

Rhetorical and Institutional Commitment of Local Government in the Policy Implementation of Child Friendly City in Kupang City, Indonesia

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INTRODUCTION

Child as a creature from God has numerous attributes. Naturally, child is human being that possesses dignity and rights that must be respected and protected by everyone including parents, society and government. Politically, child is a political generation, and a successor of aspiration of nation and state. Economically, child is an economic investment that can increase economic welfare of family, society, nation and state in the future. Sociologically, child is human being that needs many opportunities to grow better both physically and mentally, and needs more protection and nurturing from parents, society and state.

Although all attributes that adhere to child are very important, child often experiences threats, rough treatments and discrimination not only from family, but also from society, nation and state. It is recognized that violence and discrimination towards child is not only a humanity problem but also a public problem because this phenomena has disturbed society and government around the world. Therefore, governments from all countries agree to formulate public program to protect child from every violence and discrimination.

Child protection as a humanity issue has been agreed by international forum in Convention on the Rights of Child that contain recognition of civil, political, economic, social and cultural rights of child. In Indonesia, the

government has established regulation regarding child rights in Amendment of 1945 Constitution, clause 28B and paragraph 2, which mentions that "every child has rights of survival, growing and protection from violence and discrimination." Following up of this clause, Indonesian government established the Act Number 35 in 2014 about protection of child. All regulations above are intended to protect child from violence and various kinds of violations of child rights.

At lower level of Indonesian government, in 2005, the Ministry of Women's Empowerment and Child Protection introduced the Policy of Child Friendly Regency/City. This policy then was regulated in the Ministry Rule of Ministry of Women's Empowerment and Child Protection Number 2 in 2009 concerning Child Friendly Regency/City and then was revised to the Ministry Rule of Ministry of Women's Empowerment and Child Protection Number 11 in 2011 concerning the Policy of Child Friendly Regency/City's Development. In 2007, the Ministry of Women's Empowerment and Child Protection appointed Kupang City as one of pilot projects of the policy, besides other 15 Regencies/Cities in Indonesia. Local government of Kupang City then started to implement the policy to achieve its goals and targets.

Implementation of the policy of Child Friendly City since 2007 might have minimized cases of child violence and discrimination in Kupang City.

However, in fact, cases of child violence and discrimination in this city is still high. In 2016, the Office of Women's Empowerment and Child Protection of Kupang City reported that there were 177 cases of physical violence on boys, 88 cases of violence on girls, 5 cases of psychic violence on boys, 132 cases of sexual assault on girls, and 3 cases of child negligence. Then, the Social Office of Kupang City reported that since January to July 2019, there were 140 cases of child violence in Kupang City, consisting of 81 cases of sexual assault, 40 cases of ill treatment, 8 cases of attacking, 6 cases of theft, 2 cases of domestic violence, 2 cases of negligence, and one case of trafficking. The Chief Secretary of Commission IV of Legislative Assembly of Kupang City, then affirmed that in reality, there were many children in Kupang City suffering from immoral actions, physical and verbal violence, and in several crossroads in Kupang City, there were many children working as newsagents and neglected education. High cases of child violence in Kupang City indicates that policy implementation of Child Friendly City has not been effective yet. There are of course many causes of this phenomena, for example, poverty, low understanding of parents and society regarding child rights and so on, but political commitment of local government, especially rhetorical and institutional commitment in speeding up the fulfillment and protection of child rights might be the most important causes. This research aims to describe rhetorical and institutional commitment of local government in the policy implementation of Child Friendly City in Kupang City.

POLITICAL COMMITMENT

According to Brinkerhoff (2000; 1996) commitment is the readiness and intention of actors to undertake actions to achieve a number of goals, and to defend those actions in long time.

