

The Implementation of Child-Friendly City Development In Bengkulu City

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ABSTRACT

Child-Friendly City (CFC) is a National Program mandated by Law number 35 the year 2014 concerning Protection of Child. The development of the CFC aims to make various efforts to fulfill children's rights in a holistic and integrated. CFC development has been carried out in the city of Bengkulu, but at the same time, there are still various child problems in the city of Bengkulu. The purpose of this study was to find out how the program's Implementation effectively, which refers to indicators of implementation. This research is qualitative research with a descriptive method using an inductive approach. The technique in collecting data uses interview, observations, and documentation techniques. The results of the study indicate the development of Child-Friendly City in Bengkulu City has been going well. It has been stipulated that regional regulations on child protection and fulfillment of children's rights are the main points in the development of CFC in Bengkulu City. Although there are still some obstacles to human resources and limited facilities, it does not make the development of the CFC experiencing significant obstacles.

Key words: *Child-Friendly City, Child's rights, Development of CFC, Policy Implementation*

INTRODUCTION

Human rights are a set of rights that are inherent in the nature and existence of human beings as a gift from The Almighty God and must be respected, upheld and also to get protected by the state, law, government, and everyone for the honor and protection of the dignity of human. Everyone has the right to recognition, guarantee, protection, and fair legal treatment and also to obtain legal certainty and equal treatment before the law. Everyone also has the right to the protection of human right and basic human freedoms, without discrimination.¹ As an integral part of human life, children also have basic rights that must be fulfilled by the Government. Childhood is a very important period for the development of the basics of a child's personality. Environmental factors are very influential on children. Therefore one way to be able to shape good children is by creating a good environment for children's growth and development. This is in line with the Law of the Indonesian Republic Number 35 of 2014 concerning the Children Protection, that children as shoots, potential, and young generation who succeed in the ideals of the national struggle that have a strategic role, characteristics, and special traits that must be protected from all forms of treatment humane resulting in human rights violations.

The Law No. 35 of 2014 concerning Amendments to Law Number 23 the Year 2002 concerning Child Protection explains in Article 1 paragraph (1)

"Children are people who are not 18 (eighteen) years old, including children who are still in the womb. Article 1 paragraph (2) "Child protection is all activities to guarantee and protect children and their rights so that they can live, grow, develop, and participate optimally by human dignity, and receive protection from violence and discrimination." In the article above it has been explained that a child or someone less than 18 (eighteen) years of age including a child in the womb is protected by the government so that it can grow and develop optimally. In the same article in paragraph (12), it is explained about the rights of the child, that "Children's rights are part of human rights that must be guaranteed, protected, and fulfilled by parents, family, community, state, government, and local government."

UNICEF's Child-Friendly Cities initiative movement has been spreading around the world since the 2000s, and already more than 1300 cities in more than 30 countries have been re-interpreting the concept of child-friendly environments and participating in these movements (Kim et al., 2014; UNICEF, 2017).

The concept of the child-friendly city originated from the UN-Habitat II Conference on Human Settlement in 1996. Since then, the concept has spread worldwide, and many countries and cities are participating in building CFCs (UNICEF, 2017). UNICEF explains a child-friendly city is the embodiment of the Convention on the rights of the child at the local level, which

¹ Law Number 35 Year 1999 About Human Rights

in practice means that children's right is reflected in policies, laws, programs, and budgets. In a child-friendly city, children are active agents; their voices and opinions are taken into consideration and influence decision making the process. In this context, developing countries tend to focus on health care, nutrition, education, and child-care services as major challenges, whereas developed countries tend to focus primarily on urban planning, safe and child-friendly environments, and children's participation (Nikku and Pokhrel, 2013).

Building CFCs is synonymous with implementing the Convention on the rights of the child in a local setting. The UNICEF international suggests nine principles based on international standards: children's participation, a child-friendly legal framework, a city-wide children's rights strategy, a children's rights unit or coordinating mechanism, child impact assessment and evaluation, a child budget, a regular state of city children report, making children's rights known, and independent advocacy for children. In Indonesia, the Ministry of Women's Empowerment has made this Child Friendly City model a priority program in the field of child welfare and protection by establishing 7 important aspects in the development of CFC, namely: 1) Health; 2) Education; 3) Social; 4) Civil Rights and Participation; 5) Legal Protection; 6) Employment Protection; 7) Infrastructure (CFC Policy Guidelines, 2006). Following up on the national policy, each local government stipulates the policies intended to protect children's rights according to regional needs and conditions of regional autonomy. As a development issue, to what extent the importance of mainstreaming children's rights can steal attention and compete with other development issues such as poverty, unemployment, investment, economic growth, natural disasters, etc.

