



Implementation of the Child-Friendly City Policy through the Family Learning Center (Puspaga) Program in the City of Surabaya

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ABSTRACT

Children are often vulnerable to violence due to their limited knowledge and physical strength. The family, the environment, and the state must be responsible for the fulfillment of children's rights and child protection. The purpose of this study is to determine the suitability between the Family Learning Center (PUSPAGA) program and beneficiaries, the suitability between the PUSPAGA program and the implementing organization, and the suitability between beneficiaries and implementing organizations in an effort to implement the Child-Friendly City policy in the city of Surabaya through the PUSPAGA program. Through a descriptive qualitative method, this study provides an overview of the implementation of a program. This analysis is based on the indicators of the program implementation suitability model introduced by David C. Korten. The results of this study show that the PUSPAGA program has supported the implementation of the Child-Friendly City policy relatively well, but there are obstacles experienced due to the limitations of professional psychologists at PUSPAGA Balai RW (Rukun Warga) and the participation of the beneficiary community.

INTRODUCTION

Children are a blessing given by God in every family and are considered the assets of the heirs of a nation. Every family wants the presence of a child because children can provide a sense of happiness for parents after being tired of work. In the Regulation of the State Minister of Women's Empowerment and Child Protection Number 12 of 2022 concerning the Implementation of Child-Friendly Regencies/Cities, "a child is someone who is not yet 18 (eighteen) years old, including children who are still in the womb". Furthermore, the United Nations Children's Fund (UNICEF) in the Convention on the Rights of the Child: The version of the child, Article 1 states that "a child is any person under the age of 18, unless otherwise specified by the law of a country..." (UNICEF Indonesia, 2018).

Children's lack of experience and physical strength often makes them more vulnerable to violence. In adolescence a person's positive and negative character develops, this period is also a period of high emotional instability and low friendliness, which contributes to bullying and other verbal violence in children (Dian Lestari et al., 2020). Therefore, the safeguarding and realization of children's rights is the collective responsibility of the family, the community, and the government. As a concrete step to fulfill this commitment, Indonesia approved the World Fit For Children Declaration (WFC) in 2002 and established the National Program for Children (PNBAI) in 2015.

Indonesia's commitment to child welfare efforts is rather fulfilled in children's rights as reflected in the Regulation of the Minister of State for Women's Empowerment and Child Protection Number 12 of 2022 concerning the Implementation of Child-Friendly Regencies/Cities. To assess its implementation, the Ministry of Women's Empowerment and Child Protection (KemenPPPA) conducts an assessment and evaluation of the KLA every year by categorizing the Regencies/Cities that have implemented the KLA. The city of Surabaya managed to rank first at the national level in the main category of the KLA award for the 2017-2023 period, based on its ability to fulfill children's rights (CNN Indonesia, 2023).

KLA implementation activities are carried out by building and increasing family resilience, especially through the provision of nurturing, care, education, and child protection. The Surabaya City Government, through the Office of Women's Empowerment and Child Protection as well as Population Control and Family Planning (DP3APPKB), has formed a Family Learning Center (PUSPAGA) program up to the level of the RW Hall (Rukun Warga) as part of this strategy (DP3APPKB Surabaya City, 2023). PUSPAGA Surabaya City was officially formed through a Decree issued by the Mayor of Surabaya Number 188.45/144/436.1.2/2022 concerning the Surabaya City Family Learning Center Team (PUSPAGA) for preventive and promotive services.

The achievement of the City of Surabaya as the KLA with the highest score does not fully guarantee that the City of Surabaya has achieved the target of zero cases of violence against children. In January 2024, there were four reports of violent crimes against children in the city of Surabaya, namely sexual violence against children and cases of child abuse by family members (Widyana, 2024). Therefore, the researcher is interested in seeing the implementation of the KLA policy in the city of Surabaya through the PUSPAGA program.

Based on several previous studies in examination of the operationalization of the KLA policy, the researcher refers to relevant research, including: Implementation of the Child-Friendly City Policy in Makassar City at the Makassar City Women's Empowerment and Child Protection Office. This study focuses on the special protection cluster, with research results showing that the implementation of KLA in Makassar City is still not good due to socio-economic circumstances and program implementers who are still limited in understanding fundamental children's rights and the necessary protection (Nurhayati et al., 2018).

Furthermore, research on the Implementation of the Regulation of the Minister of Women's Empowerment and Child Protection Number 11 of 2011 concerning the Policy for the Development of Child-Friendly Regencies/Cities in the City of Surabaya, concluded that problems in the KLA policy can be identified and handled, so that the implementation of the KLA in the city of Surabaya runs smoothly (Pratiwi & Kriswibowo, 2022).

This study focuses on the implementation of KLA policies through the PUSPAGA program using the David C. Korten program implementation suitability model indicators which include the suitability between the PUSPAGA program and the beneficiary community, the suitability between the PUSPAGA program and DP3APPKB as the implementing organization, and the suitability between community conditions and DP3APPKB as the implementing organization of the PUSPAGA program.

