Implications of Power and Stakeholder Interest in the Implementation of Child Friendly City (CFC) Policies in Yogyakarta City

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Abstract

The Child-Friendly City (CFC) is one of the policies developed by Yogyakarta City government to fulfill children's rights by involving the role of stakeholders. Its implementation, however, has not optimally involve stakeholders, especially in conducting socialization and supporting the facilities to fulfill of children's rights. As the main implementers of the regional development, they must play an active role in accelerating the CFC. Thus, stakeholder mapping in the implementation of CFC policies is important to be analyzed in order to figure out the stakeholders' interests as the basis for uniting all efforts in realizing Yogyakarta City's Grand Design as a child-friendly city. A qualitative method with a case study research strategy was employed to analyze the stakeholders' implementation of this policy. The result of the stakeholder mapping showed that as the key player, the Regional Development Planning Agency (Bappeda) needs to strengthen the role of coordination in synergy and integration to develop stakeholders' potential and interests in the context setter, subject and crowd categories. Furthermore, the Yogyakarta City Government needs to carry out stakeholder engagement from the technical aspect to expand support in achieving the CFC target. Therefore, strengthening collaboration and stakeholder interest in CFC policies need to be implemented as a strategic step for the government in accelerating the CFC development according to the target set as the common goal.

***Keywords**: Policy Implementation, Child-Friendly City, Stakeholder Mapping.*

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A. INTRODUCTION

The commitment of the Indonesian government on Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 on Child Protection has changed the national development scheme. As a result, the national development scheme in Indonesia must accommodate the fulfillment of children's basic rights. Article 1 of Law Number 35 of 2014 states that children's activities must guarantee and protect children's rights so that they can live, grow, develop and participate optimally in accordance with human dignity and protection from violence and discrimination. The basic rights needs of children at the international level have also been agreed upon in the Convention on the Rights of the Child in 1989 and have been ratified by 196 countries as a reference for every child protection effort. With the ratification of the convention, the Indonesian government legally has the obligation to fulfill, protect and respect children's rights (Absor, 2011; Caragliu & Del Bo, 2019; Lowe et al., 2022).

To strengthen the ratification, the Republic of Indonesia through the Ministry of PPPA, ratified the Regulation of the State Minister for Women's Empowerment and Child Protection Number 11 of 2011 concerning Child-Friendly District/City Development Policies. This policy is a development system for an administrative area that integrates the commitment and resources of the government, community and business that are planned in a comprehensive and sustainable manner in programs and activities to fulfill children's rights (Rumtianing, 2014; Masik et al., 2021; Mukhlis & Perdana, 2022). The implementation of the policy is to put children's affairs first and foremost.

In principle, districts/cities can be said to be child-friendly if the development system is specifically designed, planned, comprehensive and sustainable to ensure the protection and fulfillment of children's rights (Lim et al., 2021; Coq-Huelva & Asian, 2019). This means that the implementation of the CFC policy requires optimizing the synergy of the roles of stakeholders from top to bottom. Meanwhile, so far, changes in policies and political regimes have not been able to help solve problems in optimizing the implementation of a policy program. Moreover, the problems conderning children continue to be rampant, especially in developing countries, where program initiatives to fulfill children's rights are only distributed in developed countries. Meanwhile, the number of children in developing countries is far more than that of developed countries. Chan et al. (2016), revealed that only 10% of the world's children live in developed regions, while the other 90% still live in less developed countries, where the CFC (Child Friendly Cities) initiative is under-promoted. This is more likely to cause social, economic and environmental harm to children in developing countries. This fact indicates that policies regarding CFC are often useless because they are implemented inappropriately.

This condition exposes the phenomenon that there is still an implementation gap between policy intentions and actual results, while the success of a policy implementation that involves many stakeholders depends on the understanding of each stakeholder. Kadir (2013) argued that the role and potential possessed by these stakeholders is a separate capital in achieving a program or activity goal and must be accompanied by collaboration from the stakeholders involved. As stated by Salih (2017) and Rodriguez et al. (2022), important and influential stakeholders are those who are able to make a change. This phenomenon shows that the succes of participation is not determined by a consensus. The success or failure of a participation is difficult to identify because there are differences in the roles and interests of stakeholders.

The position of stakeholders is an important aspect in the success of the CFC policy. The urgency of stakeholders is also emphasized through normative juridical macro research conducted by Roza & Laurensius (2018) and Fromhold & Eisebith, 2019), that one of the feasibility of CFC is assessed from the aspect of the relationship between the Central Government and Regional Governments which in practice still often creates a spanning of interest between the two government units.

