also a diverse group of children's activities.

In the KLA policy, one of the objectives is to transform the Convention on the Rights of the Child (CRC) through a child-based development system so that every policy implementer must have knowledge and receive training on the Convention on the Rights of the Child (CRC) and be able to implement the basic principles of CRC in behaving and implementing CRC in their duties. For this reason, the KLA Task Force must be able to facilitate all task executors to gain knowledge about KHA.

Likewise, the use of information technology currently used is still limited to the PPPA Service and UPT PPA, while the fulfillment of children's rights in clusters one to four uses the existing information system in each institution.

A data management system is needed that can integrate some existing data in several regional apparatuses so that updating of profile data can be carried out and the decision-making process in formulating program intervention plans that will be carried out according to needs.

V. Conclusion

Implementation of the KLA Policy in North Lampung Regency is an obligation of the Regional Government in the context of fulfilling children's rights and special protection for children politically and constitutionally as stipulated in Article 21 of Law Number 35 of 2014About Child Protectionand in Article 2 Regional Presidential Regulation Number 25 of 2021 concerning Child Friendly Regency/City Policies.

Based on the results of research and discussion ofAnalysis of the effectiveness of the implementation of Child-Friendly District (KLA) policies in North Lampung District based on Richard E. Matland's (1995) model and analysis of determinants or factors that support

and hinder the implementation of Child-Friendly District (KLA) policies in North Lampung District. research conclusions as follows:

1. Whereas the implementation of the KLA policy in North Lampung Regency has not been fully effective, several important points of argument related to policy effectiveness are that the KLA policy in North Lampung Regency is:

   a. The KLA policy in North Lampung Regency has not been able to fully transform CRC and has not been able to provide the fulfillment of children's rights in an inclusive and just manner and provide special protection for children in emergency situations.

   b. Not yet fully able to integrate the commitment and resources of Government and non-Government stakeholders in the development system based on the KLA Task Force and has not maximally facilitated the role of children's forums in policy formulation and the role as pioneers and reporters.

   c. Not yet maximally able to mobilize, synergize all potential resources and build collaboration between stakeholders in a child-based development system.

2. The determinants/factors that greatly influence the success of the KLA policy implementation are:

   a. The factors that support the KLA policy are the adequacy of regulations that form the basis for the implementation of the KLA policy, and the political support of regional leaders and appreciation of the evaluation results by the Ministry. PPPA

   b. The inhibiting factors for implementing KLA policies are regulations that have been made, there is not yet complete consistency and alignment with the national strategy of KLA policies, still not completely low commitment to implementers, policy communication is still very limited, many policy implementers still do not understand and have poor KHA competencies, limited budget sourced from APBD/APBN/CSR funds and other budgetary sources, as well as data management factors in profile updating, implementation, evaluation, monitoring and reporting of policies that have not been optimal.

3. From the results of the analysis related to the effectiveness and determinants that affect KLA policies in North Lampung Regency, the researchers provide strategic recommendations to policy authorities to:

   a. Optimizing the integration of commitment and resources of the Government, community institutions, the business world and the mass media, including the role of regional children's forums in an integrated manner.

   b. Reviewing local government policies/regulations related to the implementation of KLA policies that are synchronized and harmonized with government policies.

   c. Carry out communication, socialization and publication of policies to all policy implementers, target groups and the community at every level of Government

   d. Carry out community empowerment efforts so that they can provide knowledge and insight to the community so that they can provide space for participation and contribution to community involvement in KLA policies.

   e. Improving the competence of KHA in implementing policies, focusing on allocating the budget for the implementation of KLA policies and seeking alternative sources of financing originating from the participation of community institutions and the business world.

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