



Empowerment of Women and Children to Realize Justice and Equality from a Gender Perspective

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ABSTRACT

Cases of violence against women and children in Indonesia continue to increase yearly. At the same time, the government issued various policies to overcome the problem. Therefore, the government, both from the national level to the local level, has broad authority to deal with cases of violence that occur. This study explores the violence against women and children linked to the Child Protection Index (IPA) and the Gender Development Index (IPG), which have not yet been identified to reach global achievement targets for human development based on UN and WHO indicators. This study uses a qualitative approach to describe various phenomena related to the studied topic. Our results show that the province has formed DP3AKB to implement various policies, development, and empowerment programs for women and children. However, the performance and role of the DP3AKB institution in prioritizing women's empowerment through gender mainstreaming (PUG) and child protection have not yet reached the target as indicated by the Papua Province IPA and IPG figures which are still far behind compared to other provinces in Indonesia. The reason is that structural and cultural factors dominate in empowering women and children in Papua Province. So that to realize gender equality and the creation of justice, equality, independence, and welfare of women and children in Papua, it must be supported by consistent, targeted policies and collaboration of stakeholders through the role of "three furnaces" (Government, Religion, and Customs) to realize justice from a gender perspective

INTRODUCTION

To realize equitable development, it is necessary to pay attention and focus on strategic issues, especially for vulnerable groups such as children and women. This means that, although the issue of gender mainstreaming (PUG) has received attention from various parties, both government groups and civil society, there are still many cases showing that the number of violence against women

and children continues to increase from year to year. Even Indonesia's IPA (Child Protection Index) achievement in 2018 was 62.72 (KPPA and BPS, 2018-19). This condition shows that child protection efforts in Indonesia still require strict attention and hard work from all parties, both the government and the community, to achieve optimal results. Figure 1: Amount of violence against women in Indonesia 2007-2018

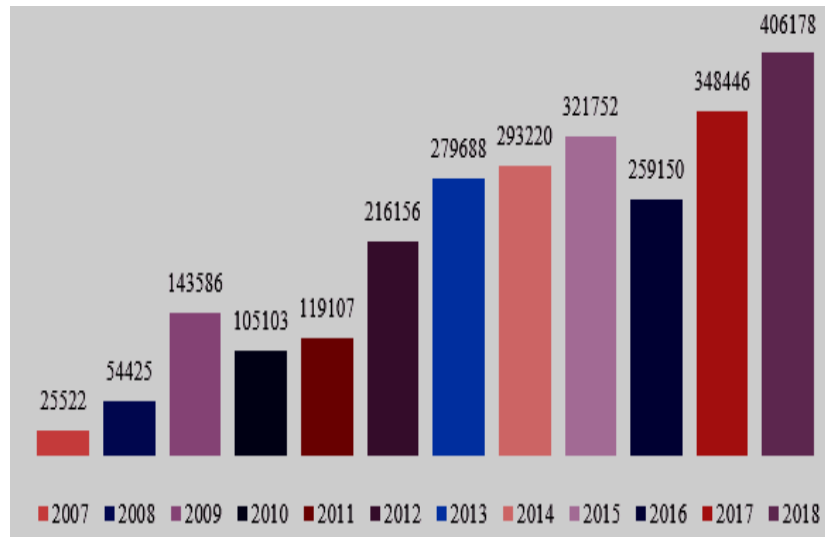


Figure 1. National Commission on Violence Against Women

Source: National Commission on Violence Against Women (Komnas Perempuan) in 2019

According to Article 13 of the Child Protection Law, violence is discrimination, physical and sexual exploitation, neglect, cruelty, persecution, injustice, and other mistreatment. Article 2 of the United Nations Declaration on the Elimination of Violence against Women explains that violence against women is any act based on gender differences that result in or is likely to result in physical, sexual, or psychological harm and suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether that happens in public or private life. Meanwhile, according to family psychology, violence is violence children receive from their parents, either in the form of physical or mental violence. Child Protection in Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection. Based on the law, it is explained that children must get their rights and be free from any violence. Likewise, violence against women is a form of gender injustice or a consequence of the unequal relationship between

women and men as a form of social values and norms (Baso, 2002, p. 15).

Ideally, women and children should be actively involved in various development sectors. However, the condition of women and children in Indonesia is still far from expectations. The various problems they face, such as violence, whether physical, psychological, or sexual, have become factors that hinder their contribution to development. However, from a theoretical perspective, cultural and structural factors have been the main trigger of many cases. As noted by KPPPA in 2016, this is because cultural factors, for example, the view that children are the property of parents or that children must obey their parents, seem to be a means of justification for acts of violence against children. If the child is considered negligent, fussy, disobedient, and against the parents' will, he will receive sanctions or punishment, which can turn into violence. At the same time, structural factors are caused by an unbalanced (asymmetrical) relationship in the family and community. Here,

children are in a weaker, lower position because physically, they are weaker than adults and still depend on the adults around them.