LITERATURE REVIEW

Child-friendly regencies/Cities (KLA) are areas that have applied the principles of child protection across all domains of development in a planned and sustainable manner. An annual evaluation of the KLA policy's implementation is conducted by the Ministry of PPPA, assessing the congruence between the operationalized steps and the fulfillment of children's rights clusters and KLA indicators.

The main foundation in implementing a Child-Friendly City lies in strengthening and developing the family as the fundamental context for children's maturation and advancement. The implementation of this strategy is realized through the establishment of the Family Learning Center (PUSPAGA) which reaches up to the level of the RW Hall. PUSPAGA is a program that provides capacity building services for parents/caregivers in meeting the requirements of children's growth and development. This service is intended to improve the quality of child care and protection (PUSPAGA Surabaya City, 2023)

This research is based on two previous studies that discussed the implementation of KLA policies, but with different research focuses and locations. Nurhayati et al. (2018) conducted a research entitled *Implementation of Child-Friendly City Policies in Makassar City at the Makassar City Women's Empowerment and Child Protection Office*, focusing on special protection clusters. This study applies a qualitative method of case studies, through interviews with relevant stakeholders, field observations, and document analysis as data collection instruments. This research demonstrates that the implementation of KLA in Makassar City is considered quite good. However, the indicators of the policy environment are still not optimal because the socio-economic situation is not effective, resulting in many children becoming victims of violence and not getting enough attention from the government. In addition, the ability of program implementers to implement KLA policies in Makassar City still needs to be improved.

Furthermore, Pratiwi and Kriswibowo's (2022) research entitled *Implementation of the Regulation of the Minister of Women's Empowerment and Child Protection Number 11 of 2011 concerning Child-Friendly Regency/City Development Policies in Surabaya*, with the aim of looking at the evaluation of the implementation of KLA in the city of Surabaya. This research is motivated by the child labor crisis in Indonesia, and KLA is a governmental initiative designed to address this issue. This research employed a qualitative descriptive methodology, using data sources from interviews, observations, and documentation. The outcomes of this research show that the characteristics of KLA problems in Surabaya have been well understood and overcome. The policy characteristics of the KLA are also considered good, and the policy environment supports effective implementation.

Previous research only examined the implementation of KLA policies in special protection clusters in Makassar City, and the implementation of KLA policies in general in Surabaya City. The novelty of this study is that the researcher focuses on the implementation of KLA policies through the PUSPAGA program in the city of Surabaya. The researcher uses the program implementation suitability model from David C. Korten to understand and analyze the KLA policy implementation process through the PUSPAGA program. This model emphasizes the compatibility between three important elements: 1) compatibility between the program and the beneficiary, i.e. the program must meet the needs and realities of the target community. 2) the suitability between the program and the implementing organization, namely the competence of the implementing organization's resources must be adequate to carry out the program. 3) the suitability between the beneficiaries and the implementing organization, i.e. the policy recipient community must participate in the program with the implementing organization (Akib & Antonius, 2008).

METHODOLOGY

This study adopts a descriptive qualitative approach, Denzin and Lincoln (1994) define qualitative research as research that focuses on social conditions in the natural environment by using various data collection techniques (Anggito & Setiawan, 2018).

The results of the study are described in a description that contains factual data from interviews, field observations, and documentation from informants DP3APPKB Surabaya City, PUSPAGA Surabaya City and PUSPAGA participants as supporting informants. The researcher then applies the following data analysis techniques Miles and Huberman (1992) through data collection, data reduction, data presentation, and drawing conclusions (Anggito & Setiawan, 2018).

The indicator used in this study is the model of suitability for the implementation of the David C. Korten program. According to Korten, the success of a program depends on the fulfillment of three elements of implementation: 1) suitability between the program and beneficiaries, 2) suitability between the program and the implementing organization, and 3) suitability between beneficiaries and implementing organizations (Akib & Antonius, 2008).

RESEARCH RESULTS AND DISCUSSION

Suitability Between PUSPAGA Programs and Beneficiaries

The Convention on the Rights of the Child affirms that the fundamental rights of children include the right to life, the right to grow, feel safe, and participate. The Surabaya City Government is dedicated to the mainstreaming of children's rights across all sectors of development, encompassing education, health, protection, participation, and the environment.

Efforts to develop the implementation of the Child-Friendly City policy must begin with education on the role of the family as a protector and person in charge of fulfilling children's rights. Families, especially parents, need to be educated in caring for and educating children in order to achieve good growth to produce a quality young generation (Husniyah, 2019).

The PUSPAGA program seeks to provide the right services and according to the needs of the community with the aim of realizing children's entitlements, such as the bride-to-be class to understand their roles as parents-to-be, education about children's rights and needs through parenting classes, as well as socialization and education about the family through various PUSPAGA Surabaya City social media.

With the easier access to information through social media, people are now more aware of the importance of understanding psychological conditions. Therefore, the PUSPAGA Surabaya City program develops counseling services related to child and family problems offline by visiting PUSPAGA Kota and PUSPAGA Balai RW and online through the Women and Children Protection Information System (SIAPPPAK) application, various hotline media are also provided through social media accounts or Whatsapp PUSPAGA Surabaya City

so that psychological services, report social issues, suggestions, and questions are easy for the public to reach.

