

IMPLEMENTATION OF CHILD-FRIENDLY REGENCY REGULATION IN PREVENTING CHILD SEXUAL VIOLENCE

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ABSTRACT

Child protection is a strategic issue in human development, yet cases of child sexual violence continue to rise despite the existence of regulatory frameworks. This study aims to analyze the implementation of the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* concerning the Implementation of Child-Friendly Regencies (*KLA*) in preventing child sexual violence in Sabu Raijua Regency. Utilizing a qualitative case study approach, data is collected through in-depth interviews, non-participatory observation, and documentation involving 25-35 informants selected via purposive and snowball sampling. The results highlight a significant gap between normative policy objectives and empirical reality, influenced by resource limitations, weak cross-sectoral coordination, and the dominance of customary dispute resolution mechanisms over formal legal processes. It is concluded that the effectiveness of the *KLA* policy relies heavily on balancing the policy content with the local socio-cultural implementation context, requiring strategic capacity building and community literacy enhancements to ensure comprehensive child protection

Keywords: *Child-Friendly Regency, Policy Implementation, Sexual Violence, Grindle Theory, Customary Law*

A. INTRODUCTION

Child protection constitutes an integral component of sustainable human development. As a vulnerable group, children require special protection from various forms of violence, particularly sexual violence, which has long-term psychological, social, and developmental consequences. Despite the existence of national regulatory frameworks on child protection and their derivative policies at the regional level, cases of child sexual violence continue to show alarming trends in several regions of Indonesia, including Sabu Raijua Regency. Sabu Raijua Regency, categorized as a 3T region (underdeveloped, frontier, and outermost), faces structural challenges in public service delivery, including child

protection services. Its fragmented archipelagic geography, limited human resources, inadequate infrastructure, and the strong influence of customary values constitute contextual factors that affect policy implementation in the region. In response to these issues, the local government enacted the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* concerning the Implementation of Child-Friendly Regency (*KLA*). This regulation aims to institutionalize the local government's commitment to fulfilling and protecting children's rights in a systematic, planned, and sustainable manner. However, policy implementation does not always correspond to the normative objectives outlined in regulatory documents. From the perspective of policy implementation theory, particularly the model proposed by Merilee S. Grindle, the success of implementation is influenced by two main dimensions: the content of policy and the context of implementation. In Sabu Raijua Regency, local socio-cultural dynamics—including the dominance of customary dispute resolution mechanisms over formal legal processes—represent critical contextual factors affecting the effectiveness of the *KLA* policy in preventing and addressing child sexual violence. Therefore, this study aims to analyze the implementation of the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* concerning the Implementation of Child-Friendly Regency in preventing child sexual violence in Sabu Raijua Regency, by examining the alignment between policy substance and empirical realities in the field.

B. LITERATURE REVIEW

Child Protection and Sexual Violence

Child protection is fundamentally rooted in the recognition of children's rights as human rights. The global commitment to child protection has been strengthened through the Convention on the Rights of the Child (CRC), which emphasizes the obligation of states to protect children from all forms of violence, abuse, neglect, and exploitation. Sexual violence against children represents one of the most severe violations of these rights due to its multidimensional impact, including psychological trauma, social stigma, educational disruption, and long-term vulnerability.

Studies on child sexual violence consistently indicate that structural inequality, weak institutional capacity, and socio-cultural norms significantly influence both the occurrence of violence and the effectiveness of response mechanisms. In many developing regions, formal legal systems coexist with informal or customary mechanisms that may prioritize social harmony over victim-centered justice. This duality often creates challenges in ensuring comprehensive protection and legal accountability.

Child-Friendly Regency (*KLA*) as a Local Governance Strategy

The Child-Friendly Regency (Kabupaten Layak Anak/*KLA*) policy represents a decentralized governance approach aimed at integrating child rights principles into local development planning. The *KLA* framework requires cross-sectoral coordination among government agencies, civil society, law enforcement institutions, and community actors to ensure the fulfillment of children's rights

across clusters, including civil rights, family environment, health, education, and special protection.

