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# Local Government Capacity In Implementing Child Protection In Rokan Hilir District Riau Province

Kapasitas Pemerintah Daerah Dalam Penyelenggaraan Perlindungan Anak Di Kabupaten Rokan Hilir Provinsi Riau

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#### ABSTRACT

The implementation of child protection in Rokan Hilir Regency is an important issue to study because there are still many cases of children related to physical and verbal violence, sexual violence, child custody, child neglect and children who are in conflict with the law. Violation of children's rights will actually hinder the nation's struggle, because children are the potential and the younger generation to continue the ideals of the nation's struggle. This study emphasizes that in the implementation of child protection, it is necessary to have the capacity of the local government. From the literature review conducted, there are several capacities needed for public organizations, namely the capacity of human resources, organization, systems and networks. This study uses qualitative methods with the main objective of being descriptive and revealing. The informant withdrawal technique used was purposive sampling using interview, observation and documentation data collection techniques. The results of the study found that there were still relatively high cases of children in Rokan Hilir Regency because the capacity of the local government of Rokan Hilir Regency had not been fulfilled in implementing child protection as seen from the dimensions of human resource capacity, financial capacity, organizational capacity, and network capacity.

Keywords: Capacity; Local Government; Child Protection

#### **ABSTRAK**

Pelaksanaan perlindungan anak di Kabupaten Rokan Hilir merupakan isu yang penting untuk dikaji karena masih banyaknya kasus-kasus yang menimpa anak yang berkaitan dengan kekerasan fisik dan verbal, kekerasan seksual, perebutan hak asuh anak, penelantaran anak dan anak yang berhadapan dengan hukum. Pelanggaran terhadap hak-hak anak justru akan menghambat perjuangan bangsa, karena anak merupakan potensi dan generasi muda penerus cita-cita perjuangan bangsa. Penelitian ini menekankan bahwa dalam penyelenggaraan perlindungan anak, perlu adanya kapasitas dari pemerintah daerah. Dari kajian literatur yang dilakukan, terdapat beberapa kapasitas yang diperlukan bagi organisasi publik, yaitu kapasitas sumber daya manusia, organisasi, sistem dan jaringan. Penelitian ini menggunakan metode kualitatif dengan tujuan utama bersifat deskriptif dan mengungkap. Teknik penarikan informan yang digunakan adalah purposive sampling dengan menggunakan teknik pengumpulan data wawancara, observasi dan dokumentasi. Hasil penelitian menemukan bahwa masih relatif tingginya kasus anak di Kabupaten Rokan Hilir disebabkan karena belum terpenuhinya kapasitas pemerintah daerah Kabupaten Rokan Hilir dalam melaksanakan perlindungan anak yang dilihat dari dimensi kapasitas sumber daya manusia, kapasitas finansial, kapasitas organisasi, dan kapasitas jaringan. **Kata Kunci:** Kapasitas, Pemerintah Daerah, Perlindungan Anak

# 1. Introduction

The state guarantees the protection of children's rights to survive, grow and develop and are entitled to protection from violence and discrimination. Children are God's gifts and gifts, have a very important position in the life of the nation and state. In addition, children are

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the next generation of development whose existence must be protected and should receive special attention from the government.

One of the important agendas for the current government is the implementation of child protection. Violations of children's rights in Indonesia are still relatively high. Based on quite fluctuating public complaint data, in 2019 there were 4,369 cases, in 2020 there were 6,519 cases, and in 2021 there were 5,953 cases, with details of 2971 cases of Fulfillment of Children's Rights, and 2982 Special Protection of Children. (KPAI, 2022).

The implementation of child protection, especially related to efforts to reduce violence against children, has become a national policy priority of the government of the Republic of Indonesia. In addition, the government has issued Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection. The directives referred to have been followed up by various ministries/agencies and local governments. Article 1 paragraph 2 explains that child protection is all activities to guarantee and protect children and their rights so that they can live, grow, develop and participate optimally in accordance with human dignity and values, and receive protection from violence and discrimination. (UU Nomor 35 Tahun 2014 Tentang Perlindungan Anak, 2014).

