POLICY IMPLEMENTATION FOR PREVENTING VIOLENCE AGAINST CHILDREN AT THE LOCAL GOVERNMENT LEVEL: EVIDENCE FROM SOUTH BOLAANG MONGONDOW REGENCY, INDONESIA

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ABSTRACT

The prevention of violence against children represents a critical public policy challenge that requires effective implementation at the local government level to ensure the protection and fulfillment of children's rights. This study aims to analyze the implementation of policies for preventing violence against children in Kabupaten Bolaang Mongondow Selatan, with particular attention to planning, implementation, supervision, and determinant factors influencing policy performance. The research employed a descriptive qualitative approach, using in-depth interviews, non-participant observation, and document analysis to capture empirical evidence from policy implementers and relevant stakeholders. Data were analyzed inductively to identify patterns related to organizational capacity, communication, information systems, and task distribution. The findings indicate that policy implementation generally adheres to existing regulatory frameworks and administrative procedures and is supported by integrated mechanisms involving prevention, service delivery, case handling, assistance, and rehabilitation. Nevertheless, the effectiveness of these policies remains constrained by limited human resource capacity, uneven allocation of roles and responsibilities, and insufficient policy socialization to the community, which together reduce the preventive impact and contribute to the persistence of violence cases. The study highlights the importance of strengthening institutional capacity, improving communication and information systems, and enhancing supervision to achieve more effective and

sustainable child violence prevention. These findings underscore the significance of aligning policy design with local implementation capacity and provide practical insights for improving child protection policies at the regional level.

KEYWORDS: policy implementation, child violence prevention, public policy, child protection, local government

INTRODUCTION

Public policy implementation constitutes a critical phase in the policy cycle, as it translates formally adopted decisions into concrete actions and measurable outcomes. In the field of public administration, implementation is widely understood not merely as a technical or administrative process, but as a complex interaction among institutions, actors, resources, and socio-political contexts that determines whether policy objectives are achieved or fail in practice (Edwards III, 1980; Grindle, 1980; Van Meter & Van Horn, 1975). Nugroho (2009) and Winarno (2012) emphasize that even well-designed policies may produce suboptimal results if the implementation stage is weak, fragmented, or inadequately supported. Consequently, the study of policy implementation remains central to contemporary governance discourse, particularly in developing countries where institutional capacity, coordination, and accountability often vary significantly across regions.

Within this broader context, the prevention of violence against children has emerged as a pressing public policy concern at both global and national levels. Violence against children— whether physical, emotional, or sexual—constitutes a serious violation of human rights and poses long-term risks to individual well-being, social stability, and human capital development (Ratih Pratiwi, 2006; Santrock, 2007). International instruments such as the Universal Declaration of Human Rights (1948), the United Nations Convention on the Rights of the Child (1989), and various International Labour Organization conventions explicitly recognize children's rights to protection, survival, and development. In Indonesia, these commitments are reflected in Law No. 35 of 2014 concerning the Amendment to Law No. 23 of 2002 on Child Protection, which mandates the state and local governments to ensure that children are protected from all forms of violence and discrimination. Recent policy-oriented literature highlights that the effectiveness of child protection policies is strongly influenced by how well prevention strategies are institutionalized and implemented at the local level (Kadji, 2015; Keban, 2019).

Indonesia's demographic structure further reinforces the urgency of effective child protection policies. Data from the Central Bureau of Statistics, as cited in Profil Anak Indonesia (2020), indicate that children aged 0–17 years constitute approximately 31.6% of the total population, representing a strategic asset for national development. However, empirical evidence also reveals a persistent prevalence of violence against children. The National Survey on Children's and Adolescents' Life Experiences (SNPHAR, 2018) reports that 36.43% of boys and 19.35% of girls aged 13–17 have experienced physical violence, while emotional and sexual violence remain alarmingly high. These findings underscore that violence against children is not an isolated phenomenon but a structural social problem requiring systematic policy responses.

At the regional level, Kabupaten Bolaang Mongondow Selatan illustrates the practical challenges of translating national commitments into effective local action. Official data from the local Office of Child Protection show an increasing trend in reported cases of child violence between 2018 and 2022. Despite the existence of regulatory instruments, including the Regent Regulation of Bolaang Mongondow Selatan No. 10 of 2022 on the Prevention, Handling, Services, and Protection of Violence Cases against Women and Children, the upward trend in cases suggests potential weaknesses in policy implementation. This situation highlights the need for in-depth analysis of how prevention policies are planned, executed, and supervised within specific local governance settings.