Sri Wahyuningsih (2005) explores the relationship between the two factors; this cultural factor stems from the values and norms that place men as the decision-makers who have power and are the parties who evaluate and monitor all matters—owned and operated by women. This understanding

is called patriarchal ideology. Patriarchal ideology will give birth to gender understanding. Meanwhile, structural factors that can cause violence against women and children come from institutions or institutions built to organize everyday life called the State. Both influence and reinforce each other, so eradicating violence against women requires a shared commitment to seriously, systematically, and continuously fight it.

Table 1. P2TPA/UPTD PPA Service Data 2018

Victim	Type of Violence	Amount
Woman	Domestic violence	42
	Violence	11
	Child Abandonment	3
	Fraud	1
	Child Deprivation	5
	Relationship Force	1
Man	Domestic Abandonment	3
	Persecution	1
Children	Domestic violence	6
	Underage intercourse	4
	Deprivation of Children's Rights	7
	Miscellaneous cases	4
	Persecution	4
	Persecution and dissemination of private videos to social media	1
	Sexual harassment	10
	Child abandonment	2
	Child Switch	3
TOTAL		108

Source: Office of Women's Empowerment, Child Protection and Family Planning (DP3AKB) (2018)

The data above shows that domestic violence against women and children still dominates. Cases like this seem to keep happening from year to year, as noted in the McLaughlin study (2010), where domestic violence is one of the seven highest types of conflict/dispute reported at the district/city level. Even most NGOs working on women's and children's issues believe that the number of women affected is much higher, given the large number of victims who have remained silent due to the lack of services and the opinion that domestic violence is a personal matter (UNPUR, 2008; KPPA, 2011).). Even the KPPA's working paper notes that although there has been an increase in the number of

institutions helping victims of violence in recent years,

Responding to the various problems of gender and child injustice mentioned above, it is essential to increase efforts to empower women and children to reduce various forms of discrimination and injustice. Here, empowerment is defined as transforming power relations between men and women at four levels: family, community, market, and State. Transformation seen in different power contexts includes access to and control over the material and other resources (economic, legal, institutional, and social) and possible changes in self-perception and self-confidence. This concept of empowerment should also be understood in two contexts, namely,

first, power in the decision-making process with an emphasis on the importance of the role of women,

Moreover, efforts to empower women and children must be made to reduce inequality and the causes of violence. Because, after all, the empowerment strategy has shown how power relations are structural, one of the fundamental reasons for the birth of subordinate actions against women and children. Empowerment of women to enable women to gain access and control over resources, economy, politics, society, and culture so that women can self-regulate and increase self-confidence to be able to play a role and participate actively in solving problems, to be able to build abilities and self-concept. The conclusion is that empowerment is both a process and a goal.

There are several ways to empower women, one of which is through continuing education programs. These programs include (a) post-literacy programs, (b) equality education programs, (c) income generation programs, (d) quality of life improvement programs, (e) individual interest development programs, and (f) future-oriented programs (Anwar, 2007, p. 99). These programs must be continuously pursued to reduce disparities between men and women in various sectors of life. Because if you look at the indicators of social, economic, and political development in 2019-2020 from the Gender Development Index (GDI) and Gender Empowerment Measure released by Human Development Research (HDR), it shows that women are lower than men (UNDP, 2020)

Thus, DP3AKB, a leading sector in the region in efforts to empower and protect women and children, is essential to realize gender equality and child protection. Even the Government of Indonesia has proposed a policy on protecting women and children as a national priority. Therefore, based on the strategic issues of the Strategic Plan for the Office of Women's Empowerment, Child Protection and Family Planning (DP3AKB), which are considered to have an effect on the achievement of development targets in the 5 (five) year vision and mission of the Papua Provincial Government (2013-2018), are: 1) Not yet optimal policies and programs gender responsive; 2) The low Gender Development Index as a result of the low life expectancy, as well as the expected number of years of schooling and the average number of years of schooling, as well as the contribution of income; 3) High rates of violence

against women and children, and domestic violence; 4) The low Gender Empowerment Index in various aspects of social life such as the low role of women in decision making, in politics, in government, in social life; 5) The low participation and role of women in politics and the public sector; 6) Lack of understanding of women's fundamental rights and child protection; 7) The absence of services for children who face problems of domestic violence; 8) The low recognition of the fundamental rights of children in the family and society; 9) Low education and environmental influences result in changes in children's behavior; 10) The poverty rate is still high; 11) The low contribution of women in improving the productive economy; 12) Women's access to microeconomics is still low due to lack of business management and skills; 13) Lack of cross-sectoral coordination, between government and non-government agencies on women's and children's access; and 14) The absence of disaggregated data on all regional apparatus organizations.