However, in reality the fulfillment of children's rights has not been realized optimally with various backgrounds and there are still many children who need protection from various forms of acts of violence, mistreatment, neglect and exploitation. The increasing cases of violence against children must be a concern for all parties, especially for the government and regional governments. In the context of this research, problems related to the implementation of child protection also occur in Rokan Hilir Regency, Riau Province, where cases of violence against children are relatively high in Rokan Hilir Regency, which can be seen in the following table:

Table 1. Data on Child Cases in Rokan Hilir Regency for 2018 – 2021

NO	CASE TYPE	YEAR				AMOUNT
		2018	2019	2020	2021	AIVIOUNT
1	Physical and Verbal Violence	2	2	2	4	10
2	Sexual Violence	5	10	18	12	45
3	Child Custody	4	-	4	1	9
4	Child Abandonment	-	3	4	-	7
5	Children Face the Law	-	-	1	5	6
TOTAL		11	15	29	22	77

Source: Family Planning Population Control Office for Women's Empowerment and Child Protection, Rokan Hilir Regency

Based on the above data it is known that in 2018 there were 11 (eleven) cases of children, In 2019 there were 15 (fifteen) cases of children, In 2020 there were known to be 29 (twenty nine) cases of children, and based on data for 2021 it is known that there were 22 (twenty two) child cases. Existing data shows a relatively high rate of violence against children in Rokan Hilir District. Based on the phenomena in the field, it was found that there were still limited activities related to child protection, weak coordination between the elements involved, the occurrence of personnel vacancies in several strategic positions and the absence of professional assistants which greatly influenced the local government in implementing child protection in Rokan Hilir Regency.

The Roakan Hilir Regency Government in an effort to implement child protection has issued Regional Regulation Number 10 of 2019 concerning the Implementation of Child Protection, but it has been identified as not optimal in child protection. The role in child protection involves many elements including the government, society, social institutions, and other institutions that have concern and concern for children's rights. Among the several

elements that play a role in efforts to protect children, the existence of the government has a significant role in suppressing or reducing cases of violence against children. This is because the government has the resources that make it possible to comprehensively handle child protection. In the era of reform and regional autonomy, regional governments are required to make a positive contribution in suppressing and reducing the number of child cases. Therefore, in terms of implementing child protection, it is necessary to have the capacity of a capable local government.

#### 2. Literature Review

This study identified that related to the implementation of child protection, it requires competent capacity from the local government, especially the regional government of Rokan Hilir Regency. Based on the existing problems and phenomena, it is very possible to carry out research related to the capacity of local governments in implementing child protection in Rokan Hilir Regency.

Research related to local government capacity has also been carried out, including by Widyahantari Rani and Rudiarto (2018) with the title Bandung City Government Capacity in Provision of Thematic Parks to Create Livable Cities. From the results of the study it was found that human and financial resource capacity is needed in the provision of thematic parks in order to create livable cities (Widyahantari & Rudiarto, 2018). Then research by Afghani, et al (2022) with the title Local Government Capacity in Designating Non-Smoking Areas in Sukabumi City. The research was conducted using a multidimensional perspective on policy and governance capacity, namely, individual analysis capacity, organizational analysis capacity, system analysis capacity, individual operational capacity, organizational operational capacity and system operational capacity. The results of this study indicate that the capacity of local governments in establishing KTR policies is already qualified (Afghani et al., 2022).

#### 3. Research Methods

This research uses a qualitative research design with the main objective of being descriptive and revealing (to describe and explore), namely to clearly describe the capacity of the Regional Government in the Implementation of Child Protection and to reveal the dimensions of capacity needed in implementing child protection. According to Creswell Qualitative research is defined as a process of inquiry or are methods to explore and to understand the meaning of social problems or humanitarian problems, based on creating a complete holistic picture formed by words, reporting detailed views of informants, and arranged in a natural setting (Cresweel, 2016).

