

## Implementation Of Women Empowerment And Children Protection Program (Study On The Women And Children Protection Unit Of Bojonegoro Regency 2020)

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### ABSTRACT

The emergence of gender inequality issue has become a serious problem in the country development, especially the distribution of social welfare. Various national efforts as outlined in the form of legitimacy aim to encourage the role, position and quality of women to be further increased, to realize gender equality, especially in Bojonegoro Regency. One of them is by involving women as one of the active stakeholders in dealing with issues related to gender, through the Women Empowerment program and child protection. The purpose of this research was to describe and analyze two problem formulations, they were: How was the implementation of the Women Empowerment and children protection program in the women and children protection unit of Bojonegoro Regency in 2020, which was described and analyzed using George Edward III's Public Policy Implementation Model Theory as a starting point. measure the success of the establishment of the PPA Unit in the Women Empowerment and children protection program. The researcher used descriptive qualitative research method using purposive sampling technique. The data collection methods used interview techniques, observation, literature study and documentation. Then, data processing was carried out using the Miles and Huberman interactive model and triangulation. The results of this research indicated that the responsibility of Bojonegoro Regency government in supporting Gender Mainstream was evidenced by the existence of women empowerment and children protection programs through the task force for women and children protection that have been effectively implemented in the community. Basically, the services provided by members of the Satgas PPA in assisting the government in carrying out their duties to deal with problems of women and children had so far worked according to their main duties and functions. However, it had not been able to run optimally due to several variables that were not optimal in their application.

## INTRODUCTION

Gender equality and justice has been a worldwide concern since the 21st century. The emergence of gender inequality issue has become a serious problem in the country development, especially the distribution of social welfare (Cholil, 2011). As a form of implementing the ratification in realizing gender equality, the Indonesian government issued Law Number 7 of 1984 concerning the Elimination of All Forms of Discrimination Against Women. In this case, the role of local governments is needed in an effort to encourage the role, position and quality of women to be further increased, to realize gender equality from the regional to the central level.

One of them is Bojonegoro Regency Government which already had regulations related to gender, such as Regional Regulation (Perda) No. 10/2011 concerning Services for Women and Children Victims of Violence in Bojonegoro Regency. With the existence of this regional regulation, in 2015 Pokja PUG was formed. However, hidden issues related to the gender gap are still a scourge for Bojonegoro Regency government. Various problems related to gender inequality do not only occur due to the lack of comprehensive linkage of gender issues in development. However, it is caused by structural and cultural factors which will have an impact on development. According to Himmah (Famelasari, 2021, p. 128) the problems related to gender in Bojonegoro Regency are cases of sexual violence which are still high, the number of divorce cases, underage marriages, and women's health. Culturally, the practice of patriarchal culture is still attached in Indonesia, especially in Bojonegoro Regency which is still thick with this culture, one of which is the practice of early marriage. According to

Religious Courts, there were 612 underage couples in 2020, compared to the previous year which only reached 199 cases. The increase in marriages accounted for 207,5% (Kuswan, 2020). The factor that causes early marriage was because of the culture that was still attached to the minds of some residents of Bojonegoro Regency who think that school is only to abort their obligations. The practices found in this social community will later have an impact on development products.

The urgency of handling issues related to women and children have not become a top priority in development in Bojonegoro Regency. Nevertheless, several efforts to create gender equality and justice have been carried out by Bojonegoro Regency government, one of which is through the Women and Children Protection Program, the Office of Women Empowerment, Child Protection and Family Planning (DP3AKB), it is the formation of the Women and Children Protection Task Force (Satgas PPA) in 2019 which was specially formed by the local government to assist the government in dealing with cases/problems related to women and children (DP3AKB, 2021). However, in 2020 the number of cases of violence handled by DP3AKB of Bojonegoro Regency was still 61 cases of violence. In fact, there was an increase from the previous year, which was around 17.31% from 2019 which was at 52 cases. Whereas in 2018 it has decreased from 2017 which amounted to 42 cases to 35 cases of violence.

From the two problems occurred in Bojonegoro Regency, including cases of child marriage and cases of violence against women and children, the existence of the Satgas PPA is expected to be able to accelerate the improvement of women's

quality of life in women empowerment programs, especially women's groups in the village by positioning them as one of the one active stakeholder.