With the counseling services at PUSPAGA Balai RW, many people feel helped in dealing with family problems after participating in counseling through the SIAPPAK application, as well as the existence of parenting classes has a positive impact on people's understanding of the role of each family member, children's needs and improving the quality of family communication.

In this regard, the researcher assesses that the PUSPAGA program can be relied upon as one of the solutions in dealing with various family problems in the community that are sourced from improper parenting and mental health disorders. Enhancing public mental health literacy can mitigate familial challenges and elevate community well-being. So that with the public's understanding of family and stable mental health, the PUSPAGA program can facilitate the implementation of KLA policies in the city of Surabaya.

Suitability Between PUSPAGA Programs and Implementing Organizations

The implementation of the Child-Friendly City policy requires implementers who have competence and a deep understanding of family issues, children's education, mental health, and social dynamics in society so that the policy runs effectively and achieves its goals. Human resource competence is knowledge, skills and abilities that directly affect the achievement of the goals of a program (Mangkunegara, 2007).

The DP3APPKB City of Surabaya is the primary agency responsible for the execution of KLA policies through the PUSPAGA program by designing relevant policies, building partnerships with various stakeholders, and optimizing the use of existing resources to support the sustainability of the PUSPAGA program (PUSPAGA Surabaya City, 2023). The implementation of the KLA policy in the city of Surabaya continues to be pursued through the implementation of the right parenting style for children through the PUSPAGA program which reaches up to the level of the RW Center.

DP3APPKB City of Surabaya together with local government agencies and other elements of pentahelix establish cooperation that can support the implementation of KLA policies. The pentahelix element, which includes the government, academics, business actors, communities, and the media, is able to influence the development of the PUSPAGA program in the implementation of KLA policies in the city of Surabaya with their respective roles. However, the limited human resources are an obstacle to the optimization of a program as faced by the Surabaya City DP3APPKB which is experiencing a limited number of professional psychologists at PUSPAGA RW Hall to support the PUSPAGA program more optimally. So far, students of the MSIB program and students of the psychology/counseling study program who received the Surabaya Resilient Youth Scholarship who became PUSPAGA Facilitators at the RW Hall.

Compatibility Between Beneficiaries and Implementing Organizations

Successful achievement of policy objectives depends on cooperation between policy makers, policy implementers, and the target communities of the policy. Conyers (1991) emphasized that community participation is essential to explore primary information related to community conditions, needs, and perceptions at the local level so that it can prevent the failure of a policy or program (Rahmawati et al., 2021). Although a program has been well pursued, if the community is still indifferent and has minimal awareness of its long-term negative impacts, this can be a factor that hinders the implementation of a policy.

According to Isbandi Rukminto (Adi, 2001), active community participation in development programs requires a collective awareness of common goals. In this regard, according to the researcher's assessment, the lack of public awareness of the function of PUSPAGA services is one of the reasons why community participation has not been optimal. The lack of professional psychologists at PUSPAGA RW Center is also the reason why people are still reluctant to do counseling due to a lack of trust in PUSPAGA facilitators. In addition, the implementation of online parenting classes has also not been followed by the entire community due to limited information, limited internet access and inadequate facilities of several PUSPAGA RW Halls.

If not addressed immediately, this can affect the activity of PUSPAGA Balai RW, so that the community is less aware of the importance of knowledge about childcare patterns and mental health conditions as family members that can have an impact on the next generation. Therefore, any problem that hinders the growth and development of children at large will be a threat to the sustainability of the nation. (Gumanti et al., 2020)

In policy implementation, the community as one of the pentahelix elements must always be involved in the entire process from planning to implementation and evaluation to ensure that policies are implemented in accordance with the targets. In addition to various policies that have been set and socialization efforts to increase public participation, in this era of digitalization, social media has also become one of the media for promoting a policy. However, the promotion of PUSPAGA activities on social media has not been able to significantly increase community participation because the internet access of the community targeted by the KLA policy in the city of Surabaya is not evenly distributed.

CONCLUSIONS AND RECOMMENDATIONS

The suitability of the PUSPAGA program with the beneficiary community in an endeavor to develop the implementation of the Child-Friendly City policy by providing appropriate and appropriate services, with the bride-to-be class (catin), parenting class, and family socialization and education has effectively met the needs of the community. Subsequently, the PUSPAGA program has been aligned with the DP3APPKB City of Surabaya as the appointed implementing agency due to their shared goals, and the development of the PUSPAGA program has been pursued through cooperation with pentahelix elements. So

that the PUSPAGA program has supported the implementation of the Child-Friendly City policy relatively well, but there are obstacles due to the limitations of professional psychologists at the PUSPAGA RW Center and the participation of the beneficiary community. This shows the need to increase the quantity of human resources, through the recruitment process professionally and volunteers. And it is paramount to increase the socialization of the benefits of the PUSPAGA program conventionally to the PUSPAGA implementers of the RW Center and the beneficiary community.

ADVANCED RESEARCH

Inevitably, every research endeavor encounters limitations. These limitations may arise from constraints in data exploration, data availability, or external factors such as time and resources. Consequently, further research is necessary to refine the findings of this study.

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