The unit of analysis in this study is the regional apparatus organization in charge of all actors and those who are involved and know about the implementation of child protection in Rokan Hilir Regency. Determination of informants in this study using a purposive sampling technique. The specified informants were taken with the consideration that the informants were directly involved and knew about the focus of the research so that the informants taken were truly relevant, competent and representative in providing the required information or data. The informants included the Head of the Family Planning Population Control Service for Women's Empowerment and Child Protection, the Head of the Social Service, the Head of the Women and Children Protection Unit for the Rokan Hilir Police, Child Observers and Families of Victims of Violence Against Children.

Data collection techniques used interviews, observation, documentation, and used Focus Group Discussion (FGD) techniques. Data analysis was carried out using an interactive model consisting of: (1) data reduction (2) data presentation; And (3) drawing conclusions / verification (Miles & Huberman, 2012). Meanwhile, to test the validity of the researcher's data using triangulation techniques.

#### 4. Result and Discussion

In the context of implementing child protection, the local government has a role to ensure that the protection and rights of children are fulfilled so that they can live, grow, develop and participate optimally. Role is an attribute as a result of status, and the behavior expected by other members of society towards the holder of status, in short, role is just an aspect of status. (Duverger, 2010). Role is a dynamic aspect of position. If a person exercises his rights and obligations according to his position, he is carrying out a role (Soekanto & Sulistyowati, 2015). Based on Article 4 of Regional Regulation Number 10 of 2019 states that the Regional Government is obliged and responsible for respecting, fulfilling the human rights of every child, implementing child protection, providing support for facilities, infrastructure, availability of resources and supervising the implementation of child protection (Peraturan Daerah Kabupaten Rokan Hilir Nomor 10 Tahun 2019 Tentang Penyelenggaraan Perlindungan Anak, 2019).

The role of the regional government in implementing child protection which includes the scope of prevention, risk reduction and handling requires the capacity of the local government, especially for the leading sector, namely the Office of Population Control, Family Planning, Empowerment of Women and Child Protection of Rokan Hilir Regency (hereinafter abbreviated as Service of P2KBP3A). To be able to contribute in carrying out its role, the organization must be able to adapt itself in responding to the environment. Therefore, identifying what capacity is needed and the extent to which sustainability is carried out is critical to the success of implementing child protection.

Capacity is defined as the ability of individuals and organizations to work effectively, efficiently and sustainably (Horton et al., n.d.). Organizational capacity characteristics consist of: 1) Technical capacity, including: human resources, infrastructure, technology and financing. 2) Managerial capacity, including: effective leadership, programs and management systems. 3. Institutional capacity, including: networking, involvement of other parties, political characteristics and market demand (Irawan, 2016). Mutiarin said there are four approaches that can be taken in strengthening institutions in the public sector which are a follow-up or adaptation of Eade's theory (1997), namely individuals, organizations, networks and infrastructure. (Mutiarin, 2014).

Based on the research that has been done, it can be explained the capacity of local governments in implementing child protection and revealing some of the capacities needed in implementing child protection, namely human resource capacity, financing capacity, organization and networks.

#### 1. Human Resources Capacity

The existence of human resources is an important factor in the implementation of child protection, humans are the thinkers and initiators of various programs and activities related to the implementation of child protection. The success of improving performance and winning the competition of an organization lies in human resources as the main actor. Human resources focus on the quality and quantity of qualified employees in terms of carrying out their main duties and functions.

Agreed with Haryanto, every organization must have competitive, qualified and competent human resources. The human resources in question are in the process of serving in public organizations in accordance with the wishes and needs of the community, so that they are always able to improve performance, benefit, integrity, and institutional professionalism. (Haryanto, 2014).

Research has found that limited human resources who handle cases of violence against children are an inhibiting factor in the implementation of child protection. There are still several vacant positions in the P2KBP3A Service of Rokan Hilir Regency, including the positions of Head of Development and Child Protection, Head of Women's Empowerment and

the positions of Head and personnel in the Technical Implementation Unit for the Protection of Women and Children have not yet been filled, thus affecting the activities of implementing child protection.