## LITERATURE REVIEW

### Public Policy Implementation

According to Anderson (1998) Public Policy is an action that has a purpose accompanied by action by a person or group to find a solution to a problem (Muadi, 2016, p. 197). This goal will not work without the implementation of the public policy itself. The implementation of public policy is a program or activity after the ratification of the policy in the form of legal legality. Broadly speaking, the implementation of policies as described by Jann & Wegrich (2007) are: More specific program details, allocation of resources, and decisions. In the process, the implementation of public policy, of course, involves all sectors, such as economic, social, political, and environmental. Because these sectors are very influential on the behavior of all parties, especially related parties (stakeholders) (Ramdhani and M. Ali Ramdhani, 2017, p. 4). Edward III (1984:9-10) began to introduce to the world about approaches to policy implementation problems by using the variables of factors that support and hinder a success in policy implementation. According to George C Edward III there are 4 (four) variables to identify at the time of policy planning to the source of the problems that occur, (Akib, 2010, p. 3) such as:

#### 1. Communication

Communication is the initial capital in an implementation which has a role as a medium for delivering messages between implementers (program implementers) and policy makers. Ideally, the direction of

communication in policy implementation is not only from the top down, but also from the bottom up. If both of them provide clarity, information disclosure, then the implementation goals itself will be easily achieved. That is, in order to realize effective implementation, implementers and policy makers must understand very well what are the goals to be realized in implementation and are right on target. The most important thing in implementing policy communication must be transmission, consistency, and clarity. The rules in implementing the policy must be conveyed consistently, clearly, credible and in detail to implementers who have good quality and electability. Otherwise, miscommunication between the two may occur and the results of the implementation will not be optimal. The most important thing in policy implementation actually lies in how committed and consistent political actors are (Nurani, 2009).

#### 2. Resource

After the communication between implementers and policy makers. Resources are no less important as well as their role in policy implementation. The resources include competent staff in carrying out their duties, orders, and suggestions from various parties. In addition, there must be a balance between the skills to be possessed and the number of staff required (Nuraini, 2017, p. 21).

#### 3. Dispositions

Bureaucratic attitude is a characteristic and character possessed by policy implementers, including: discipline, honesty, commitment, intelligence, fairness, and democracy. The success

or failure of the objectives of the policy depends on the implementor.

#### 4. Bureaucratic Structure

Policy implementers have the authority to carry out their duties and authorities. The duties and authorities are intertwined with the bureaucratic structure in institutional or individual positions as actors implementing policies. In general, the bureaucracy has a standard reference in working, this is usually stated in the work procedure or commonly known as Standard Operating Procedures (SOP) (Ramdhani, 2017, p. 5).

Public policy is formed from a series of structured steps carried out by political actors, groups, and communities to solve a problem that exists in their respective spheres, with the aim of realizing the common good. In its implementation, it requires the efforts of political actors who have the capacity and capability to be incorporated into the work program. There is a strategic program of Bojonegoro Regency Government in empowering women down to the village level, through a process of community recruitment, especially women to assist the government in dealing with the problems of women and children who are members of the Women and Children Protection Task Force (Satgas PPA). To deepen the study of policy implementation, this research focused on the behavior of program implementers, it is members of the task force for the protection of women and children who are responsible for working programs against targets. It also considers several aspects such as the relationship between political, economic and social stakeholders who are involved with the work program. In this case, the strength of this network also greatly influences the implementation of

policies, both positive and negative impacts (Ramdhani, 2017, p. 19). Thus, the government has a strategic position in the policy formulation process, from preparation, planning, determination to the policy implementation stage.

#### **Women Empowerment and Children Protection Program**

Women empowerment program can be explained in general that it is a process that can assist the government in realizing gender equality and justice through gender mainstreaming strategies. This program is run by the Division of Women and Children Empowerment, Office of Women Empowerment, Children Protection and Family Planning (DP3AKB). The policy directions for the development of Women Empowerment Program for Children Protection and Family Planning are based on strategic issues in the field of Women Empowerment and Children Protection DP3AKB Bojonegoro Regency, including:

- a. Gender mainstreaming and children's rights
- b. Protection of women and special protection of children
- c. Improved coordination and cooperation with agencies, institutions, community organizations and the business world as well as the media in the fulfillment of children's rights and protection
- d. Increasing women's participation in development
- e. Accuracy of gender and child data and information.

It is encouraged by various advocacy activities and socialization of policies to prevent violence against women and the formation, operationalization and strengthening of forums for preventing

violence against women involving various parties as well as providing facilities and infrastructure for preventing violence against women involving parties and providing complaint and assistance services for women victims of violence.

### **Task for the protection of women and children (SATGAS PPA)**

Based on Permen PPPA 6/2017 concerning the Task Force for Handling Women and Children Problems (SATGAS PPA) is a task force formed by the local government to deal with women and children's problems that are reported to women and children service organizations. The intended child protection is someone who has not been 18 (eighteen) years old yet, including children who are still in the womb.

Community involvement in dealing with women and children's problems is one of the prerequisites for Gender Mainstreaming used by the government in empowering women. As proof that in resolving gender issues it is not only the responsibility of the government, but also involving the community to contribute to the prevention and handling of social problems that exist in society. The elements involved come from various levels of society, including families, non-governmental organizations, community leaders, religious leaders, traditional leaders, lawyers, psychologists, social workers, health workers, psychiatrists, or other task force members related to women and children who have been formed in the area.

