OPERATIONAL COMMITMENT OF LOCAL GOVERNMENT IN IMPLEMENTING CHILD FRIENDLY CITY POLICY IN KUPANG CITY, INDONESIA

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ABTRACT
This study described operational commintment of local government in implementing Child Friendly City policy in Kupang City, Indonesia. It used non-participant observation and document review to collect data, and analized the collected data qualitavely. The finding shows that Kupang City local government has strong operational commitment in implementing Child Friendly City policy, indicated by its ability to not only allocate competent and professional staff, and financial resources but also undertake operational programs and activities to support the policy implementation. Despite the fact that Kupang City local government should manage more effectively its operational commitment and capacity in the future to be more successful in attaining the policy objectives, notably to decrease cases of child violence and discrimination in this region.
Keywords: *(a) operational commitment,(b) policy implementation, (c) child friendly city.*

1. INTRODUCTION

Children have numerous attributes. Naturally, children are human being that possesses dignity and rights that must be respected and protected by everyone including parents, society and government. Sociologically, they are human being that needs many opportunities to grow better both physically and mentally, and needs more protection and nurturing from parents, society and state (Izaac, 2018; Kase, 2023). Children are our future, and we must ensure that this future is a bright one for every child. All children have rights, but only few children enjoy the same opportunities. Inequalities for them always continue to be drastic, particularly in cities (Unicef, 2018). In a similar sense, it is recognized that children often experience threats, rough treatments and discrimination not only from family, but also from society, nation and state. In fact, violence and discrimination towards children are not only a humanity problem but also a public problem because this phenomena has disturbed society and government around the world (Izaac, 2018; Kase, 2023). Therefore, governments from all countries agree to formulate public program to protect child from every violence and discrimination.

Children protection as an important humanity issue has been agreed by international forum in Convention on the Rights of Child containing recognition of civil, political, economic, social and

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cutural rights of child. In Indonesia, the government established regulation regarding child rights in Amandment 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. Regulations above are intended to protect child from violence and various kinds of violations of child rights.

At the local 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 a pilot project 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.

Since 2007, child friendly city policy has been implemented and 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. 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 the implementation of Child Friendly City policy was not effective yet. An important factor that is assumed to determine the implementation success of the Child Friendly City policy in Kupang City is political commitment, especially operational commitment of local government to rapidly protect and fulfil the child rights.

This study described operational commitment of local government in implementing Child Friendly City policy in Kupang City, Indonesia. The findings are expected to contribute usefully in knowledge spread and practice on the field of operational commitment of local government in the implementation of child firendly city policy.

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 efforst to implement policy;
2) Degree of analytic explicitness applied to understand contexts and causes of implementaion 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 intents to achieve certain goal and who possesses capacity to avhieve 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 commitmen

Forms	Description
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 action.
Institutional commitment	Conversion of point 1 into substantive policy infrastructure including institutions that are responsible to coordinate actions, adoption of 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)

2. RESEARCH METHODS

This study used qualitative approach to describe operational commitment of local government in implementing Child Friendly City policy in Kupang City, Indonesia. It applied data collection techniques such as: (1) non-participant observation in which the researcher undertook observation without involving directly to study groups. This observation technique was appropriate to gain indirect experience, and to understand complex situations of research object; and (2) formal documents including thesis, scientific magazines, journal, mass media, and formal report about performance accountability of Kupang City local government. Moreover, it analized qualitatively the collected data through steps: (1) reading the data to identify its content; (2) making code to identify the emerging ideas; (3) classifying the data according to the emerging ideas; (4) reducing the data; and (5) interpreting the data to present the meaning of the data. Relevan concepts and theories are also used to direct data collection process, data analysis and interpretation. The study result is explained as follow.

3. RESEARCH RESULTS & DISCUSSION

Operational Commitment

Operational commitment of local government in implementing Child Friendly City policy in this study are not only policy actions including the allocation of human resources, financial, and coordination with field implementers but also operational programs and activities. The kinds of operational commitment are explained as follows. Firstly, commitment to allocate human resources. This commitment exists in every implementing institution such as the Office of Womens Empowerment and Child Protection of Kupang City, Task Group of Child Friendly City Development, Child Forum of Kupang City and Forum of Integrated and

Society Based Child Protection at Village Level. These instituions are equiped with structures, role and job descriptions. Every structure is occupied by competent and professional manager and staff. Role, job and function adhered on every structure are work load and responsibility that must be carried out by every manager and staff.

Secondly, commitment to allocate operational budget. In general, the amount of budget allocation depends on the kind, urgency and need of desired programs. For example, budget allocation for the Office of Women's Empowerment and Child Protection of Kupang City in

2016 was Rp. 833,780,700, then increased in 2017 amounted to Rp. 1,900,000,000, and more increasing in 2018 amounted to Rp. 2,056,400,000. Although, budget allocation for the policy implementation continuously increases every year, not all kinds and needs of programs and activities can be fulfilled (Hendry Izaac, 2018).