Based on the idea of Brinkerhoff (2000), commitment has two main elements that are action and purpose. Then, Brinkerhoff (2000) proposes a framework of commitment consisting of five main features that can be applied in policy implementation including :

1. Initiative locus for effort to implement policy;
2. Degree of analytic explicitness applied to understand contexts and causes of implementation failure;
3. Constituency mobilization from stakeholders to support policy implementation;
4. Application of credible sanction to support implementation goals;
5. Sustainability of efforts in policy implementation.

Robert Denny (2011) defines political commitment as a situation where an actor who intends to achieve certain goal and who possesses capacity to achieve the goal will be ready to provide its assets to take risk over time and in facing the increasing costs to be able to achieve the goal. A number of strategies are also applied by those actors in their commitment to achieve a goal, including binding themselves with certain goal to prevent weaknesses of readiness in order that interests of a person is adapted with understanding the outcome, or to convince other about intention of a person to achieve goal in order to stimulate cooperative behavior and finally a commitment actor tends to treat lost costs, and enable them to influence their decision in the future. In short, political commitment consists of eight points that are intention, capacity to achieve goal, readiness to mobilize resources of a person in risk situation, or place assets in risk situation, be strong over time and in facing the increasing costs, binding themselves as strategy to achieve commitment, reputation as a way to convince other honestly about their intentions that are also strategy to achieve commitment

and a style of thinking as a way where commitment can be defended.

A number of political commitment literatures describe how to measure political commitment. Shiffman (2007) and Fox et al. (2011) in their study about health issues propose that political commitment can be measured through three dimensions that are expressed commitment (that is verbal statement to support an issue by high level and influential political leaders); institutional commitment (that is specific policies and organizational infrastructure supporting an issue); and budget commitment (that is allocation of resources to support specific issues relative to applied specific standard). Policies and programs are considered as tangible commitments but they are separated from statements of intention from a leader. Expressed commitment itself without support from policies and budget allocation is considered as rhetorical commitment, while policy and budget allocation are tangible commitments from government and are difficult to be disregarded with larger time and investment (Fox, et al. 2011).

Baker, et al. (2018) define political commitment as intentions and actions that are endured in long time by society actors to achieve goal that is to minimize and eliminate tangible malnutrition and its causes. More simply according to Baker, et al. (2018), political commitment is a desire to act and defend actions until work has been completed. According to Baker, et al. (2018), from this perspective, achievement of political commitment is more than creating attention to malnutrition or to put it into government agenda. This includes mobilization system and political institution, policy adoption, resource allocation and coordinaton as long as needed to ensure successfulnes (Heaver R., 2005; Gillespie S, Haddad L, Mannar V, et al., 2013; te Lintelo DJH,

Lakshman RWD., 2015; Shiffman J, Smith S., 2007; Pelletier DL, Frongillo EA, Gervais S, et al., 2012).

Baker, et al. (2018) then identify five forms of political commitment that are derived from lietrature of nutrition political economy. Commitment development, non-linear and dinamic process happen through undesired actions from network of nutrition actor that is individual or organization operated in a yurisdiction with same interest in skimming malnutrition and acting collectively to do this thing. Such networks are effective if they can create and defend rhetorical commitment, institutional commitment, operational commitment, embedded commitment and finally extended system. The forms of political commitment are presented in table 1.

Table 1. Forms of political commitment

<u>Forms</u>	<u>Description</u>
Rhetorical commitment	Statements made by government including excecutive and legislative body, and those who are outside the government such as donors and leaders of non governmental organizations who are recognizing the existing and serious public problems, and actions are needed or will be needed. Rhetorical commitment can be a simbolic step especially if political cost to not undertake action is low. Such commitment can reach government decision agenda and is converted to instructions for government or society <u>action.</u>
Institutional commitment	Conversion of point 1 into substantive policy infrastructure including institutions that are responsible to coordinate <u>actions, adoption of</u>

legislation, and policy instrument related to policy and commitment of middle level bureaucrats that are responsible to coordinate actions. Institutions and policies that have their decreasing power, limited resources and impact can result in that problem will receive low priority.