The same emphasis was also put forward by Fadlurrahman et.al. (2019) in his research in Magelang Regency, that communication between stakeholders to stakeholders and stakeholders to the community is still weak. This lead to the difficulty in realizing the CFC policy strategic plan. These two studies show that there is a gap between the intention of many cities in Indonesia to implement the CFC policies. However, there is a reluctance of stakeholders to truly embrace the concept of implementing the policy.

Similar to other cities, the Yogyakarta City Government, Regional Apparatus Organizations, DPRD, NGOs and other parties in Yogyakarta synergistically demonstrate their commitment to carry out the FCF regional regulation issued since 2016. Yet, the form of commitment in fulfilling children's rights has not been optimally implemented. Likewise, Widiyanto & Rijanta (2012) and Yang et al. (2022) also found that the concept of child planning in Yogyakarta has not been accommodated in a specific policy agenda. Therefore, the government's commitment and concern for the business world are also considered as important factors to be studied in increasing the cooperation and network expansion in child protection efforts through the CFC policy in the city of Yogyakarta.

The findings produced by several studies above show that there is a gap between the still weak stakeholder interest and the commitment of the institution as one of the reference indicators in the implementation of the CFC policy. Meanwhile principally, each policy actor must complement each other in meeting the needs of children based on their respective duties and responsibilities, as well as monitoring or controlling each other in its implementation. Therefore, the focus of this research is to look at the implications of power and stakeholder interest in the implementation of the CFC policy in the city of Yogyakarta using a stakeholder mapping matrix. This is because the intervention to fulfill children's rights requires the role of stakeholders from the wider sector to optimize a policy program.

B. LITERATURE REVIEW

Freeman (1984) defined stakeholders as a group or individual who are able to influence or be influenced in achieving organizational goals through reactive planning. Meanwhile, Clarkson (1995), and Leite et al. (2021) stated that stakeholders are people or groups who have a right or interest in a company and its activities that occur in the past, present or future. According to Ndlela (2019), stakeholders are a group of thinkers in their organizational environment who are able to master risk management. Thus, stakeholder analysis is needed to ensure wider stakeholder involvement in prepartion for the crisis of policy process.

Referring to Reed et.al (2009), stakeholder analysis must go through a classification process which includes identification, categorization, and analysis between stakeholder relationships. The main purpose of stakeholder classification is to label parties who can and should have an interest in the planning and management processes (Renard, 2004; Xu et al., 2022). Regarding who is included and who is linked in the stakeholder list, Reed (2009) argued that it depends on

the methods used in classifying stakeholders and what the purpose of the analysis is. Putra (in Tressa, 2014) stated that the stakeholders or policy actors consist of three groups, namely key stakeholders, main stakeholders and supporting stakeholders. Meanwhile, according to James Anderson (in Anggara, 2018), policy actors consist of official and unofficial actors.

In implementing the CFC policy in Yogyakarta City, it is important to understand who is influenced by the policy and who has the power to influence it. Therefore, it is necessary to map the influence and interests of stakeholders. Ackerman & Eden (2011) called this process as stakeholder mapping which is categorized into two dimensions: (1) Interest or stakeholder interest in strategic activities in the process of making organizational strategy; and (2) Power or influence of stakeholders in achieving organizational strategic goals. This analysis of the relationship between stakeholders aims to determine the role of actors who have an interest and desire to influence a policy, both positively and negatively.

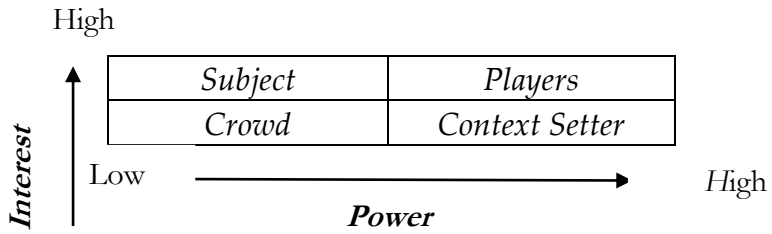


Figure 1. Power and Interest Matrix (Ackerman & Eden, 2011)

Mapping of policy stakeholders is divided into four positions, namely: 1) players, stakeholders who are active and have a high interest and influence on CFC policies; 2) context setters, stakeholders who have high influence but low interest in CFC so that it can become a significant risk and must be monitored or managed; 3) subjects, stakeholders who have a high interest in CFC but their influence is low so they are considered not to have the ability to influence unless they make alliances with other stakeholder groups; 4) crowd, stakeholders who have low interest and influence on the implementation of CFC. The use of this power and interest matrix is to identify stakeholders in the CFC policy implementation process in Yogyakarta City as well as to explain their interests and assess what kind of power they have.