Thirdly, commitment to undertake operational programs and activities. From 2016 to 2018, local government through the Office of Women's Empowerment and Child Protection of Kupang City, Education Office of Kupang City, Health Office of Kupang City, and Social Office of Kupang City have conducted a number of operational programs and activities to implement the policy. In gender and child development, the Office of Women's Empowerment and Child

Protection of Kupang City conducted activities: (1) quality life improvement for woman and child through gender socialization, woman empowerment, child protection, street kids and child workers' prevention; and workshop regarding child friendly city, and child role in development; (2) the strengthening of gender and child institution through capacity and network improvement, child friendly school, and the development of gender and child information system; and (3) dissemination of information regarding gender and child protection through mass media and data profile book. In health service for woman and child, the Health Office of Kupang City conducted activities: (1) vaccination service for children under five; (2) aid health service for expectant mother who were giving birth from incapable family; and (3) development of collaboration with non governmental organization to support child friendly health service at Society Health Center (Puskesmas). In social service for child, the Social Office of Kupang City did activities: (1) the handling of street kids and child workers facing criminal problems; (2) training skill and work practice for children; (3) social aids' delivery to 16 institutions of child social welfare amounted to Rp 20,000,000 per each institution; and (4) child savings. In education service for child, the Education Office of Kupang City undertaken activities: (1) Early Childhood Education including child national day celebration, operational cost delivery to Early Childhood Education, empowerment of teachers of Early Childhood Education, and publication of Early Childhood Education; and (2) improvment of interest, talent, and creativity of elementary and secondary students, and scholarship delivery to student with high academic performance (Hendry Izaac, 2018).

Fourthly, commitment to form local implementers such as child friendly village, child friendly school, and child friendly health service. Child friendly village is a village that united its commitment and all resources of government, society and private sector at village level continuously to fulfill child rights, to protect child from violence, exploitation, sexual assault and discrimination; and to listen to child aspiration. Related to child friendly school, in the beginning of 2017, Mayor of Kupang City established one school that was State Elementary School of Number 1 Naikoten as a child friendly school in Kupang City. In 2019, Mayor of Kupang City added seven child friendly schools in Kupang City including State Elementary School of Number 3 Kuanino, Christian Elementary School of Oebufu, Christian Elementary School of Number 1 Kuanino, State Secondary School of Number 4 Kupang, State Secondary School of Number 5 Kupang, State Secondary School of Number 8 Kupang, and NCIPS Secondary School of Kupang. Through the program of child friendly school, school can be a place where education service to students are more friendly, tolerant, clean, safe, attractive, civilized, comfortable, respectful toward child rights and protective toward children. Finally,

in 2015, Mayor of Kupang City established the Society Health Center (Puskesmas) Pasir Panjang as a child friendly Puskesmas. Since that, this Puskesmas has started to make efforts to provide friendly health service to children through friendly health staff, various toys and attractive room decoration for children. On 21 December 2018, the Puskesmas built network and

support from society and private sector to strengthen and improve friendly health service performance for children.

Fifthly, commitment to form Child Forum of Kupang City for period of 2020-2021, virtual workshop for the forum and social aids' delivery to orphanages in Kupang City. The formation of child forum is an effort of local government to provide opportunity for children in Kupang City to participate in the development process, and to deliver their aspiration and needs to government. In the celebration of Child National Day conducted on 18 June 2020, Vice Mayor of Kupang City delivered simbolicly Birth Certificate and Card Identity to street kids and child scavenger, and social aids to children at Catholic Orphanage Sonaf Manekat, Al-Hikmah Orphanage, and Kasih Agape Orphanage.

Finally, commitment to do training program. The first training is case management training which was done on 28 May 2018 and was joined by 30 participants consisted of social assistance of Hope Family Program, supervisor and coordinator of each regions. This training focused on subjects: (1) child protection and nurturing, ethical practice, and process management (including scope, assessment, intervention plan, intervention, monitoring and evalaution, and termination); (2) case discussion and application technique, family conference, reference system to professional social workers; and (3) the use of case management instruments such as genogram, body map and role play. The second training is capacity strengthening to teachers from Early Childhood Education. This training was undertaken on 22

October 2020 and was joined by 22 teachers from Early Childhood Education in Kupang City. It was intended to enhance the capacity, knowledge and skill of teachers from Early Childhood Education so that they could: (1) manage child problems in all aspects of service; (2) help the children to grow to be good generation; and (3) provide them with health protection programs. It also referred to the President Rule of the Republic of Indonesia Number 60 in 2013 about Holistic and Integrative Management of Early Childhood Education, emphasizing that every child must procure health service, nutrient, treatment, protection and education continuously since fetus to six years old with holistic and integrative system of service.

4. CONCLUSION

Operational commitment of Kupang City local government in implementing the Child Friendly City policy in this region was strong, indicated by strong commitment and capacity of Kupang city local government to not only allocate competent and professional staff, financial resources but also undertake operational programs and activities to support the policy implementation. Operational commitment of Kupang City local government in implementing the child friendly city policy is necessary and should be continuously initiated because it can contribute meaningfully to a decline in cases of child worker, street kid, child violence and discrimination in this region. If so, the policy objectives can be reached effectively in the future, notably the fulfillment of child rights, and protection of child from violence and discrimination in family, society and public service. Further study can be done by using both qualitative and

quantitative approaches to obtain scientific finding that will be used to improve operational commitment and capacity of Kupang City local government and the implementation successfulness of Chlid Friendly City policy in Kupang City, Indonesia.

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