Based on the strategic analysis of various empirical problems described by DP3AKB, it is undoubtedly a challenge. These efforts continue to be made to realize a vision; "The Realization of Gender Equality and the Creation of Women and Children in Papua that are Just, Equal, Independent, and Prosperous." This is supported through the issuance of relevant laws and regulations, such as Gender mainstreaming in development referring to Presidential Instruction No. 9/2000 and Permendagri No. 67/2011 on General Guidelines for implementing gender mainstreaming in the regions. In Presidential Decree No. 2/2015 concerning the 2015-2019 RPJMN, it is emphasized that mainstreaming is a cross-sectoral strategy in development in addition to sustainable development and good governance.

Even the Government of Indonesia has proposed a policy on protecting women and children as a national priority. The regulation addresses violence against women (KP) in Indonesia. The enactment of Law Number 23 of 2004 concerning the Eradication of Domestic Violence, Law Number 21 of 2007 concerning the Eradication of the Crime of Trafficking in Persons, and Regulation of the Minister of State for Women's Empowerment and Child Protection of the Republic of Indonesia Number 01 of 2010 concerning Minimum Service Standards (SPM) Integrated Services for Women and

Children Victims of Violence. MSS is a vital instrument for ensuring respect and fulfillment of the rights of women victims of violence. These standards measure the minimum service standards for women victims of violence, especially in complaints and reports, health, assistance and law enforcement, social rehabilitation, repatriation, and social reintegration. The Ministerial Decree mandates the establishment of Integrated Service Centers (PPT) at the provincial and district levels, and this unit consists of the government and civil society. However, the implementation of these standards, which appears in the performance of the Integrated Service Center, has not been optimal and still finds several gaps, including variations in regional regulations, funding, coordination between stakeholders involved, infrastructure, and human resources involved, so it appears that the implementation SPM content still faces challenges for future improvement.

Moreover, with special autonomy for Papua Province (Law No. 21 of 2001) and West Papua Province (Law No. 35 of 2008), it pays special attention to three things, namely indigenous peoples, religion, and women. The law also mandates the alignment, protection, and empowerment of indigenous Papuans. As revealed by the Minister of Women's Empowerment and Child Protection, Yohana Susana Yembise (2018), this is an essential foundation for the government and all stakeholders to seek to improve the quality of life of women and children in Papua.

However, until now, from the available data, in Papua itself, until 2019, the Papua Province DP3AKB ensure that the number of cases of violence against women and children is still relatively high. However, until now, there has yet to be accurate data to describe the number of these phenomena (Papua.go.id/2019). So that, In this context, this article explores the performance and role of DP3AKB in realizing its vision, especially in gender mainstreaming, protection, and empowerment of women and children in Papua Province through the effectiveness of the performance of programs and policies made. The concept of performance (performance) here can be defined as achieving results or the degree of accomplishment (Rue & Byars, 1981 in Keban, 1995). In other words, performance is the achievement of organizational

goals or, in this case, DP3AKB in realizing the vision and work program.

Meanwhile, according to Sluyter (1998:23), organizational performance is defined as: "The organization's overall effectiveness in meeting the identified needs of each of its constituent groups through systemic efforts that continuously improve its ability to address those needs." The definition of organizational performance is also put forward by Bastian (2001:329) as a description of the level of achievement of the implementation of an organization's tasks to realize the goals, objectives, mission, and vision. From this understanding, there are two essential aspects of the effectiveness of all parts of the organization in identifying the needs of essential groups related to the organization and how the organization's efforts are systematically developing its capabilities to meet these needs.

METHODS

This research is intended to describe various conditions of social situations and realities and seeks to draw these realities to the surface as models, signs, or descriptions of a particular phenomenon (Bungin, 2007, p. 68) intensively regarding specific social units including individuals, groups, or institutions (Zuriah, 2007). 2006:48), conducted by the Office of Women's Empowerment, Child Protection, and Family Planning (DP3AKB) in Papua Province.

Data were collected in three ways: literature study, interviews, and observations. Various informants and analysis units of DP3AKB to obtain data and information with a focus on questions emphasized on four themes: 1) description of DP3AKB performance; 2) the role of DP3AKB to realize its vision, especially in gender mainstreaming, protection, and empowerment of women and children in Papua Province through the effectiveness of programs and policies made; 3) obstacles and challenges that surround the purpose of the existence of DP3AKB in realizing the Gender Development Index (IPG) and Child Protection Index (IPA) in Papua Province.

They use the qualitative data analysis method, Miles and Huberman (2007), where the data collected is then analyzed using the theory of women and children empowerment as previously described, as well as regulations and regulations related to the protection and empowerment of children and women.