The implementation of Children protection in Indonesia is facing many obstacles in society. *First*, the high number of crimes committed by children. In the report of BPS show that out of 37 children in Bengkulu City who are inmates in 2016 are divided as follows: As many as 3 children as perpetrators of murder, 14 children as perpetrators of theft, 6 children as perpetrators of robberies, respectively 1 person as perpetrator of Embezzling and Psychotropicism, 2 children as sharp weapon carriers, and 10 children in other categories. *Second*, there is still a high number

of sexual violence cases against children. That out of 148 cases of sexual violence to women and children in the province of Bengkulu, as many as 30 elementary school students were victims. Six students become perpetrators, and two of them engage in sexual relations. The data shows that the City of Bengkulu is an area with very poor conditions compared to the other nine districts in Bengkulu Province². *Third*, The high number of child marriages in the city of Bengkulu. According to the Bengkulu Central Bureau of Statistics (BPS, 2017), 16.17 percent of women in Bengkulu were married under the age of 16, and 23.04 percent were married at the age of 17-18 years. Noted, marriage-age children under 16 years and ages 17-18 years have increased in the period 2015-2017.

The implementation of Child-Friendly City development has been implemented in the form of policy in Bengkulu City through Regional Regulation Number 5 the Year 2016 concerning the Implementation of Child Protection, the Mayor of Bengkulu established a Child-Friendly City task force in the implementation of child protection in the City of Bengkulu. These things show that there are still obstacles that occur in the development of the City of Bengkulu as a Child-Friendly City (CFC) carried out by the Women's Empowerment of Child Protection and Family Planning Protection Agency.

The adherents of the political-administrative dichotomy believe that the most difficult stage in making policies is formulating policies, while the implementation stages are assumed to be the easiest to do. But in reality, the implementation of policies that were previously considered only as technical matters turned out that the government experienced many obstacles and even failures (Purwanto and Sulistyastuti, 2015).

The study of policy implementation is very important because it is a stage between policy-making and results or the consequences caused by the policy (output, outcome) or for people affected by the policy. According to Kiviniemi (1986: 253), Public policy implementation is usually a complete process. It often takes years, and it involves several different groups of actors at different groups of actors at different stages.

² The statemeny of the Director of the Bengkulu Pupa Foundation, Susi Handayani <http://www.bengkulunews.co.id>. Accessed on 27 September 2018

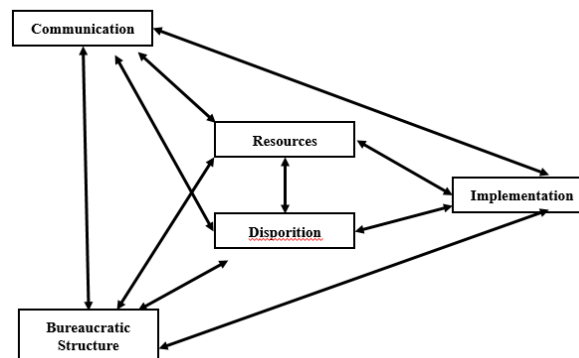
The real situation of implementation structures varies dynamically, with changing the group of implementors, opponents, and outsiders, and these groups cross the institutional boundaries of public agencies and the public and private spheres.

The approach to studying policy implementation begins with an overview and question: What are the requirements for successful policy implementation? What is the main obstacle to the success of policy implementation? According to Edward III (1980) to answer this question, there are four important factors or variables in the implementation of public policy, namely communication, resources, disposition, and bureaucratic structure as shown Figure 1 below. Winarno (2012: 146) explained that "Policy implementation is a crucial stage in the public policy process. A policy must be implemented so that it has the desired impact or goal".

Based on this model, Edward III views policy implementation as a dynamic process, where four

variables are interconnected and affect the use of policy implementation, namely:

- Communication (transmission, clarity, consistency) is needed so that the implementor knows what to do.
- Resources (staff, information, authority, facilities); Although the contents of the policy have been communicated clearly and consistently, but there is no support, an implementation must be constrained.
- Disposition or character and characteristics of the implementor such as appointment of Bureaucrats and Incentive. If the implementor has a good disposition, then policy objectives can be achieved.
- The bureaucratic structure consists of (standard procedure, fragmentation, complexity). When the bureaucratic structure is not conducive to policy



Source : Edward III, Implementing Public Policy, 1980 p148

Figure 1. Edward III Policy Implementation Model

The model of Edward III's policy implementation is a top-down approach that uses logic thinking from "above" and then maps "down" to see the success or failure of implementing a policy. This approach is often also called "policy centered" because the focus of the researcher's attention is only on policy and trying to obtain the facts whether the policy when implemented can achieve its objectives or not (Hogwood and Gun, 1984).