The core problem addressed in this study concerns the gap between policy intent and policy outcomes in the prevention of violence against children. Although normative frameworks and institutional arrangements have been formally established, their practical implementation appears to be uneven and, in some respects, ineffective. Previous studies on policy implementation consistently identify issues such as limited human resource capacity, weak inter-agency coordination, inadequate information systems, and insufficient monitoring mechanisms as major obstacles (Pressman & Wildavsky, 1973; Hogwood & Gunn, 1984; Purwanto & Sulistyastuti, 2012). In the context of child protection, these obstacles may result in delayed responses to cases, incomplete reporting, and limited preventive outreach to communities.

In Kabupaten Bolaang Mongondow Selatan, the main research problem lies in understanding why the implementation of child violence prevention policies has not yet produced the expected decline in cases. This problem is multidimensional, encompassing managerial, organizational, communicative, and socio-cultural aspects. While prevention policies emphasize protection, prevention, service delivery, handling, assistance, and rehabilitation,

their effectiveness depends on how these components are operationalized by implementing agencies and supported by stakeholders at the community level.

From a general policy perspective, the literature suggests that effective implementation requires alignment among policy goals, institutional capacity, and environmental conditions (Van Meter & Van Horn, 1975). Edwards III (1980) identifies communication, resources, disposition, and bureaucratic structure as key variables influencing implementation outcomes. Similarly, Grindle (1980) emphasizes the importance of political and administrative contexts, arguing that implementation success is shaped by the interaction between policy content and the capacity of implementing institutions.

In the field of child protection, general solutions proposed in the literature include strengthening institutional coordination, enhancing human resource competencies, improving data and information systems, and fostering community participation (Kadji, 2015; Keban, 2019). These solutions are often framed within a governance approach that integrates governmental and non-governmental actors, such as families, civil society organizations, educational institutions, and law enforcement agencies. However, the effectiveness of these general solutions remains contingent upon local implementation dynamics.

More specifically, empirical studies on child protection policy implementation highlight the importance of organizational arrangements and role clarity among implementing actors. Torang (2016) argues that clear division of tasks and responsibilities, supported by appropriate delegation of authority, is essential for minimizing internal conflict and enhancing teamwork within public organizations. Inadequate alignment between personnel competencies and assigned tasks may undermine service quality, particularly in sensitive areas such as handling cases of child violence.

Furthermore, communication and information systems have been identified as critical enablers of effective policy implementation. Robbins (1996) and Forsdale (1981) conceptualize communication as a process of transmitting meaning and shared signals that sustain organizational systems. In child protection contexts, timely and accurate information facilitates case reporting, coordination among agencies, and informed decision-making throughout the stages of prevention, handling, and rehabilitation. Studies by Pramono (2020) and Keban (2019) also emphasize that weak communication channels and limited understanding of policy objectives among frontline implementers often result in fragmented service delivery.

Another strand of the literature focuses on supervision and control mechanisms as determinants of implementation effectiveness. According to Robbins, as cited in Torang

(2014), leaders play a central role in monitoring organizational activities to ensure conformity with plans and standards. In public sector settings, supervision is closely linked to accountability, transparency, and continuous improvement (Frederickson et al., 2012). In the context of child violence prevention, effective monitoring enables early detection of implementation gaps, procedural deviations, and emerging challenges, thereby supporting corrective action.

In addition, several studies stress the importance of community support and stakeholder engagement. Child protection policies are more likely to succeed when families, community leaders, and social institutions actively participate in prevention efforts and reporting mechanisms (Ratih Pratiwi, 2006; Santrock, 2007). However, insufficient socialization and public awareness may limit community involvement, reducing the overall impact of preventive policies.

Despite the extensive body of literature on policy implementation and child protection, there remains a limited number of in-depth qualitative studies that integrate managerial, organizational, informational, and supervisory dimensions within a specific local government context. Most existing studies tend to focus on normative frameworks or national-level policies, with less attention to how local institutions operationalize prevention strategies in practice. In Kabupaten Bolaang Mongondow Selatan, empirical evidence on the interaction among planning, implementation, supervision, and determinant factors such as organization, information systems, policy object support, and division of tasks is still scarce. This gap limits a comprehensive understanding of why policy outcomes diverge from policy intentions in this setting.

In response to this gap, the present study aims to analyze and describe the implementation of policies for preventing violence against children in Kabupaten Bolaang Mongondow Selatan, focusing on the stages of planning, implementation, and supervision, as well as the determinant factors influencing policy implementation. The novelty of this study lies in its integrative qualitative approach, which examines implementation not only as an administrative process but also as a dynamic interaction among organizational capacity, information flows, stakeholder support, and task allocation. By grounding the analysis in empirical data from interviews, observations, and document studies, this research contributes to the refinement of implementation theory and offers context-specific insights for improving child protection policies at the local government level.