RESULTS AND DISCUSSION

From the results of the technical coordination meeting for the empowerment of women and children, several recommendations were agreed upon as a reference for the work of the Provincial, Regency, and City DP3AKB in Papua, as follows:

1. Involve Papuan/district/city customary councils in supporting the implementation of women's empowerment programs for child protection and family planning.
2. Gender Mainstreaming (PUG), to improve the implementation of the gender mainstreaming strategy, it is necessary to establish a Pokja and PUG focal point for districts/cities that have not yet formed a PUG working group.
3. Violence against women and children, Papua Provincial Government through the DP3AKB, advocating for establishing an integrated district/city P2TP2A service unit that has not yet been formed, Providing rewards to district/city offices that perform CL violence services following standard SOUP.
4. Fulfillment and Protection and Protection of Children's Rights to fulfill children's fundamental rights and protection from all forms of discrimination, sexual violence, and physical violence, the District/City Government needs to establish Child-friendly Districts/Cities in (KLA) Regions.
5. Economic Gap, through 1). To reduce the economic disparity of the Provincial Government, districts and Cities need to encourage policies and regulations to open women's economic access by assisting in utilizing all the capacities women possess in each development area based on their potential resources available in nature, 2). Increase productivity Papuan women's micro-business group goes through the stages of specialization in the production process to marketing, 3). They are building partnerships/networks with banking institutions and other private institutions (companies with CSR) to increase access to capital.
6. Lagging Women in Politics, Provincial Government, and district/Cities need to provide political and leadership education related to decision-making in the political and public fields, to prepare women's representation in institutions legislative (according to PP-PA RI

Ministerial Regulation Number 10 of 2015 concerning Grand Design Increasing Women's Political Representation in the Legislature in the 2019 General Election).

7. Family Planning needs coordination with the Papua Province BKKBN Representative, sorting family planning data from districts/cities, monitoring family planning villages, and socialization of family resilience advocacy in districts/cities.
8. Law no. 6/2014 concerning Villages and Government Regulation No. 43/2014 concerning the Implementation of Law no. 6 article 121 paragraph 1: that the implementation of village development is determined by considering gender justice.

Meanwhile, the 2018 DP3AKB Performance Report describes the performance of all work units in DP3AKB, including evaluation and analysis of the performance of achieving targets and activities set and implemented during 2018. Evaluation of the performance reports of government agencies is also carried out on the performance of the DP3AKB Strategic Plan as referred to in Article 11 paragraph (3) letter a contains development objectives, targets, programs, and activities in the context of implementing the Non-Basic Services Compulsory Government Affairs following Permendagri Number 86/2017 under the duties and functions of each Regional Apparatus, which are compiled based on the RPJMD. Meanwhile, from the performance report made, it appears that efforts to empower women and children are launched through a vision that is described as follows:

1. Increase the institutional capacity of Gender Mainstreaming in the economic, political, social, cultural, and legal fields.
2. Increasing women's participation in development
3. I am increasing the role and representation of women in institutions legislative, executive and judicial, and private.
4. Ensure the protection of the rights of women and children from all forms of violence and discrimination.

First, the institutional arrangement of PUG as a strategy to integrate a gender perspective in development in terms of political, social, cultural, economic, and legal aspects in terms of institutional capacity to realize gender equality. The integration

of the gender perspective starts from planning, budgeting, and implementation to monitoring and evaluation, resulting in a Gender Responsive Budget (ARG), in which budget allocation policies are prepared to accommodate the different needs of women and men or can said emerging policies will reflect a policy that is oriented towards gender equality and justice. It is noted that the 2018 Papua Province DP3AKB Deconcentration Fund Allocation of 1,000,000,000 (one billion) has been realized, amounting to 945,715,200 (Nine hundred forty-five million seven hundred and fifteen thousand two hundred rupiahs) or around 94.57% can be absorbed to finance 2 (two) programs/activities and 1 (one) operational service for the deconcentration fund management team, and the remaining budget of 54,284,800,- (fifty-four million two hundred eighty-four thousand eight hundred rupiahs) is deposited back into the State treasury.

Second, the participation of women in the development process must be ensured so that women get their fundamental rights as whole human beings. With the participation of women involvement in the development process, the interests of women will be more channeled. More than that, the emerging policies will reflect a policy oriented toward gender equality and justice. Alignments to women in the economic, political, and social sectors and empowering the quality of women's human resources can be ensured when the local government supports the women themselves who fight for it; then all parties understand the vital role of women in development, not only as objects of development but as equal partners with men.

Third, the preparation of the Grand Design as a strategy and a forum for the roadmap to provide space for women to play an active role without discrimination. Potential Women (organizational activists and political parties), Voter Groups: (women, beginners, marginalized and disabled), and Supporting Communities: (custom, religion, and media) will take part in each national and regional work area in an election cycle involving various elements (government, political parties, community organizations, interest groups, and the media). In addition to the political field, women also play an active role in the economic and social fields. The more comprehensive empowerment of women is marked by the opening of opportunities for women to participate in the creation of economic output, decision-making,

Fourth, the violence experienced by women is quite severe, including cases such as maternal mortality rates or problems with access to good health services, illiteracy rates or underdevelopment in education, problems of poverty and scarcity of job opportunities for women, the problem of violence that often afflicts women and children, both domestic violence, workplace violence, or other violence. Therefore, women's empowerment and child protection aim to improve women's and children's quality of life from violence, discrimination, and other problems.

Furthermore, as a result of the performance evaluation of the Lakip document as outlined by DP3AKB, it has carried out its duties to the maximum extent possible, especially in handling women's empowerment in child protection in regencies and cities in Papua Province.