Why do the same national policies when implemented by different local governments have different success variations? This phenomenon is certainly interesting to explain because hypothetically it means that the success of implementation is strongly influenced by the variables that exist in each region, which leads to differences in the success of the

implementation. Through more understanding of the implementation process and carried out accurately, it is expected that recommendations can be formulated that can be used to improve the implementation process better so that in the future the implementation of the policy will have the opportunity to succeed compared to the previous. So, this study aimed to find out how the program's implementation and to find out the inhibiting factors and efforts to overcome the problems.

METHOD

Research design according to Khotari (2004: 31) is "the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure." Creswell (2014: 31) also

explains that research design is “plans and the procedures for research that span the steps from broad assumptions to detailed methods of data collection, analysis, and interpretation”.

To describe the real conditions that occur in the field in detail and actual and based on the problems and objectives described in the first chapter, the authors chose to use this type of qualitative research.

The type of approach chosen by the author in this study is descriptive, Singh (2006: 104) argues about the definition of descriptive research: “Descriptive research is concerned with the present and attempts to determine the status of the phenomenon under investigation.”

Based on these opinions descriptive research is based on the present and seeks to find a solution to an event that is being studied, and descriptive research is directed at making careful observations and detailed documentation that must be based on the scientific method.

RESULTS AND DISCUSSION

National Development of Child-Friendly Cities (CFC) emerged through the Regulation of the State Minister for Women and Children Empowerment Number 11 of 2011 concerning Eligible District/ City Development Policies. Bengkulu City, as the capital of Bengkulu Province, also participated in implementing the CFCs program. We can see this with the issuance of the Bengkulu City Regional Regulation Number 5 the Year 2016 concerning the Protection of Women and Children. The scope of the implementation of child protection includes; prevention; risk reduction, handling, and data systems for child protection. In carrying out child protection, the Bengkulu City Government also synergized with the private sector and the community. It is done to obtain better results in the implementation of the child protection process.

Based on an interview with the Head of the Child Protection Division, the strategy for developing the City of Bengkulu as a Child-Friendly City was carried out by approaching the local government organizations Heads in districts and sub-districts as policymakers, as well as approaches to children through the Children's Forum and Teachers in Schools. Thus the development of a Child-Friendly City in Bengkulu City can run well even though there are still obstacles.

Child-Friendly City Development in the City of Bengkulu is coordinated by the Task Force. The CFC's Task Force was formed in 2016 through the Mayor's Decree Number 121 concerning the Establishment of Child-Friendly City Task Force in Bengkulu City which later changed to Mayor's Decree Number 166 of 2017. This Task Force was chaired by the Bengkulu City Planning, Research, and Development Agency. The CFC's Task Force is authorized to coordinate the programs of each local government organization (LGO) related to the fulfillment of children's rights. Coordination takes place in a meeting held every three months. Each LGO has the responsibility to develop its program by its main tasks and functions.

Collaboration and cooperation between LGO became a major force in developing the City of Bengkulu as a Child-Friendly City. It was proven by the success of the City of Bengkulu as a Child-Friendly City with the award of the Minister of Women's Empowerment and Child Protection in July 2018. This fact makes the City of Bengkulu the first city in Bengkulu Province to receive the Predicate of a Child-Friendly City.

However, cooperation with the relevant LGO does not always work well. The condition was revealed through an interview with the Head of Bengkulu City Child Protection, who said that there are still "LGOs" that have not been able to cooperate well. This situation can be proved with the difficulty of providing data needed for the assessment of Child-Friendly Cities, even though the LGO should have the desired data because it's the duty and responsibility of the relevant LGO. Based on observation shows that collaboration among LGO is very important to develop the City of Bengkulu as a Child-Friendly City.