The effectiveness of *KLA* implementation depends not only on regulatory formulation but also on institutional readiness, resource availability, inter-agency collaboration, and community participation. Previous research on *KLA* implementation in various regions of Indonesia reveals that administrative commitment does not automatically translate into substantive child protection outcomes. Implementation gaps often emerge due to limited budget allocation, weak monitoring systems, and insufficient public awareness regarding child rights.

Policy Implementation Theory: Grindle's Framework

This study adopts the policy implementation framework developed by Merilee S. Grindle. According to Grindle, implementation success is influenced by two primary dimensions: content of policy and context of implementation.

The content of policy includes the clarity of objectives, types of benefits produced, degree of change required, target groups, allocation of resources, and the implementing agencies involved. A policy with well-defined objectives and adequate resources is more likely to achieve its intended outcomes.

The context of implementation refers to the broader political, institutional, and socio-cultural environment in which a policy operates. This includes power relations among actors, institutional capacity, compliance mechanisms, and prevailing social norms. Even a well-designed policy may fail if the implementation context does not support its objectives.

In regions characterized by strong customary institutions, such as Sabu Raijua Regency, socio-cultural dynamics play a decisive role in shaping policy outcomes. Customary dispute resolution mechanisms may function as informal governance structures that influence community responses to child sexual violence cases. While such mechanisms may preserve social cohesion, they may also conflict with formal legal procedures and child protection principles.

Research Gap

Although previous studies have examined child protection policies and *KLA* implementation in various regions, limited research has specifically explored the interaction between formal child protection regulations and customary dispute resolution systems in archipelagic and 3T regions. The socio-cultural complexity of Sabu Raijua Regency provides a distinctive context for analyzing how policy content and implementation context interact in practice.

Therefore, this study contributes to the literature by analyzing the implementation of the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* on Child-Friendly Regency through Grindle's framework, emphasizing the interplay between regulatory substance, institutional capacity, and socio-cultural structures in preventing child sexual violence.

C. METHOD

This study employs a qualitative approach using a case study design. This approach enables an in-depth understanding of policy implementation dynamics within the specific social, cultural, and institutional context of Sabu Raijua

Regency.

The research was conducted in Sabu Raijua Regency, East Nusa Tenggara Province, Indonesia. The study focuses on the implementation of the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* concerning the Implementation of Child-Friendly Regency, particularly in relation to the prevention and handling of child sexual violence cases.

Data were collected through:

1. In-depth interviews with 25–35 informants selected using purposive and snowball sampling techniques. Informants included local government officials, law enforcement officers, educators, customary leaders, community leaders, and other stakeholders involved in child protection efforts.
2. Non-participant observation to examine institutional practices and policy implementation dynamics.
3. Document analysis of relevant regulations, official reports, case data, and other supporting documents.

Data analysis was conducted using an interactive model consisting of data reduction, data display, and conclusion drawing/verification. To ensure validity and reliability, the study applied source and method triangulation.

The analytical framework is based on Grindle's policy implementation theory, examining both the content of policy and the context of implementation to identify factors influencing the effectiveness of the Child-Friendly Regency policy in preventing child sexual violence in Sabu Raijua Regency.

D. EXPLANATION

The implementation of the Child-Friendly Regency (*KLA*) policy in preventing child sexual violence in Sabu Raijua Regency exhibits profound complexities when evaluated through the dimensions of policy content and the context of implementation. While the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* sets a normative standard for protecting children, empirical evidence demonstrates a contrasting reality. Data from the *UPTD* for the Protection of Women and Children indicates that child sexual violence cases in Sabu Raijua actually increased from 17 cases in 2022 to 25 cases in 2024. This gap between the normative goals of the policy and the empirical reality illustrates that the existence of regulations does not automatically guarantee effective child protection. By utilizing Merilee S. Grindle's (1980) policy implementation theory, which treats implementation as a complex political and administrative interaction, this study dissects the implementation of the *KLA* policy through two primary dimensions: the content of the policy (content of policy) and the implementation environment (context of implementation).