Table 2. Program Objectives, Indicators, and Realization

Aim	Strategic target	Performance Indicator	Target (%)	Realization (%)	Achievements (%)
Increase consultation with SKPD of Papua Province and Regency/City government	Increased achievement of gender-responsive policies/programs	Number of Provincial/District/City SKPDs facilitated by gender-responsive program policies	1 County	2 counties	200
Improving the development of women's productive business groups	Increased management of the home industry management for Papuan women craftsmen	Several women's groups facilitated	8	8	100
Increase capacity building for women's organizations, political organizations, community groups, and the private sector	The decreased achievement gap between women and men.	Gender Development Index (IPG)	79.00	78.52	99.39
		Gender Empowerment Index (IDG)	64.52	63.66	98.66
The realization of the protection of the rights of women and children	Increased services to protect women and children who are victims of violence and other problems	Number of integrated service units (P2TP2A) in the Regency/City	2	2 (Supiori and Sarmi)	100
		Percentage of complaints of victims of violence in P2TP2A	50	98	182
		Number of policies in the field of child development and child protection	1 Regulation on the Establishment of Regional Children's	1 policy	100

	discrimination against children		Forum Policies: 3 Perbup/ Perwali		
Improved accountability of Dinas' financial performance	Improved Performance Achievement and accountable and transparent finance	Number of reports on service performance achievements	CC	C	100

Source: Office of Women's Empowerment, Child Protection and Family Planning (DP3AKB) (2019)

From the table above, it can be said that the Office of Women's Empowerment, Child Protection, and Family Planning was very successful (100%) in optimally facilitating and coordinating in including a strategy to integrate a gender perspective in the RKA document with pilot 1 (one) activity to realize gender equality. So far, the principle of the 3E performance budget (economy, efficiency & effectiveness) but with the presence of gender mainstreaming issues in programs and activities, attention to vulnerable groups, namely persons with disabilities, can be closed with ARG contributions in every development plan with the addition of "equality." So that the roles of women, children, and men are evenly distributed, and all become the focus of development. The work units that have been facilitated by gender analysis are SKPD in Papua Province, namely BPSDM, Livestock, Cooperatives, Regional Office of Religion, Ministry of Law and Human Rights, Papua Regional Police, Bappeda, Tourism, Perindagkop and Transportation and Sarmi Regency in 5 (five) villages (Tanjung Batu Village, East Sarmi District, Bagaiserwar Village, Sobey District, Waskey Village, East Sarmi District, Sarmo Village, East Sarmi District, Health Service). PPRG facilitation is driven by 4 drivers: Bappeda, BKAD, Inspectorate, and DP3AKB.

Although the evaluation of performance achievements in 2014 has not achieved satisfactory results, this is because, in 2013-2014, the programs/activities carried out were still socializing, introducing gender perspectives. In 2015 and 2016, the average percentage of strategic target achievement was 100%; in 2017, it increased 2 times to reach 200%; this shows the seriousness of the local government in implementing the mandate of

Permendagri Number 67/2011, which regulates the PUG institutional system in the region and regulates the system. Planning and budgeting using the analysis pathway (GAP) instrument as an analysis tool and a gender budgeting statement (GBS) as a gender budgeting document. While the steps to accelerate the implementation of PUG, The PUG Working Group prepares a Gender Mainstreaming Regional Plan (RAD-PUG). RAD-PUG can map the situation of gender equality from various aspects (health, education, economy, legal protection for women and children in Papua Province, identify progress to be developed, recognize Gender GAP (gender gap) that needs to be minimized, and plan practical program activities in improving gender equality until the end of the period of the Governor of Papua being elected in 2018.

Several regulations issued to encourage the achievement of the strategic goals of Mission 1 (one) and also play a role in reducing the gender gap in the Regency and City, Papua Province are as follows:

1. SK Governor No. 44/2002 concerning the Establishment of the Papua Province PUG Working Team
2. SK Governor No. 138/2011 concerning the Establishment of the PUG Working Group and the Papuan Working Group Secretariat
3. Decree of the Regent of Biak Numfor Number 219 of 2011 concerning the Determination of the PUG Working Group.
4. Papua Governor's Letter No. 463/ 3424 /Set June 26, 2012 Regarding Determination, Planning, Gender Responsive Budgeting (PPRG).

5. RAD-PUG 2013-2018
6. SK Regent No. 417 of 2013 concerning Determination Pokja PUG and PA in regional development Kab. Asmat.
7. Decree of the Regent of Merauke Number 217 the Year 2013 concerning establishing the Working Group for Child Protection.
8. Decree of the Regent No. 398 of 2014 concerning the Establishment of the Yapen Islands PUG Working Group.
9. SK. Mayor of Jayapura No. 76 of 2016 concerning the Establishment of the PUG Working Group for the City of Jayapura
10. SK Regent No. 51 of 2017 concerning the Determination of the PUG Working Group for the Bintang Mountains.
11. SK. Yahukimo Regent Number 63 of 2018 concerning establishing the PUG Working Group.