Operational commitment Conversion of point 1 and 2 into basic actions, including allocation of human resources, financial and technique, and effective coordination with all actors a long implementation line from national to subnational and commitment of field manager and team implementers. Limited operational commitment can result in implementation failure and therefore can decrease commitment and low priority on public problem.

Embedded commitment If commitment to handle issues is indirectly related to problem (such as economic development, social protection, initiative to reduce problem) with less care will achieve positive result. This will create opportunities for actors to make sensitive or position problem in larger or related policy agenda, and catalyze process and form of commitment development.

Extended system of commitment Achievement of point 1, 2, 3 and 4 involves all actors in problem system including community, family and individual citizen. If achieved,

extended system of commitment can strengthen institutional feedback and support long time policy and program respons. To be effective, efforts must be supported and remeasured to perceive opposition and claim, change condition and threat of implementation.

Source : Baker, et al. (2018)

RESULT AND DISCUSSION

1.1. Rhetorical Commitment

Rhetorical commitment of local government in policy implementation of Child Friendly City in Kupang City in this research are statements made by local government including executive and legislative body, and or those who are outside the local government including donors and leaders of non governmental organizations who concern about policy implemenation of Child Friendly City. Rhetorical commitments include verbal and written statements, regulations, decisions and instructions made by local government to implement the policy.

One of the rhetorical commitments made by local government in implementing the policy of Child Friendly City in Kupang City is statement made by Chief Secretary of Commission IV of Legislative Assembly of Kupang City, and Vice Wayor of Kupang City. Statement of the Chief Secretary of Commission IV of Legislative Assembly of Kupang City was delivered when hosting a visit from Commission III of Legislative Assembly of Mojokerto City, East Java Province on 09 May 2019. The statement was that since 2012, local government and Legislative Assembly of Kupang City had conducted several policies and programs related to policy implementation of Child Friendly City including : (1) regional rule (called

Peraturan Daerah) about child workers and street kids; (2) program of child friendly health service at Society Health Center (*Puskesmas*); (3) program of child friendly school; and (4) program of child friendly village. While statement of Vice Mayor of Kupang City was delivered in the celebration of Child National Day 2020, saying that “Children in Kupang City must be happy, healthy and smart, and this celebration day was a momentum to improve attention of all parties including parents, family, society, private sectors, mass media and government itself and its apparatus to fulfilling and protecting child optimally.”

Another rhetorical commitments made by local government in implementing the policy of Child Friendly City in Kupang City is mission statement of local government. The mission statement is to develop healthy, smart, good character, professional and competitive human resources. One of the objectives of the mission is to realize gender equality, and protection of child in family, society and state, while its targets are improvement of the role, position, life quality of woman and child in family, society and state. Then, the mission was written in Middle-term Development Plan of local government of Kupang City, in that local government seeks to realize and improve life quality and to fulfill child rights through legal framework, policy, program and other intervention in regional development.

Rhetorical commitment of local government in policy implementation of Child Friendly City in Kupang City is also stated into regional rule, mayor rule, and mayor decision. Rules related to the policy of Child Friendly City in Kupang City are : (1) regional rule (called *Peraturan Daerah*) Number 8 in 2013 about controlling and empowerment of child workers and

street kids; (2) regional rule Number 13 in 2016 about Formation and Construction of Regional Apparatus, and the Mayor rule (called *Peraturan Walikota*) Number 40 in 2016 about Position, Organizational Work and Structure of Offices including the Office of Womens Empowerment and Child Protection of Kupang City; (3) regional rule Number 9 in 2016 about Free Birth Certificate; (4) Mayor rule Number in 2017 about Standard Operating Procedure of Card Identity Service, Family Card Service and Civilian Note Certificate; (5) Mayor decision (called *Keputusan Walikota*) Number 25A/KEP/HK/2013 about the Formation of Task Group of Child Friendly City Development of Kupang City; (6) Mayor decision Number 133/KEP/HK/2012 about the Board of Child Forum of Kupang City; and (7) Mayor decision Number 154A/KEP/HK/2013 about the Change of Attachment of Mayor Decision Number 25A/KEP/HK/2013 about Formation of Task Group of Child Friendly City Development of Kupang City.