3.1 Communication

The essence of implementation is an activity to distribute policy outputs carried out by implementers to the target group as an effort to realize policy objectives. Output distribution is done through communication. Communication has a very important role in achieving a policy. Therefore the policy to be delivered must be well understood by the implementor. Thus the policy can be communicated and disseminated clearly, accurately and consistently and does not cause contradiction. The communication function of the implementation of government policy includes

three aspects, namely transmission, clarity, and consistency. According to Edward III (1980), where the dimensions of communication include transmission, clarity, and consistency. Communication needs to be done so that implementers and target groups understand what they are supposed to do. The success of communication can be seen from three aspects, namely, transmission, clarity, and consistency.

a. Transmission

Transmission is related to channeling information to implementing child protection. As explained earlier, policy implementation can be successful if the implementers and target groups understand what they are supposed to do. Understanding of activities that must be carried out can be realized through information. This condition can be seen from the many socialization carried out by the Office of Women's Empowerment and Protection of the City of Bengkulu Children through routine activities, mass media, and collaboration with the community and other relevant agencies. Then it can be seen from the collaboration carried out by agencies incorporated in the Eligible City Task Force in handling cases of children in the City of Bengkulu. Also, with the written regulations concerning Child-Friendly Cities in Bengkulu City and SOPs issued by the agency in the context of socializing children's protection, the implementers have guidelines in carrying out their duties and functions.

Although the information was received by the target group of the CFC program, a part of the community does not know Bengkulu as a CFC. This fact was evidenced by the results of interviews with the "Empek-Empek" traders who have children, he explained that he knew about the programs carried out by the Bengkulu City Government, but he did not know that the program was to realize the City of Bengkulu as a Child-Friendly City.

b. Clarity

Information provided to protection implementers children must be clear and unambiguous. The clarity referred to concerns clarity of communication messages delivered. If the information provided is unclear, there may be an error in implementing the policy. Guidelines for child protection in the city of Bengkulu still refer to Law No. 35 of 2014 concerning Child Protection and

Bengkulu City Regional Regulation Number 5 of 2016 concerning the Implementation of Child Protection. Besides that, also Head of Bengkulu City Child Protection said that: The apparatus in the Office knows well about the development of a Child-Friendly City, this is because routine coordination meetings are held between policymakers.).

The process of delivering information to the implementers was carried out clearly and well. DP3AP2KB did this as a pioneer in the implementation of the CFC development program in the City of Bengkulu. Also, the information conveyed was carried out using a CFC Task Force coordination meeting consisting of policymakers in the City of Bengkulu, so that the delivery of information could be conveyed clearly and unambiguously. It was also done by BAPELITBANG Kota Bengkulu as Chair of the Child-Friendly City Task Force by conducting the Bengkulu City Musrenbang by involving all parties including representatives of the Bengkulu City Children Forum as representatives of the Children to guarantee and accommodate the children's needs in carrying out their lives well.

c. Consistency

Consistency concerns the certainty and clarity of orders that must be carried out by the implementers. Orders must be clear and must not change. Inconsistent orders will encourage executors to take actions that conflict with the intent of the policy. Head of the DP3AP2KB Service said that to fulfill the rights and protection of children, get consistent support and support from the Government. This condition can be seen from the making of local regulations and the budget prepared to realize the CFC. The Mayor of Bengkulu, as the coach in the task force, is very supportive of this program.

The direction of the supervisor mentioned above has been understood and implemented and has very good support from the Regional Government. One example is the existence of the Bengkulu City Regional Regulation Number 5 of 2016 concerning the Implementation of Child Protection. It's become a rule and guidance for policymakers in determining the direction of developing a Child-Friendly City in the City of Bengkulu. With the existence of this regulation, the direction of the development of CFC in the city

of Bengkulu is increasingly clear and organized. However, based on the results of the interview with the Head Of Child Protection Division said that although the clarity of the order to implement the CFC development in the city of Bengkulu was very clear. There are still offices that cannot work together well; this can be seen from the lack of cooperation in the process of collecting data relating to children, especially children in the city of Bengkulu so that this hampers the process of assessing the city of Bengkulu as a Child-Friendly City.

The clarity that already exists does not fully support the CFC development process, because there are still LGO that do not want to cooperate in the process of collecting data on Children in the City of Bengkulu. While one indicator in determining the CFC is the complete document about the Child, and this must attach documents to obtain points in the National CFC assessment. However, with the Office not being cooperative, the CFC assessment points were not obtained optimally due to lack of supporting data.