Second, Concerning the second target, namely the increasing management of the Papuan women's home industry management, it can also be said that the Office has been very successful in realizing the target performance indicators that have been set; this shows the government's seriousness in encouraging and developing local Papuan women's handicrafts. This indicator is recognized to impact development participation through strengthening given to groups of Papuan women with expertise in making local crafts starting from the family (or focusing on empowering local women's business groups).

It was third, Reducing the achievement gap between men and women. Based on the Papua Gender Development Index, in 2017, Papua's GPI decreased compared to 2016's GPI (78.57); the impact of this decline was due to the growth of Male HDI increased by 1.26% from Female HDI 1.20%, so the difference was -0.05, but this condition is not directly defined as poor human development because there is a possibility that one of the components of the IPG experiences inequality. One of the causes of the decline in GPI is the difference in the speed of development achievement of men and women because the HDI growth of men is faster than women. In addition, the significant wage disparity is also one of the reasons why Papua always occupies the lowest GPI position. This situation can also be caused by income inequality and the average length of schooling. According to Gender-Based Human Development Data (2016), the male wage disparity is 3,398 higher than the wages earned by female workers, around 2,479; another thing that also has an impact on the decline in GPA is the reach of each region (transportation/distribution, signal, etc.) so that it is challenging to access development progress in the regions. The availability of utility access (facilities and infrastructure) supported by the availability of resources in each region allows the gender development index to continue to grow so that the quality of education.

Table 3. IDG Papua Achievements in the First 4 (Four) Years

TARGET PERFORMANCE INDICATORS	2015	2016	2017	2018
Gender empowerment index (IDG)	64.21	63.69	64.21	63.66

Source: DP3AKB (2019)

Fourth, Increased protection services for women and child victims of violence and other issues. This achievement is shown by the number of integrated service units (P2TP2A) in the Regency/City, wherein 2017, effective communication was carried out with Supiori Regency and Sarmi Regency regarding the provision of service facilities for women and children violence and is currently under discussion by the relevant

agencies, so it can be said that efforts The Office of Women's Empowerment have consequently been responsible for pushing regulations in the regions. Thus the performance target of the Office can be said to be 100% very successful. Based on the recap of achieving the target of increasing protection services for women and children victims of violence and problems as measured by the availability of P2TP2A during 2013-2017. From the available data, it is

known that until 2017 P2TP2A has been formed in 18 (eighteen) districts and cities, or 100% with a very successful category. The achievement of strategic targets for performance indicators in 2017 formed 2 (two) integrated service units and realized 2 (two) integrated service units in Supiori Regency and Sarmi Regency 100%. The 2014-2018 Strategic Plan targets 16 (sixteen) Integrated Service Units (P2TP2A) formed in 29 Regencies/Cities and have exceeded the Strategic Plan target of 112.5%. Several districts will be the follow-up work of DP3AKB in 2018 and continued in the Elected Governor period: 11 (eleven) districts that have initiated the formation of integrated service units and require facilitation of DP3AKB Papua Province to encourage regulations for the formation of integrated service units in the regions.

Based on the table below, it is known that the number of cases (288) has answered the 2014-2018 Strategic Plan target; this means that DP3AKB has worked as much as possible through advocacy, socialization, and a communicative approach, so the community can open themselves to submit complaints they face directly to the service unit. Integrated Women and Children of Papua Province, or through hot spots in the village (traditional

institutions, etc.). Thus the Department's efforts in assisting victims can be said to be very successful (100%) because the cases that occurred did not sink like an iceberg but could be mediated in the public space to be resolved according to applicable regulations so that the "family" community would be more careful if something happened. violence in their respective environments.

The Integrated Service Unit for Women and Children (P2TP2A) of Papua Province provides services to cases covering 3 (three) services: counseling, psychological and legal services, health services, and law enforcement facilitation services. This service unit aims to provide counseling services and, if needed, will become a temporary safe space for victims of violence. It is hoped that with the cooperation in providing services, victims will receive psychological reinforcement to accept reality, minimize trauma and help them take the necessary steps to resolve the cases at hand, including preventing similar violence from happening again. Facilitate victim complaints by assisting victims to courts, police stations, regional police (safe houses), and hospitals (visum), including dropping and picking up victims.

Table 4. Achievement of the 2015-2018 Target

TARGET PERFORMANCE INDICATORS	2015	2016	2017	2018	Amount
Percentage of complaints of victims of violence in P2TP2A	30	68	91	98	288

Source: DP3AKB (2019)

Nevertheless, this kind of condition does not benefit the victims because there is the possibility of solving problems in favor of the perpetrator. The victim must still follow the ethics and norms that apply in society so that discrimination always occurs. In addition, there is a shame factor if the problem is not mediated to the service unit, even though the service unit provides various facilities that can be used by victims to treat trauma experienced and can ensnare perpetrators according to Law No. 23 of 2004 concerning the elimination of domestic violence, Law No. 23 /2002 on Child Protection (Revised: Law No. 35 of 2014) and Government Regulation No. 4 of 2006 concerning

Implementation and Cooperation in Recovery of Victims of Domestic Violence and many other policies that facilitate legal assistance for victims.