METHODOLOGY

This study employed a descriptive qualitative approach to explore and understand the implementation of policies for preventing violence against children in Kabupaten Bolaang Mongondow Selatan. A qualitative design was selected because it enables an in-depth examination of policy processes in their natural context and emphasizes meaning, interaction, and institutional dynamics rather than statistical measurement (Bogdan & Taylor, 1993; Moleong, 2000; Bungin, 2008). The research focused on policy implementation stages—planning, implementation, and supervision—as well as determinant factors, including organizational arrangements, information systems, policy object support, and the division of tasks and responsibilities, in line with established policy implementation frameworks (Edwards III, 1980; Kadji, 2015).

Data were collected through in-depth interviews, non-participant observation, and document analysis, allowing triangulation to enhance data credibility and trustworthiness (Moleong, 2000). Informants were selected purposively based on their roles and involvement in child violence prevention policies, ensuring access to information-rich perspectives (Patton, 1986). The researcher served as the primary research instrument, supported by interview guides and observation notes developed through systematic stages of instrument preparation and revision. Data analysis was conducted inductively and continuously using domain, taxonomic, componential (exponential), and thematic analysis, enabling the identification of patterns, relationships, and meanings across data sources (Bungin, 2008). Ethical considerations were addressed through formal research permits and adherence to confidentiality and institutional research standards, ensuring that the study met academic and ethical requirements.

RESULT AND DISCUSSION

The implementation of policies for preventing violence against children in Kabupaten Bolaang Mongondow Selatan is fundamentally directed toward ensuring the restoration of children's rights as victims of violence, providing legal protection and assistance, promoting social justice, increasing public awareness of children's rights, and guaranteeing that every child can live, grow, develop, and participate appropriately while being protected from violence. These objectives are operationalized through integrated efforts in prevention, protection, service delivery, case handling, assistance, and rehabilitation, as mandated by the Regent Regulation of Bolaang Mongondow Selatan No. 10 of 2022 concerning the Prevention, Handling, Services, and Protection of Violence Cases against Women and

Children. From a theoretical standpoint, violence against children includes physical, psychological, and sexual abuse, typically perpetrated by individuals responsible for children's welfare, and is characterized by actual or potential harm to children's health and well-being (Bagong Suyanto & Sri Sanituti, 2002). Empirical findings from interviews, observations, and document analysis indicate that policy implementation generally follows existing technical guidelines, standard operating procedures, and administrative regulations. Nevertheless, the effectiveness of implementation varies across stages and remains strongly influenced by organizational capacity, communication patterns, and the competence of human resources.

The planning stage constitutes a crucial foundation for policy implementation in the prevention of violence against children. In Kabupaten Bolaang Mongondow Selatan, planning begins with the identification and analysis of needs related to child protection and the fulfillment of children's rights. This process is primarily carried out by organizational units responsible for child protection and child development services, which are tasked with formulating technical and operational policies, facilitating coordination, and conducting policy socialization. Program formulation follows through the selection of activity alternatives aligned with policy objectives, projections, and available resources, as well as with applicable technical guidelines. Planning documents generally include annual activity plans, implementation schedules, types of activities, and performance targets. The realization of these plans depends on cross-sectoral synchronization and the availability of proportional budget allocations, as financial resources constitute a key supporting factor for translating policy intentions into concrete actions. These findings are consistent with the view that planning is a deliberate and systematic decision-making process concerning future actions aimed at achieving predetermined organizational goals (Siagian, as cited in Sawir, 2021). Although planning in this context can be considered procedurally sound and goal-oriented, its effectiveness ultimately depends on the strength of subsequent implementation and supervision processes.

Policy implementation in the prevention of violence against children is closely linked to managerial and administrative dimensions. The findings show that implementation is understood as a process encompassing planning, organizing, implementation, and supervision, reflecting classical management functions. Keban (2019) situates these functions within the management dimension of public policy, emphasizing the integration of planning, organizing, and controlling with the management of human, financial, physical, informational, and political resources. Despite the existence of administrative structures and

procedures, the outcomes of implementation have not fully met policy expectations, particularly with regard to reducing the number of violence cases. Official data indicate a consistent increase in reported cases between 2018 and 2022, suggesting that preventive efforts have not yet generated a significant deterrent effect. This discrepancy points to a gap between procedural compliance and substantive outcomes, which may be attributed to limited human resource capacity, especially in the areas of service management, case handling, and reporting.