The existence of human resources in quality and quantity is highly expected in the implementation of child protection. Based on workload analysis, it is known that there is still a shortage of at least 15 (fifteen) employees to fill structural and functional positions with special duties in implementing child protection. This study also found that efforts to provide child protection, including handling child cases, had not been supported by professional assistants, this was due to the absence of psychiatrists in Rokan Hilir District. So far, if there is a case against a child and if a psychiatrist is needed, the P2KBP3A Office of Rokan Hilir Regency will write to the Office of Women's Empowerment, Child Protection, Population Control and Family Planning, Riau Province to facilitate the loan of a psychiatrist.

# 2. Financial Capacity

Finance is an important factor in supporting the implementation of programs and activities in the field of child protection. based on research conducted, the inadequate availability of financing in downstream Rokan Regency has hampered various activities. In 2020 the total budget for the P2KBP3A Service is Rp. 14,548,686,577, - and only Rp. 1,030,564,500, - or around 7.1 percent of the total budget used for activities related to handling cases of violence against children. Whereas in 2021 the P2KBP3A Office budget is Rp. 13,308,873,167, - and only Rp. 257,787,055, - or around 1.9 percent of the total budget used for activities related to handling cases of violence against children. Based on these data, it is known that there has been a decrease in financial support for handling cases of violence against children.

This lack of financial resource support greatly affects the successful implementation of activity programs related to child protection. One of them relates to the dissemination of regional regulations regarding the implementation of child protection which has not been implemented optimally or comprehensively so that many people are found who do not know about children's rights and obligations towards children. In addition, various activities for prevention, risk reduction, management, guidance, supervision and control related to the implementation of child protection are also hampered in their implementation.

This study also found that financial or financing limitations caused the facilities and infrastructure needed in the implementation of child protection to not be realized. So far, Rokan Hilir Regency does not have a permanent Safe House. Based on the data, it is known that the P2KBP3A Service in 2020 has budgeted a number of funds to rent buildings used as Safe Houses. However, due to budget constraints, the building lease process could not be continued in the following year. It is important for the local government to have a safe house because the safe house functions as a place of rehabilitation and also as a temporary shelter for victims of sexual violence who are unable to live in their own homes, because the perpetrator is the closest family/relative of the victim who lives in one house. To reduce trauma and for the process of physical and psychological rehabilitation, the victim is placed in a safe house.

Financial capacity is the key to success in implementing child protection in Rokan Hilir Regency. Various efforts and activities required in the implementation of child protection require adequate financial capabilities.

#### 3. Network Capacity

Public sector organizations such as local governments, in this case carried out by the P2KBP3A Service, must be organizations that see the importance of building a network with stakeholders in the implementation of child protection. Based on research, the implementation of child protection requires a network dimension. Networks are needed

because the implementation of child protection requires the involvement and support of many parties.

Basically, the existence of an effective network will facilitate the management of activities, the search for solutions and the resources needed in the implementation of child protection in Rokan Hilir Regency. A good working network will help each other to cover the shortage of existing resources. In carrying out Child Protection, Regional Governments can coordinate and cooperate with the Central Government, Provincial Governments, Other Regional Governments, TNI, POLRI, Vertical Institutions, Non-Governmental Agencies and Community Units. The capacity of the network in implementing child protection includes advocacy, referral, return, social reintegration and the development of child protection service mechanisms. furthermore, forming a network in prevention efforts and coordinating, integrating, synchronizing violence prevention based on a partnership pattern. Prevention is carried out by the Regional Government, NGOs/community organizations, parents and families according to their duties, functions and responsibilities.

The network in implementing child protection has so far been manifested in the form of a Memorandum of Understanding (MOU) with related agencies, including the Office of Population and Civil Registration, the Office of Health and the Office of Education. However, in its implementation, coordination between related parties has not run optimally. The network is still limited to emphasizing the parties involved but not followed by real action, the lack of meetings between agencies to discuss efforts to fulfill children's rights and handling cases against children hinders various efforts. The not yet optimal working network is also reflected in the lack of focus on each agency's budget in administering children, the incompleteness and differences in data between agencies.