Fifth, Creating a sense of security and freedom from violence and discrimination against children. This target is achieved with the performance indicator Number of policies in child development and child protection. The availability of institutional advocacy through policies and strategies is one way to encourage accelerating the fulfillment of Children's Rights in Papua Province comprehensively and sustainably in regencies/cities throughout Papua under the mandate of Law Number 35 of 2014 concerning Child Protection. Although

the Performance Indicator target is 4 (four) regulations, the implementation of the achievement of the strategic targets in 2017 only issued 1 (one) regulation completed or about 25% of the 5 (five)

targets can be achieved, namely the Keerom Regent Decree on the Establishment of the Keerom Regency Regional Children Forum Team for the 2017 Period -2019 July 17, 2017.

Table 5. Achievement of Strategic Targets Against Performance Indicators in 2017

TARGET PERFORMANCE INDICATORS	TARGET	REALIZATION	%
Several policies in the field of child development and child protection.	4	1	25

Source: DP3AKB (2017)

The achievement of the activity program in 2018 is that the Regency/City has committed to establishing Child-Friendly Cities in 6 (six) Regencies: Yapen, Biak, Nabire, Waropen, Bintang Mountains, and Yalimo. In addition to KLA, another strategy used to accommodate children at the center of the regions is the establishment of the Regional Children's Forum (FAD), and its formation has been initiated as a forum to realize the equality of children's rights in family, community, and national life. Several districts that have initiated the establishment of the Regional Children's Forum are Kab. Waropen, Supiori, Wamena, Yapen, Kab. Jayapura. Support from the Provincial Government of Papua through the Office of Women's Empowerment, Child Protection, and Family Planning continues to advocate and provide support to subordinate government agencies (Women's Empowerment Service in the District), but considering the conditions in each region are different so that intensive communication is maintained so that child protection can run optimally in the district area. Support for Strategic Environmental Studies (KLHS) is also one of the factors that influence the formation of a Child-friendly City in addition to the requirements of 5 clusters and 30 indicators and other prerequisites related to child growth and development because of the heavy criteria that each district must meet then The government through the Office of Women's Empowerment and Child Protection continues to advocate the regions

Though the performance report from the PP and PA offices for 2017-2018, it has shown an accountability format that is entirely appropriate both based on the 2017 work plan (Renja) and the Papua Governor's Vision and Mission (2014-2018). In reality, both HDI and PUG in Papua Province are still relatively low, which thus makes it clear that the vision and program of the Office of Women's Empowerment for Child Protection and Family Planning in Papua Province have not been realized in line with the global goals of empowering women and children, as well as specifically with the plan strategies that have been set out in the performance accountability report. Even as noted, the highest achievement value in IPA 2018 was supported by the family environment and alternative care cluster at 73.60, while the lowest achievement was supported by the education cluster, utilization of leisure time, and cultural activities at 48.69. The achievement value between clusters resulted in a reasonably high gap. This shows that efforts to accelerate achievements in each cluster have not been evenly distributed, so good coordination is needed between the government, relevant ministries/ institutions, and community participation to increase the value of achievements. Likewise, the gender development disparity occurs between the Western Region of Indonesia (KBI) and the Eastern Region of Indonesia (KTI). This can be seen from the highest GPA ranking, occupied mainly by the provinces in KBI. The provinces with the highest GPA are North Sulawesi (94.79), DI Yogyakarta (94.73), and DKI Jakarta (94.7). Meanwhile, the three provinces with the lowest GPA were East Kalimantan (85.63).