## **RESEARCH METHODOLOGY**

### **Research Type**

The research type used was a qualitative approach. Qualitative research

method was an approach used to deepen and understand a major phenomenon. The stages in this research included: collecting information that had been conveyed by participants or informants in the form of text or words, then the researcher analyzed the data and then the researcher described the data descriptively based on the behavior of the people being observed (S. Margono, 2004, p. 36)

### **Research Subjects and Locations**

This research used the technique of determining informants based on special criteria with the consideration that the informants understood the details of the research subject. This technique was known as the purposive sampling technique. The research location was conducted in Bojonegoro Regency.

### **Data Collection Techniques**

#### **a. Interview**

The interview method conducted by the researcher was by making a list of structured questions and using the In-depth Interview technique as a data collection technique.

#### **b. Observation**

The researchers got data and information related to research based on observations of informants through their actions or activities.

#### **c. Library Research**

This data collection technique used data sources from various documents related to the Children Empowerment and Protection Program (Study on the Women and Children Protection Task Force of Bojonegoro Regency in 2020) obtained online from the official website and other internet sources.

## **RESULT AND DISCUSSION**

## Implementation of the Women Empowerment and Children Protection Program in the Task Force for the Protection of Women and Children in Bojonegoro Regency in 2020

To optimize the role of the SATGAS PPA in October 2019, the Women Empowerment and Children Protection program in activities to improve the protection of women's rights, DP3AKB advocated and disseminated prevention policies on women, as well as strengthening forums for preventing violence against women involving various parties by providing training to all members of the Satgas PPA, in which totaling 1,600 people from the village level to the district level. The agenda run for 7 consecutive days. In order to make the activities more effective, the training was held alternately according to the division of the task force area and the training schedule. The existence of this Satgas PPA was a form of accountability from the local government to the community in an effort to fulfill the rights of women and children as regulated by law. Armed with training provided by Bojonegoro Regency government, the Satgas PPA became more aware of how to approach the community in preventing acts of violence.

Women became one of the targets in women empowerment and children protection activities, for example in Kepohbaru Sub District, there were 100 female and 1 male task forces (Hanik, Umami, personal communication, June 21, 2021). This means that the purpose of establishing the Satgas PPA was not only as a facilitator in preventing violence against women and children, but also as a forum to empower women by increasing capacity building, because most of the members of the Task Force are women. The important

point was the placement of women as one of the active stakeholders.

Based on these data, the Satgas PPA was a form of local government responsibility in implementing gender mainstreaming policies through the work programs of the women empowerment and children protection service. There were two levels of public policy levels, including at the national and regional level. The form of policies in the regions was part of the delegation of authority at the central level to regional leaders, so that the substance of the policy was very influential on the effectiveness of policy implementation in influencing the correlation with policy targets which in turn will affect the desired result. The effectiveness of the policy was largely determined by the implementer of the policy, the substance of the policy, and the policy environment (Tachjan, 2006, p. 18). Therefore, the success rate of the women and children empowerment program through the Satgas PPA could be analyzed using the policy implementation model developed by George Edward III (1980), as follows:

### 1. Communication

Communication and coordination between civil society and government agencies is one part of the alignment in guiding the implementation of policies so as to produce a solution to integrate the policies that have been issued by KEMENPPA 6/2017. Communication that occurred in the internal program, it was between policy implementers (SATGAS PPA) and Policy Makers (Local Government) had been going well, the use of revolution 4.0 technology made communication between the Satgas PPA and DP3AKB easier.

DP3AKB controlled and supervised the development of the PPA task force through the WhatsApp group application (Hidayati, F.S, personal communication, June 16, 2021).

In terms of internal communication, it had been effective and efficient because it could be monitored at any time and found out information for quick handling. Edward III also described communication into several dimensions, one of which is the transmission dimension, which required that the objectives of the policy were not only for policy implementers, but must also be conveyed to targets and other parties related to policy. From this transmission dimension, the obstacle was when the Satgas PPA socialized to the community, because people had different backgrounds, so that with the socialization carried out by the Satgas PPA, some respond well, some were still confused, some didn't want to receive socialization by ignoring the activities of the Satgas PPA. In addition, socialization that was carried out online was also less effective to do. This was because the Satgas PPA could not see directly how the community responds to the socialization that had been provided by the Satgas PPA.