Based on the explanation and facts above, it can be concluded that communication is one of the important variables that influence the implementation of public policy. Communication determines the success of achieving the objectives of public policy implementation. According to Laswell (1948), the best way to explain the communication process is a process that explains who? Says what? In which channel? To whom? With what effect? So it can be concluded that communication is a message delivered to the communicant from the communicator through certain channels both directly / indirectly to give an impact/effect by the desired so that implementation runs effectively

a. Resources

Other variables that also determine whether or not the availability of resources influences the implementation of the policy. Although the contents of the policy have been communicated clearly and consistently, if the implementor lacks the resources to implement it, the implementation will not be effective. According to Edward III (1980), that important sources in supporting the implementation of government policies include staff or human resources, budget, facilities, and authority. Human resources, budget and facilities,

and infrastructure can influence the effectiveness of policy implementation.

Resources are needed to support Child-Friendly City Development, specifically by the Office of Women's Empowerment and Protection of Bengkulu. Maximum resource utilization can be seen from four aspects, namely staff, authority, information, and facilities.

a. Staff

Staff is one of the most important resource elements. This condition can be understood because the staff is the driver of every activity to achieve policy objectives. Based on an interview with Head of Office of Women's Empowerment and Child Protection said that the number that has not been directly proportional to the number of tasks that exist. The institution technically the fields that deal with the protection of women and children have many female apparatus, but there is still a lack of male apparatus to assist in the process of running the activities. There is also a CFC task force that always coordinates to strive to fulfill children's rights in each program made. Then there is also a children's forum that helps them to disseminate information about children's rights that must be fulfilled. They need more male staff to help the activities of implementation in the field technically.

The small number of male staff was perceived as hampering the implementation of the CFC Program in the City of Bengkulu, this was seen when the Office carried out socialization and the formation of the Subdistrict Children's Forum, that during the preparation of items and arranging things that should be done by men but done by women. This situation due to a lack of male staff in the institution. It has become an obstacle in the implementation of the CFC, especially in the Office of Women's Empowerment for Child Protection of population control and family planning of the City of Bengkulu. So far, child protection has been aided by other agencies and communities that care about child protection.

b. Authority

In connection with the authority, there are already written regulations that regulate the authority of each implementer so that the implementers have the legality in carrying out their duties. As for information, the Office of Women's

Empowerment and Child Protection of the City of Bengkulu has made leaflets about child protection so that the mechanism of child protection can be known not only by the executive but also the community.

In terms of the distribution of authority, especially in the field of children, there is a legal basis for the first is the head of the office and the head of staff and staff. The legal basis used in the distribution of tasks is stated in the Regional Regulation concerning the duties and functions governing the Tupoksi of the Office of Women's Empowerment and Child Protection itself. So that in carrying out each job, the apparatus has clear basic tasks and functions, so that the implementation of the government process runs well.

The same thing was also obtained from the statement of Chair of the Bengkulu City Children's Forum; he explained that they are only authorized to submit suggestions and input from children regarding things that are expected to support children's growth and development. Besides, we also regularly become members of seminars on the implementation of child protection, so that we can channel the information we get to the wider community, especially children through social media. In addition to policymakers at the Office, the Children's Forum also has its authority. It shows that there is a clear division of tasks and authority in the process of developing a Child-Friendly City in the City of Bengkulu.

c. Information

Information relates to all kinds of data that explain the Child Protection policy. Based on the results of the interview with the Head of Child Protection, the child protection mechanism was disseminated through sheets, which were made by the Women's Empowerment Service and the Protection of Children of the City of Bengkulu. Also, the routine office conducts counseling to the community directly. Also, the Women's Empowerment Agency disseminates information through social media to promote child protection policies. However, this is not too optimally in supported coordinating among agencies. So that the dissemination of information to the public is not good.

Based on the interview with community representatives, it was seen that information about the implementation of the CFC in Bengkulu City had not been well socialized. Even though the distribution of information must be done well, given that the implementation of the CFC is an integration of the Government, the private sector, and the community. This condition will have an impact on the lack of a role for the community in the process of implementing the CFC in Bengkulu City.

d. Facilities

The facility in question concerns the availability of physical facilities, especially physical facilities that support child protection in the city of Bengkulu. Current conditions, considering facilities at the City level are quite adequate, but if seen further at the sub-district and village levels the condition is still minimal.

The Women's Empowerment Office and Bengkulu City Child Protection have official vehicles, namely women's and children's protection cars for field operations, as well as official vehicles for official motorbike operational vehicles for employees. If there is a shortage of vehicles for outreach victims, victim assistance, and socialization, we can work together with the existing agency services. The task force members, as a whole, have also always been helpful.