Analysis of Policy Content

The content of the policy refers to the substantive characteristics that determine the direction and form of child sexual violence prevention. It encompasses the clarity of objectives, the targeting of beneficiaries, and the resources allocated to execute the policy.

a. Clarity of Objectives and Prevention Orientation

Normatively, the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022*

aims to regulate the strengthening of the child protection system, violence prevention, service provision, and multi-stakeholder collaboration. The policy attempts to mainstream child rights into regional development processes through institutional strengthening and cross-sectoral coordination. However, when translated into actionable prevention measures at the grassroots level, the policy's orientation often lacks operational clarity. The design of the policy struggles to adapt to the geographic and socio-economic realities of an archipelagic and underdeveloped region (3T). Consequently, while the legal framework exists, the strategic execution of preventive programs—such as early detection mechanisms, comprehensive education for families, and school-based interventions—remains theoretically sound but practically fragmented.

b. Resource Limitations and Institutional Capacity

A critical bottleneck in the content of the *KLA* policy in Sabu Raijua is the severe constraint on resources. The successful execution of prevention and response strategies relies heavily on the availability of human resources, budget, educational media, and infrastructure. In practice, the implementation of the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* is hampered by a chronic lack of trained professionals, including psychologists, legal assistants, and specialized social workers for children. Furthermore, the region faces a severe shortage of essential child protection facilities, such as safe houses, dedicated counseling services, and integrated service units. Without adequate resources, the implementation merely fulfills administrative requirements rather than creating a robust safety net for vulnerable children, rendering the normative goals of the policy highly ineffective in mitigating the rising trend of sexual violence.

Analysis of the Implementation Context

The context of implementation refers to the environment in which the policy is executed, encompassing the characteristics of implementing institutions, cross-sectoral coordination, and the profound influence of local cultural norms. In Sabu Raijua, the contextual environment proves to be the most significant variable affecting policy outcomes.

a. Cross-Sectoral Coordination and Actor Support

Effective child protection requires seamless synergy among various stakeholders, including the Department of Social Affairs, Women's Empowerment, and Child Protection (*DINSOSPPPA*), the police, the health sector, the education sector, and the community. However, the implementation of the *KLA* policy in Sabu Raijua is characterized by weak cross-sectoral coordination. The integration of services across health, education, and law enforcement is fragmented, resulting in a system where the response time—defined as the speed at which services receive, follow up, and resolve cases—is suboptimal. This lack of cohesive coordination stems from structural limitations and varying levels of policy literacy among local actors, leading to differing interpretations of what constitutes comprehensive child protection.

b. The Dominance of Customary Dispute Resolution (*Adat*)

The socio-cultural environment severely impacts policy outcomes in Sabu Raijua. The community structure is deeply hierarchical and highly communal, granting immense social legitimacy and authority to traditional leaders (*tokoh*

adat). In the socio-cultural fabric of Sabu Raijua, a child is viewed not only as an individual but as an integral part of the extended family structure (*kabihu*). Consequently, when sexual violence occurs, customary resolution mechanisms—such as family peace agreements, symbolic resolutions, or the restoration of social relations between families—often take precedence over formal legal interventions. While these traditional mechanisms aim to maintain communal harmony, they restrict victims' access to formal justice and fail to align with the principles of legal protection for children. In many instances, the traditional approach prioritizes communal reputation over the victim's fundamental rights, treating sexual violence as a "family matter" that must be resolved internally. This dynamic is a profound barrier to the implementation of the *KLA* policy, as traditional decisions are often adhered to more strictly than formal government procedures, thereby limiting the effectiveness of reporting mechanisms and victim advocacy.

c. Normalization and Social Stigma

The context of implementation is further complicated by the normalization of certain exploitative dynamics. In some social contexts within the region, births outside of marriage are not always viewed as disgraceful, which paradoxically means that sexual relations involving coercion or exploitation are not immediately recognized or categorized as violence. This normalization masks the criminal dimension of child sexual abuse and reinforces the notion that such issues are domestic matters rather than legal violations. Furthermore, the hierarchical and communal social structure intensifies social pressure on the victim's family. The fear of disrupting social harmony, coupled with feelings of shame and a strong dependence on traditional authority, frequently coerces families into accepting internal settlements rather than reporting the abuse to formal authorities.