1.2. Institutional Commitment

Institutional commitment of local government in policy implementation of Child Friendly City in Kupang City in this study is policy infrastructure including institutions and commitment of middle level bureaucrat that are responsible to coordinate actions, adoption of legislation, and policy instrument related to the policy of Child Friendly City. The first institution is the Office of Womens Empowerment and Child Protection of Kupang City. The main task of this institution is to undertake local governmental affairs in women's empowerment and child protection. The second institution is Task Group of Child Friendly City Development. This institution is chaired by the Office of Regional Planning of Kupang City, while its

secretary is the head of Office of Womens Empowerment and Child Protection of Kupang City, and its members are the head of Education Office of Kupang City, the head of Health Office of Kupang City, the head of Social Office of Kupang City, and the head of Public Work Office of Kupang City. This task group is responsible to realize, motivate and improve gender equality, women's empowerment and child protection, implementation of Child Friendly City, action plan of child friendly city, fulfillment of child rights, synergy to fulfill child rights, and the handling of violence towards child.

The third institution is Child Forum of Kupang City. This forum is a kind of organization which its members and management consisted of children themselves. It is generally based on talent, interest, competency and skill development, and the use of spare time to develop child potency. It is built directly by local government and is intended to highten child capacity in leadership, nationalism, state defence, regulation on child protection, child right conference and other dominant topic (Raharjo, 2009). Child Forum of Kupang City was established in 2005. Vice Mayor of Kupang City reaffirmed the forum on 26 March 2017 and opened training of the forum that its participants consisted of all officials of Kupang City, and delegation of all schools in Kupang City. In celebration of Child National Day 2020, Vice Mayor of Kupang City reaffirmed the forum for the period of 2020/2021. Its purpose was to provide place for children to participate in development process, and to provide opportunity for them to deliver their aspiration, interest and needs through related techinal agencies.

The fourth institution is Forum of Integrated and Society Based Child Protection at Village Level. Among 51 villages in Kupang City, only two that are Bakunase Village and Nunhilla

Village possess the forum. This institution is a pilot project within cooperation of the Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia and the Office of Women's Empowerment and Child Protection of Kupang City. It has role to conduct socialization, education and advocation related to programs of child protection and the fulfillment of child rights at village level (Hendry Izaac, 2018).

CONCLUSION

Rhetorical and institutional commitment of local government of Kupang City in the policy implementation of Child Friendly City was strong/high. In terms of rhetorical commitment, the local government has made verbal and written statements, regulations, rules and decisions that regulate, support and affirm the policy implementation of Child Friendly City in Kupang City. In terms of institutional commitment, the local government has established several institutions that are responsible to coordinate the policy implementation. Although the local government of Kupang City has initiated rhetorical and institutional commitment to curb and decrease the number of child workers and street kids, there are still many cases of child violence in this region, and most cases occured in family reaching 93 per cent (*Save The Children*, 2016) and that criminal cases in the East Nusa Tenggara province is still dominated by child violence, notably sexual assault reaching 1,000 cases (the report of the District Office of the Ministry of Law and Human Rights of East Nusa Tenggara Province, 2020). Local government of Kupang City should increase its rhetorical and institutional commitment and organizational capacity in order to be more successful in the policy implementation of Child Friendly City in Kupang City. If so, the fulfillment of

child rights, and protection of child from violence and discrimination in family, society and in public service can be reached in the future. Further study can be done by using both qualitative and quantitative approaches to obtain scientific finding that will be used to improve political commitment, organizational capacity and the success of policy implementation of Child Friendly City in Kupang City.

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