In the current condition, the availability of physical facilities that support the implementation of Child-Friendly Cities in Bengkulu like children's playground was sufficient. It is one of the programs successfully carried out by the Service in the process of developing a Child-Friendly City. Before the development of the CFC, Bengkulu City did not have a children's playground. But rapid development is very visible, and now the City of Bengkulu already has a City Park that can be used by children to play and gather.

The existence of a children's playground is one of the things that shows that the City of Bengkulu has been serious in developing the CFC. It also became a new leap for the city of Bengkulu in arranging the corners of the City to be a useful and beautiful place, in addition to providing facilities to children well. The provision of children's play facilities has been made well by the

City of Bengkulu Government through the P3AP2KB Office, but the maintenance of good facilities has not followed the provision of facilities and facilities for children. It was known when the researcher observed several children's playgrounds that had been built in the city of Bengkulu.

The problem that can be seen from the existing facilities is uncontrolled garbage at the children's playground. It makes the park for children dirty and uncomfortable for children to play and gather. Also, one of the parks located on the seashore, Taman File, does not have good lighting, so it cannot be used at night, even though sports facilities such as skateboards are often used in the morning and evening. Beachside conditions also make the park often exposed to strong winds, and cause many facilities made of iron and zinc to be released and endanger children while playing. So it is very necessary to control and care to maintain cleanliness and safety for children while playing.

b. Disposition

Disposition is the tendency of the attitude of the implementers. The success of policy implementation is not only influenced by the understanding of the implementers of what must be done but also must have the ability to implement it. Thus, the disposition can be seen from the appointment of bureaucrats and incentives.

Implementing attitudes/attitudes at the City level towards the protection of children are good which can be seen from integrity and loyalty in carrying out their duties and functions even though the competencies of the implementers are not by what is needed. The implementers at the sub-district and village levels do not all have integrity and loyalty to child protection. Until now, there have been no incentives given to implementers who carry out their duties and functions.

a. Appointment of Bureaucrats

Appointment of bureaucrats can pose a real obstacle to policy implementation if existing personnel does not implement policies desired by higher officials. Therefore, the appointment of bureaucrats must be people who have competence, integrity, and loyalty to a policy that is implemented. According to Head of the Office of Women's Empowerment and Child Protection that

so far there have been no complaints that there are implementers who refuse at any level of service. This service is also not only in the Office of Women's Empowerment and Child Protection, but we also work with other agencies such as the health office, social service, police, and police. They are quite cooperative with them, friends of the police station, for example, they are quick to follow up if there are reports or news.

Based on the findings at the time of conducting the research, the implementers in the Field of Protection of Women and Children had good integrity and loyalty. The competence of the implementers has not been what was needed. However, there are still apparatuses in certain agencies that still cannot work together to implement the CFC program in Bengkulu City properly. It was obtained from an interview with the Head of Child Protection that.

There are still offices that do not want to provide information about children, even though the agency should own the information and help the process of developing the CFC. So that it can be seen that the existing bureaucrats are still not fully aware and helping the process of developing the CFC in Bengkulu City.

b. Incentive

Incentives are a form of reward given to executors to carry out orders properly. In general, people act according to their interests, therefore giving incentives by policymakers will influence the actions of policy implementers. According to Head of the Office of Women's Empowerment and Child Protection that in particular, she did not receive incentives from implementing activities related to the CFC. Even if there is any by applicable regulations such as salaries and allowances. But for that outside of that, they do not get special incentives.

Based on the findings in the field that in carrying out activities related to the CFC, there are no other incentives beyond the stipulated salary and benefits. Even though there are no incentives outside the basic salary and benefits, the CFC development process continues to run well. However, the provision of incentives will greatly support the implementers of the CFC development, especially the Children Forum, which are selected

children and actively contribute in delivering information about children on social media or directly. Providing rewards in the form of incentives can help them in the process of disseminating information because they need personal costs to carry out socialization and distribution of children's aspirations.