#### 4. Organizational Capacity

Organizational capacity means the ability of the organization to carry out organizational activities. organizational capacity is related to important elements such as managerial structure, effective leadership, skills, knowledge and adequacy of staff, communication, and funding. As a leading sector, the P2KBP3A Service has an important role in fulfilling the scope of child protection. The P2KBP3A Office of Rokan Hilir Regency requires organizational capacity to support child protection activities. leadership as an organizational driver needs to ensure that the activities carried out are as effective as possible capable of carrying out child protection which includes all activities to guarantee and protect children and their rights so that they can live, be healthy, grow, be smart, develop and participate optimally in accordance with human dignity and receive protection from violence and discrimination.

The P2KBP3A Service was formed in early 2017 based on Rokan Hilir Regent Regulation Number 53 of 2016 concerning Position, Organizational Structure, Duties, Functions and Work Procedures of the Family Planning Population Control Office for Women Empowerment and Child Protection in Rokan Hilir Regency. Based on the Regent's Regulation, it is known that the type of P2KBP3A Service is type A, which consists of 1 (one) Secretariat and 4 (four) fields, namely the Population Control Sector, Counseling and Mobilization, the Family Planning Resilience and Family Welfare Sector, the Women Empowerment Sector and the Growth Sector. Flowers and Child Protection. Based on the research, there are still several vacant positions, including the Head of the Development and Child Protection Division, the positions of the Head and personnel in the Technical Implementation Unit for the Protection of Women and Children have not yet been filled, of course, managerial structure will affect the organization's ability to carry out the task of implementing child protection.

Based on the findings of previous research, financial or funding capacity is needed, where inadequate funding affects several child protection activities, this must be addressed by

the ability of leaders to fight for and determine priority scales and carry out actions that enable the organization to carry out its duties and functions efficiently, good.

The success of the organization in carrying out its duties and functions is also determined by the skills, knowledge and adequacy of the staff. Research has found that there are no skilled and professional assistants from psychiatrists and the discipline of employees in carrying out work also determines the ability of the organization in implementing child protection. So far, maximum assistance to victims has not been carried out due to limited funding, limited human resources, lack of knowledge and commitment of implementers to their duties and functions.

In addition to improving performance and existing functions and tasks, good communication is also needed within an organization. Organizational capability in practice is also determined by how the communication is established. Communication has the essence of ensuring the running of government functions in the interest of society, especially in the implementation of child protection. communication guarantees the implementation of child protection which includes prevention, risk reduction and treatment.

#### 5. Conclusion

Children are God's gifts and gifts that have an important position in a nation and state. The success of development in the future will be determined by the extent to which children's rights are fulfilled. Therefore, every child has the right to survive, grow and develop, participate and is entitled to protection from acts of violence, mistreatment, neglect and exploitation. The implementation of child protection is all activities to ensure and protect children and their rights so that they can live, be healthy, grow, be intelligent, develop and participate optimally in accordance with human dignity and be protected from violence and discrimination.

The scope of child protection which includes prevention, risk reduction and treatment requires the active involvement of the local government. The involvement of the local government cannot be separated from the capacity it has, the various obstacles encountered in implementing child protection are due to the lack of capacity in implementing child protection.

Based on the research results, local government capacity is needed, especially for the leading sector of the Population Control Office for Family Planning for Women's Empowerment and Child Protection in Rokan Hilir Regency (P2KBP3A Service) in implementing child protection as seen from the capacity of human resources, financial capacity, organizational capacity, and network capacity. work. Research has found that the capacity that is owned has not been optimal, causing the implementation of child protection in Rokan Hilir Regency to have not run optimally. This is based on a number of things, namely: 1) limited human resources in terms of quantity and quality, 2) limited budgets in managing programs and activities, 3) Networks that are not followed by real action and coordination, and 4) organizational capacity not yet supported by the existence of human resources (adequacy of employees, discipline, and the availability of professional assistants).

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