Impact on Policy Outputs and Victim Recovery

The interaction between the under-resourced policy content and the highly traditional implementation context directly affects the outputs of the *KLA* policy. These outputs are measured by the intensity of prevention activities, the speed of initial service responses, service coverage, and the ultimate patterns of case resolution. The systemic limitations mean that preventive outreach, such as early detection in schools or community-based child protection initiatives (*PATBM*), lacks the necessary intensity and reach. When cases do emerge, the delayed response times and limited coverage of medical, psychological, and legal services severely compromise the victim's recovery. Finkelhor's model explains that child sexual violence occurs when internal motivations meet a lack of external constraints and victim vulnerability. In Sabu Raijua, the strong adherence to traditional authority and the lack of adequate adult supervision create loopholes where sexual violence goes undetected or unaddressed.

The psychological impact on the child is devastating and long-lasting. Victims face deep trauma, prolonged fear, anxiety, and depression. The pressure to accept customary resolutions often exacerbates this psychological burden, as the victim may experience stigma, victim-blaming, and a profound lack of support from their immediate social circle. Therefore, the reliance on traditional

mechanisms not only hinders the formal legal process but also actively obstructs the holistic psychological and social recovery of the child.

Synthesis

Ultimately, the socio-cultural dynamics in Sabu Raijua act as a critical bottleneck in the prevention and handling of child sexual violence. The implementation of the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* cannot be evaluated purely on administrative compliance; it must be understood as an interpretative action negotiated within local power structures and cultural values. The persistent gap between the policy's design and its execution highlights the urgent need to integrate local contextual realities into formal protection strategies, enhancing policy literacy among community leaders, and building institutional capacity to ensure that child protection in this archipelagic region is both legally robust and culturally responsive.

E. CONCLUSION

The implementation of the *Peraturan Daerah Sabu Raijua Nomor 10 Tahun 2022* concerning the Child-Friendly Regency (*KLA*) in Sabu Raijua Regency demonstrates a substantial gap between normative policy design and empirical realities. Although the regulation formally integrates child protection principles into local governance, its practical effectiveness in preventing child sexual violence remains limited. The persistence and increase of reported cases indicate that regulatory existence alone does not guarantee substantive protection outcomes.

From the perspective of Merilee S. Grindle's policy implementation framework, the limitations are evident in both the content of policy and the context of implementation. In terms of policy content, insufficient operational clarity, limited preventive program reach, and severe resource constraints—particularly the shortage of trained professionals and child protection facilities—undermine the intended objectives of the regulation. Meanwhile, the implementation context presents even more complex challenges. Weak cross-sectoral coordination, uneven policy literacy among stakeholders, and the dominance of customary dispute resolution mechanisms significantly influence how child sexual violence cases are handled. The strong adherence to customary mechanisms in Sabu Raijua Regency often prioritizes communal harmony over formal legal accountability, thereby restricting victims' access to justice and comprehensive recovery services. This socio-cultural dynamic illustrates that policy implementation in archipelagic and culturally cohesive regions cannot rely solely on administrative compliance but must incorporate contextual adaptation strategies.

Therefore, strengthening institutional capacity, improving inter-agency coordination, enhancing community literacy on child rights, and fostering constructive engagement with customary leaders are essential to ensuring that the *KLA* policy moves beyond symbolic regulation toward substantive and culturally responsive child protection. The study underscores that effective child protection requires a balanced integration between policy substance and socio-cultural realities within the implementation environment.

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