This situation above in line with Setyaningrum (2016) which explains that if the implementor has a good disposition, the policy will run well as desired by policymakers. When the implementor has a different attitude or perspective than the policymaker, the policy implementation process also becomes ineffective

c. The bureaucratic structure

Bureaucratic structures are very important in policy implementation. The purpose of a policy is often complex, extensive, and its implementation involves cross-sectoral. With such characteristics, the implementation of policies involves many different actors, organizations, and even levels of government. It has an impact on the emergence of diverse functions, a wide range of controls, and complex work to achieve the objectives of policy implementation, a collaboration forum called the bureaucratic structure is needed. The bureaucratic structure can be described by looking at the Standard Operating Procedure (SOP) and fragmentation.

a. Standard Operating Procedure (SOP)

Operational Standards Procedures are procedures and basic measures of work originating from within (internal) organizations. The existence of an SOP will make policy implementation efficient. The SOP will cover every action that must be taken. The results of the interview with Head of P2TP2A said that they have SOPs. This SOP is not related to the SOP of the agency or field, but the SOP of service in the services we do. The SOP is in P2TP2A. So the Field of Protection of Women and Children are all incorporated in P2TP2A).

Based on the findings when carrying out the research, the SOP referred to by the informant was the SOP service for handling victims of violence. Service SOP is a working procedure of P2TP2A which is authorized in handling cases of violence. SOPs that are specifically related to child protection does not yet exist. Child protection in Bengkulu City refers to

existing laws and regulations. The service SOP has been owned and implemented, but from the researchers see that the implementation of the SOP is also often flexible in adjusting the needs of the cases that occur so that they can achieve good results.

b. Fragmentation

Regarding fragmentation, Head of the Office of Women's Empowerment and Child Protection said that in the protection of violence there are prosecutors, courts, police, LBH, Nakertrans also then also from the private sector. Then in the field of education, we are supported by fellow principals and diaspora. Then in the field of rehabilitation, we collaborate with various types of orphanages that exist. Including the Child LP in the City of Bengkulu, then with the agencies related to the CFC policy, all this time it has played an active role. And also if there is a natural disaster, which supports this there is a BPBD, social service, there are police officers and military command who are always active every time there are disaster victims.

Based on observations during the study, it was found that fragmentation between each agency went well because there was good coordination between agencies so that the process of implementing the policy went well. This condition in line with the results of research from Setyaningrum (2016) which explains that the structure of the bureaucracy contributes to the implementation of policies

3.5 Affecting the Office of Women's Empowerment and Protection of Bengkulu City Children in Child-Friendly City implementation

In implementing a policy it must-have factors that influence the policy, these factors can be supporting and inhibiting, as well as in making efforts to develop a Child-Friendly City in the City of Bengkulu also have obstacles, both supporting and inhibiting. Based on observations and the results of research conducted by researchers, it can be concluded that several supporting factors are as follows.

1. The commitment of all levels of the Bengkulu City Regional Government, the private sector and the community in the development of a Child-Friendly City in the City of Bengkulu. It can be seen by the issuance of the Regional Regulation

of the City of Bengkulu. The commitment has been shown.

2. Dissemination of Child Friendly City policies to other agencies and stakeholders, so that commitments are made (LGOs, NGOs, community organizations, law enforcement, educational institutions, religious leaders, community leaders, parents, and children) in fulfilling their rights children and accommodate the best interests for children in the development of a Child Friendly City.
3. The existence of Child-Friendly City Task Force as a coordinative institution that collaborates among its members and carries out the division of tasks according to the performance of each agency or agency.
4. Women's Empowerment Service Child protection for population control and family planning Bengkulu City has sufficient facilities and infrastructure to fulfill children's rights and guarantee child protection.

Inhibiting Factors of the Women's Empowerment of Child Protection and Family Planning Protection Agency of Bengkulu City.

A. Internal Obstacles

1. Limited Human Resources that Deal with Child Protection

Human resources have a vital role in implementing policies. The vital role is carried out because human resources have the authority to run or not implement a policy. There is no definite formula that explains the number of human resources needed to carry out a policy. The amount of human resources needed is only adjusted to the tasks carried out. The more complex a policy, the more human resources must be provided to implement policies and vice versa. The simpler policies that must be implemented, the less human resources needed.

Based on experience during the study, the number of existing civil servants was sufficient to carry out Child Protection, but with a small number of male officers, especially in Staff, there were obstacles in the implementation of programs in the field. That is because the majority of the apparatus are female. However, this makes the apparatus in charge of the DP3AP2KB, specifically in the care of child protection, must assist in the implementation of highly technical programs.

2. Poor Data Management

Also, the DP3AP2KB is still constrained by resources that are still difficult to collect data regularly well and regularly. It is very contrary to the indicators of the City of Eligible Children who must input Data in the form of Legal Formal and documentation of activities in the field.