## 2. Resources

After the communication between implementers and policy makers, that was coupled with the use of resources, it could be in the form of competent staff in carrying out their duties, orders, and suggestions from various parties. In addition, there might be a balance between the

skills to be possessed and the number of staff required (Nuraini, 2017, p. 21). There were 1,600 Satgas PPA members spread throughout Bojonegoro Regency, in each village there were 2-3 Satgas PPA members, consisting of various elements of civil society such as: teachers, family, *Jama'ah Tahlil*, PKK, and others. Those who were already competent in their fields, because those involved in the task force are volunteers, meaning they have interests, experience, connections and abilities in assisting women and children. Meanwhile, the Satgas PPA coordinator/chairman was chosen by the members, who were then proposed to be the coordinator/chairman (Hanik, Umami, personal communication, June 21, 2021).

Most of the human resources in the Satgas PPA were women/mothers. They had worked according to their duties as promotives, but they were not stuck in curative activities (acting after a case occurred). They initiated new social activities, activities that were preventive.

In terms of financial resources (funds) the members of the Satgas PPA were given a cash incentive of Rp. 100,000/month, while for other social activities they used personal money to drive these activities. So far, the regency government had not provided facilities to support the success of the program. The current obstacle was inadequate facilities. So, the government needed to review the budget to provide facilities provided to the Satgas PPA to be more gender responsive. In the Women

Empowerment and children protection program, a gender responsive analysis had not been carried out.

### 3. Attitude of Bureaucracy or Implementers

Bureaucratic attitude is a characteristic and character possessed by policy implementers, including: discipline, honesty, commitment, intelligence, fairness, and democracy. The success or failure of the objectives of the policy depended on the implementor. So far, the attitude of the Satgas PPA members had met the characteristics of the Edward III policy implementation model. SATGAS PPA Force members had commitment, discipline, and intelligence in implementing policies. Although based on the information provided by the informants, there were still reports that were not true, DP3AKB was still trying to assist them in compiling the report because the Satgas PPA was a side job, sometimes they prioritized their main job.

This meant that the attitude of policy implementers had been seen in terms of responsibility, discipline, commitment and intelligence in innovating in initiating preventive activities so far it has been good, but improvements were needed so that policy implementation was carried out properly.

### 4. Organizational Structure

Policy implementers had the authority to carry out their duties and authorities. In general, the bureaucracy has a standard reference in working, this was usually stated in the work procedure or commonly

known as Standard Operating Procedures (SOP). SATGAS PPA already had Standard Operating Procedures (SOP) provided by the Bojonegoro Regency Government. In practice, not all members of the Task Force were aware of the Standard Operating Procedures (SOP) that should be implemented.

Basically, the services provided by members of the SATGAS PPA in assisting the government in carrying out their duties to deal with women and children's problems had so far worked according to their main functions. With SATGAS PPA, women were more daring to voice their rights, this was a factor why after the SATGAS PPA cases of violence increased because women were more daring to report related cases they experience. Finally, after Satgas PPA was established, the public knew about forms of violence, reporting flows and solutions to problems, and more daring to speak up.

## POLICY IMPLICATIONS AND RECOMMENDATIONS

1. It is needed to improve the performance carried out by the PPA task force, there must be new innovations, so that all the people of Bojonegoro Regency are aware of the existence of the SATGAS PPA. Because socialization is only carried out in women's groups, it should also be conveyed to civil society/individuals because not all women are members of women's groups/organizations, so that the whole community will benefit from the existence of the SATGAS PPA.
2. The Office of Women Empowerment for Children and Family Protection

must conduct a gender responsive analysis before the program runs, in order to create a strategy that ensures justice for women and men in accessing, participating, making decisions and enjoying the benefits of development equitably.

3. The recruitment process for members of the SATGAS PPA must be open to the public.
4. The SATGAS PPA needs to make 24-hour service and complaint media.
5. It is necessary to budget for the facilities needed by SATGAS PPA in supporting performance.

## CONCLUSION

Based on the data exposure and analysis results, it can be concluded that the program for women empowerment and children protection through the SATGAS PPA in preventing violence and protecting women and children could be seen from the Edward III Policy implementation model which linked that the success of a program could be seen from the variables of communication, resources, bureaucratic attitude or implementation, and the existing bureaucratic structure effectively and efficiently implemented in the community and basically the services provided by members of the SATGAS PPA in assisting the government in carrying out their duties to deal with women and children's problems, so far have worked according to their main functions. With the SATGAS PPA, women were more daring to voice their rights, this is a factor why after the SATGAS PPA cases of violence increased, because women were more daring to report related cases they experienced. However, the performance of SATGAS PPA members had not been able to run optimally. There were several

variables that had to be improved, from the Resource Variables and Organizational Structure not all members of the SATGAS PPA were aware of the Standard Operating Procedure (SOP), this had an impact on the communication made to the community, when the SATGAS PPA conducted socialization to the community the response received by the community was still varied, some responded well, some were still confused, some did not want to accept socialization by ignoring the activities of the SATGAS PPA. In this case, it was necessary to increase the capacity building of members of the SATGAS PPA in order to make a strategy so that what was conveyed was well absorbed by the community.

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