C. METHOD

This study employed a qualitative approach to explain the social phenomenon of a policy from a scientific point of view based on a theoretical framework. Then, interviews were conducted to understand the central phenomenon regarding the position of stakeholders in the implementation of the CFC policy. There were 24 research informants who were asked about general and specific questions. Those informant were selected based on the research needs and related to the implementation of the CFC policy in the city of Yogyakarta. Thus, the research strategy used was a case study because policy phenomena include investigations in real-life contexts.

Furthermore, to obtain valid analysis results and conclusions, limitation was given to this research so that it was not biased and went too far. Meanwhile, the data collection was carried out by collecting data through pre-observation, interviews, document review and protocol design to record and write the information needed. Field observations and interviews were conducted using purposive sampling and snowball sampling methods. Stakeholder mapping which measures the level of power and stakeholder interest was used as the data analysis method. The power was seen from the stakeholders' potential to influence the policies derived from the power in an organization. Meanwhile, the stakeholders' interest in the implementation of CFC will be measured through the level of participation and activity. This stakeholder analysis on the CFC policy implemented in the Yogyakarta City showed the position of the policy makers regarding their strengths and interests which affected the success level of the policy.

D. RESULT AND DISCUSSION

1. Stakeholder Identification

To improve the implementation of the CFC policy in Yogyakarta City, it is necessary to not only conduct stakeholder mapping at the beginning of policy formulation, but also examine the extent of power and stakeholder interest during the implementation process. The implementation of CFC in Yogyakarta City involves several stakeholders including the Regional Development Planning Agency (Bappeda) as the leading sector and the Office of Women's Empowerment, Child Protection and Population Control and Family Planning (DP3AP2KB) as the main implementer. The initial stage in classifying stakeholders for the CFC policy in Yogyakarta City was the identification of stakeholders. Based on the data and information obtained, there were 24 stakeholders identified consisting the key, main, and supporting stakeholders from the government, non-governmental organizations, academics, and business elements.

Table 1. Results of Stakeholder Identification

No	Stakeholders	Agencies/Stakeholders
1	Key Stakeholders	Commission D DPRD Yogyakarta City (Komisi D DPRD)
		Yogyakarta City Regional Development Planning Agency (Bappeda)
		Office of Women's Empowerment, Child Protection and Population Control and Family Planning (DP3AP2KB) Yogyakarta City
2	Main Stakeholders	Department of Land and Spatial Planning (Dispertaru) Yogyakarta City
		Department of Public Works, Housing and Settlement Areas (DPUPKP) Yogyakarta City
		Yogyakarta City Environment Agency (DLH)
		UPT PPA Yogyakarta City
		Yogyakarta City Education Office (Dispend)
		Yogyakarta City Social Service (Dinsos)
		National and Political Unity Agency (Kesbangpol) Yogyakarta City

		Department of Population and Civil Registration (Dispendukcapil) Yogyakarta City
		Yogyakarta City Disaster and Regional Management Agency (BPBD)
		Yogyakarta City Library and Archives Service (DPK)
		Yogyakarta City Fire Service (Dinkar)
		Yogyakarta City Health Office (Dinkes)
		Yogyakarta City Transportation Department (Dishub)
		Smart Garden Manager (Taman Pintar)
		Buana Alam Tirta Ltd (Gembira Loka)
3	Supporting Stakeholders	Department of Information and Communication Technology (Diskominfo) and Encryption of Yogyakarta City
		Regional Indonesian Child Protection Commission (KPAID) Yogyakarta City
		Ministry of Religion (Kemenag) Yogyakarta City Regional Office
		Institute for Women and Children Studies (LSPPA) Yogyakarta City
		Center for Gender Studies of UII Yogyakarta (PSG UII)
		Yogyakarta City Children's Forum (FACT)

Source: Identified from the results of in-depth interviews through purposive and snowball sampling.

2. Stakeholder Categorization

Stakeholder categorization was conducted by reducing the data qualitatively. The results of in-depth interviews were reduced through an ordinal scale to figure out the level of influence and stakeholder interests. Furthermore, the degree of influence and importance were scored by using 1-3 point scale. The scoring on qualitative data was not an actual number but was only used to assist in processing the data obtained in the field.