B. External Obstacles

1. Community Knowledge about Child Protection is Still Low

Society has an important role in determining the success of policy implementation. The potential for policy to succeed can be even greater when communities have a better understanding of policy objectives while providing input. Communities that better understand the mechanism of policy implementation can also be involved in exercising control. Regarding child protection, the success of policies is strongly influenced by the community, especially families. It is because children still cannot make their own choices. The public must be more aware of the rights inherent in children to guarantee the protection of these rights.

Based on observations during the study, the community's knowledge of child protection is still relatively low. The low level of public knowledge can be seen from the fact that there are still many people who think that what is called a child is those who are in elementary school. This understanding is wrong because according to the Law No. 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection, the so-called child is a person who is not 18 (eighteen) years old including those who are still in the womb. Thus the protection of children should have been carried out since it was still in the womb.

The community also does not understand that children have rights that need to be protected and guaranteed. The community still considers the ownership rights of children as property rights, allowing parents to treat children according to their desires. Sometimes parents don't even realize that what they are doing is included in the category of mistreatment.

2. The level of public awareness is still low on child protection

Society is the most important supporting element in implementing policies. According to Stich and Eagle, community involvement has the meaning as a

medium of shared learning between the government and the community.

Community involvement is very necessary because every policy is made for the welfare of the community. The community is not only a policy target but also an element that influences the success of the policy. A policy that conflicts with the wishes of the people tends to fail. The policy will fail if the target group does not want to support the policy objectives.

The level of public awareness of child protection in the city of Bengkulu is still relatively low. The low level of public awareness of child protection can be seen from the few people who play an active role in the Task Force Team for the Prevention and Management of Violence Against Women and Children, especially at the village / "kelurahan" level. The people who are members of the Task Force for the Prevention and Management of Violence Against Women and Children have participated in training on child and women's protection organized by the Regional Government. The people who have participated in the training indirectly have a better understanding of the protection of children and women than the people who did not attend training. But the fact is that understanding still cannot change people's awareness to fight for the rights of children in particular and also for women.

3. Poor maintenance of facilities

After the construction of children's play facilities, the steps taken are the maintenance of the facility. But in reality, the condition of children's play facilities is still very dirty and dangerous for children while playing. Periodic supervision is needed to maintain the quality and standards of children's playgrounds so that later they will not cause casualties

CONCLUSION

1. The implementation of Decent City Development in the City of Bengkulu carried out by the Office of Women's Empowerment and Child Protection has run well. It can be seen from the factors that influence the implementation of CFC development in Bengkulu City: a). Communication that consists of indicators of transmission, clarity, and consistency has been fulfilled. It can be seen from the collaboration carried out by agencies incorporated in the Eligible City Task Force in handling cases of

children in the City of Bengkulu. b) Resources, to support the process of implementing the Child-Friendly City Development specifically carried out by the Office of Women's Empowerment and Protection of the City of Bengkulu, requires adequate resources. However, resources consisting of staff, authority, information, and facilities in the city of Bengkulu have not achieved maximum results. It can be seen from the very lack of staff handling child protection. c) Implementing attitudes / attitudes at the City level towards the protection of children are good which can be seen from integrity and loyalty in carrying out their duties and functions even though the competencies of the implementers are not by what is needed. d). The bureaucratic structure in the development of Child-Friendly Cities is inadequate. This can be seen from the absence of an SOP that specifically regulates child protection. The implementation of child protection, the Office of Women's Empowerment and Child Protection is much assisted by other agencies and communities concerned with child protection.

2. Factors Affecting the Office of Women's Empowerment and Protection of Bengkulu City Children in Child-Friendly City Development

a. Supporting factors

- Commitment to the ranks of local government, the private sector, and the community in the development of Child-Friendly Cities.
- Information dissemination carried out by the Office of Empowerment and Child Protection to other institutions in the city of Bengkulu is also a private institution.
- Establishment of the CFC Task Force in the development of a Child-Friendly City.
- Adequate facilities and infrastructure owned by the Office of Women's Empowerment and Protection of the City of Bengkulu.

b. Obstacles Factor

- Limited human resources that handle child protection.
- Limited funding to support child protection. The limitations of these funds have an impact on the lack of facilities for implementing policies, especially in the

field of child protection.

- Community knowledge about child protection is still low. Many community members do not understand what is meant by children, children's rights, and child protection so that there is a lot of mistreatment of children.
- The level of public awareness is still low on child protection. Many people do not care about child protection. Some people have understood the importance of protecting children but are still reluctant to participate.

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