Communication and information systems emerge as critical determinants of policy implementation effectiveness. The study demonstrates that clear communication and reliable information flows among implementers and stakeholders facilitate timely reporting, rapid response, and coordinated case handling. Conversely, the absence of reporting, even when cases are known, effectively limits the reach of policy implementation and weakens preventive efforts. Institutional mechanisms such as the Integrated Service Center for Women and Children Empowerment (P2TP2A) play an important role in enhancing coordination across sectors by integrating actors from various backgrounds and areas of expertise. This finding aligns with Forsdale's (1981) definition of communication as a process through which systems are established, maintained, and modified through shared signals, as well as Robbins' (1996) conception of communication as the transmission of meaning through symbols and language. Beyond internal coordination, external communication through socialization and education activities is essential for increasing public awareness of child violence prevention policies. However, the findings indicate that such activities remain uneven and have not yet reached all segments of society, thereby limiting community participation in prevention and reporting.

Supervision constitutes another central component of policy implementation, encompassing both monitoring and control functions. Monitoring is intended to assess the quality of implementation performance over time, evaluate conformity with plans, and identify constraints encountered during implementation. In the context of child violence prevention, monitoring focuses on service delivery to victims, case handling procedures, assistance during post-trauma recovery, and physical and psychological rehabilitation. The study finds that monitoring is conducted continuously through coordination meetings, routine briefings, and evaluation sessions, which enable implementers to track progress, identify deviations, and formulate corrective measures. Control functions are primarily exercised by organizational leaders, who are responsible for directing implementation, organizing resources, and ensuring compliance with established procedures. Robbins, as cited in Torang

(2014), emphasizes that leadership oversight is essential for ensuring that organizational activities align with planned objectives. The findings further suggest that effective supervision is closely associated with improved coordination, reduced procedural errors, and enhanced service quality, underscoring its importance for policy effectiveness.

Several determinant factors further shape the implementation of policies for preventing violence against children. Organizational arrangements influence how tasks, authority, and responsibilities are distributed, as well as how coordination and communication are maintained among implementers. According to Torang (2014), organizing involves structuring roles, workflows, and relationships among individuals to achieve collective goals. In practice, effective organizing requires clear job descriptions, appropriate delegation of authority, and collaborative working relationships. Given the sensitive and complex nature of child violence cases, organizational weaknesses may result in serious social and legal consequences, whereas effective implementation can foster a sense of security, justice, and social protection for victims and communities. Information systems also play a vital role by supporting internal decision-making and external engagement with communities. Accurate and timely information enables implementers to identify cases, understand contextual factors, and determine appropriate interventions, including advanced assistance and rehabilitation measures.

Policy implementation is further influenced by the support of policy objects, including families, communities, private actors, social institutions, and educational organizations. Preventive efforts are implemented through integrated approaches emphasizing coordination, partnership, and social rehabilitation services. However, the study reveals that the division of tasks and responsibilities among implementers has not yet been fully optimized, largely due to limited human resources and uneven competency distribution. Clear delegation of tasks and alignment between individual capacities and assigned roles remain significant challenges that affect implementation outcomes.

CONCLUSION

The findings of this study demonstrate that the implementation of policies for preventing violence against children in Kabupaten Bolaang Mongondow Selatan has been carried out in accordance with formal regulatory frameworks, particularly Regent Regulation No. 10 of 2022, and is supported by established administrative procedures and institutional arrangements. Policy planning has generally been conducted in a systematic and goal-oriented manner, while implementation encompasses preventive actions, service provision,

case handling, assistance, and rehabilitation. However, the study reveals that these processes have not yet produced optimal outcomes, as reflected in the continued increase in reported cases of violence against children over recent years.

The main constraints identified include limited human resource capacity, uneven distribution of tasks and responsibilities, and insufficient competence among implementing personnel in managing services and handling cases. In addition, weaknesses in policy socialization and community outreach reduce public awareness and participation, thereby limiting the effectiveness of preventive efforts. Although coordination mechanisms and information systems exist, their utilization remains inconsistent across sectors.

This study contributes to the existing body of knowledge on public policy implementation by providing an integrative qualitative analysis that links managerial functions, organizational arrangements, communication systems, and supervision mechanisms within a local government context. It highlights the importance of aligning institutional capacity with policy objectives in sensitive policy domains such as child protection. Future research is recommended to examine comparative regional cases and to incorporate quantitative assessments of policy outcomes in order to further refine strategies for effective child violence prevention.

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