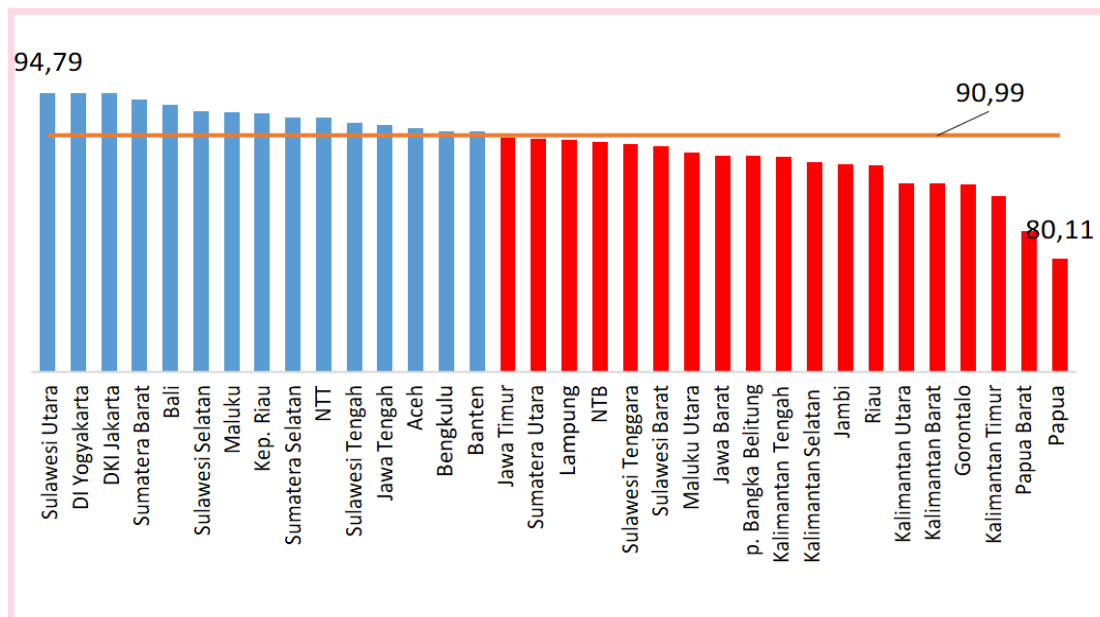


Figure 2. Gender Development Index (GPI) by Province in 2018
 Source: KPPPA and BPS (2019)

The existence of factors that cause violence against women is part of violence against humanity. In addition, the cause of violence is a culture and structure that is gender unequal, and everyone needs to be aware of gender equality and justice. Thus, violence against people can be eliminated. Also, the controversy over the resolution of cases of violence against women and children must be resolved by improving the substance, structure, and legal culture that is biased and gender unequal. "Additionally, there is a need for assistance for women victims of violence. At least it must cover four stages: awareness, healing, protection, and cooperation.

The other impact of the lack of empowerment of women and children is the increase in violence against women and children. So based on our analysis, several problems become challenges in achieving the vision. Changes from the cultural aspect also require many structural policies from the State and require a lengthy process through integrated and sustainable or sustainable programs. In addition, there is a need for the role of cultural and religious groups in supporting gender justice-based development programs and visions. This is undoubtedly important, considering that to solve the problems of women and children, synergistic cooperation with all parties (stakeholders), such as traditional and religious perspectives, must be carried out. This cultural approach, primarily through the role of the adat council in Papua, is

essential given that the vision carried out by the Papuan Customary Council to save human beings is part of the KPPPA's goal of realizing the quality of life of Indonesian women and children. Moreover, a declaration has been made concretely, which is followed up with the development of programs for women's empowerment and child protection in seven customary areas with the involvement of the Papuan Customary Council. Therefore, the involvement of the Papuan Customary Council in this matter is significant and relevant (kemenpppa.go.id, 2019).

Therefore, some solution notes that can be considered here are a). The need for PUG institutional commitment to initiating gender perspective planning in developing and forming Regency/City working group regulations. b). Availability of clinics as a medium for planning consultation in gender-responsive budgeting for SKPD. c). The need to build cooperative relationships with BUMD/BUMN to develop Papuan women's home industry businesses, d). Training is needed to develop the quality of group business production and the provision of business management training. e). The need for government policies to encourage and protect local Papuan artisans so that their production can be sustainable and the value of local wisdom can be maintained, and f). Establishing child-friendly areas to encourage socialization and identification efforts and strict

attention to protect children from violence is necessary.

CONCLUSION

Although it seems that, in general, DP3AKB has made various efforts and suitable programs for the empowerment and protection of women and children in Papua Province, as BPS and KPPPA data show that in 2018-2019 the achievement of IPA in Papua Province is still worrying compared to other regions in Indonesia. The three provinces that occupy the highest IPA achievement are DI Yogyakarta (in 2018 = 78.66; in 2019 = 81.71), DKI Jakarta (in 2018 = 72.49; in 2019 = 76.82), and Bali (in 2018 = 72.17; in 2019 = 73.99). Meanwhile, the three provinces with the lowest IPA achievements in 2018 were Papua (42.41), East Nusa Tenggara (47.68), and West Papua (50.51). Meanwhile, in 2019, the three provinces with the lowest IPA 2019 achievements were Papua (46.20), East Nusa Tenggara (51.15), and Southeast Sulawesi (53.56).

Furthermore, preparing regulations requires coordination, intensive communication, and support from stakeholders who observe child protection. Since the preparation of regulations requires intensive discussion from the government, the completion time cannot be determined depending on effective communication from the relevant responsible institutions. While achieving the strategic targets of the Strategic Plan is less than the target of 7 (seven) regulations, only 4 regulations on child protection can be achieved, so DP3AKB still has to work hard to meet the targets of the Strategic Plan in 2018. Thus, it has yet to simultaneously achieve a fundamental change from a structural and cultural aspect. First, for reasons of structural change, of course, more based on the need for synergistic policies from various sectors in dealing with this problem. Not to mention specifically that the change agenda is still socializing and has not touched the fundamental aspects of structural and cultural change.

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