The degree of influence of stakeholders is seen from three indicators: 1) having the authority to make CFC policies (P1); 2) facilitating the implementation of the CFC policy (P2); and 3) influencing other parties in implementing the CFC policy (P3). The degree of influence was considered to be high if the three indicators were met with a total score of 2-3. While the degree of influence was considered to be low if one or none of the three indicators was fulfilled with a total score of 1 or 0. Furthermore, the degree of importance was also seen from three indicators: 1) having hope (K1); 2) having aspirations (K2); and 3) having a high potential benefit from the realization of the CFC policy. The degree of importance was considered to be high if the three indicators were met with a total score of 2-3. The degree of importance was considered to be low if one or none of the three indicators was met with a total score of 1 or 0. Then to see whether or not each indicator was present, it was marked with a score of 1 or 0. This step was performed to facilitate the researcher in analyzing the level of difference in the degree of influence and the stakeholder interests in the data found based on the results of interviews.

Table 2. Categorization Based on the Level of Influence and Interest of Stakeholders

Stakeholders	Authority	Influence			Tot	*Level of Power*	Interest			Tot	*Level of Interest*
		P 1	*P 2*	*P 3*	*(X)*		*K 1*	*K 2*	*K 3*	*(Y)*	
Commission D DPRD	Preparation of CFC's Raperda	1	1	1	3	High	1	1	1	3	High
Bappeda	Coordination function	1	1	1	3	High	1	1	1	3	High
DP3AP2KB	Main Executor	1	1	1	3	High	1	1	1	3	High
Dispertaru	Land acquisition authority	1	1	1	3	High	1	0	0	1	Low
DPUPKP	Infrastructure Development and Access	1	1	1	3	High	1	1	1	3	High
DLH	RBRA Construction	1	1	1	3	High	1	1	1	3	High
UPT PPA	Handling and assisting violence against children	0	1	0	1	Low	1	1	1	3	High
Dispend	Facilitating child-friendly learning in schools	1	1	1	3	High	1	0	0	1	Low
Dinsos	Alternative care coaching	1	1	1	3	High	1	0	0	1	Low
Kesbangpol	Developing children's insight into a sense of nationalism	0	1	0	1	Low	1	0	0	1	Low
Dispendukcapil	Child protection through Child Identity Card	1	1	1	3	High	1	1	1	3	High
BPBD	Efforts to build the environment through community resilience values for children	1	1	1	3	High	1	0	0	1	Low
DPK	Providing child service information facilities	1	1	1	3	High	1	0	0	1	Low
Dinkar	Provide special protection for children	1	1	1	3	High	1	0	0	1	Low
Dinkes	Services for children's health and developmental needs	1	1	1	3	High	1	1	1	3	High
Dishub	Traffic safety education for children	1	1	1	3	High	1	0	0	1	Low
Taman Pintar	Provision of a child-friendly playground sesuai standar nasional	0	1	0	1	Low	1	1	1	3	High
Gembira Loka	Memfasilitasi kegiatan Out of School Learning (PLS) and School Entry Animals (SMS)	0	1	0	1	Low	1	0	0	1	Low
Diskominfosand	Doesn't exist	0	1	0	1	Low	1	0	0	1	Low
KPAID	Doesn't exist	0	1	0	1	Low	1	1	1	3	High
Kemenag	Doesn't exist	0	1	0	1	Low	1	0	0	1	Low
LSPPA	Doesn't exist	0	1	0	1	Low	1	1	1	3	High
PSG UII	Doesn't exist	0	1	0	1	Low	1	1	1	3	High
FAKTA	Reporters and pioneers	0	0	1	1	Low	1	1	1	3	High

Source: processed from the results of in-depth interviews.

This stage was the basis for mapping stakeholders, particularly at the stage of compiling the power and interest matrix. Stakeholder categorization is the most fundamental thing before analyzing the relationship between stakeholders. The

categorization in the table above was carried out based on the top down (analytical categorization) and bottom up (reconstructive) approaches. Analytical categorization was carried out through observing the phenomenon of stakeholders in the implementation of CFC in the city of Yogyakarta. Meanwhile, the reconstruction was carried out on the roles and interests of stakeholders in supporting policies through a liaison matrix between actors which was divided into four quadrants, namely key players, context setters, subject and crowd.

3. Stakeholder Mapping of the Child-Friendly City Policy

Mapping or stakeholder mapping based on the level of influence and interest of stakeholders was analyzed using the power and interest matrix developed by Ackerman & Eden (2011) which can be seen as follows:

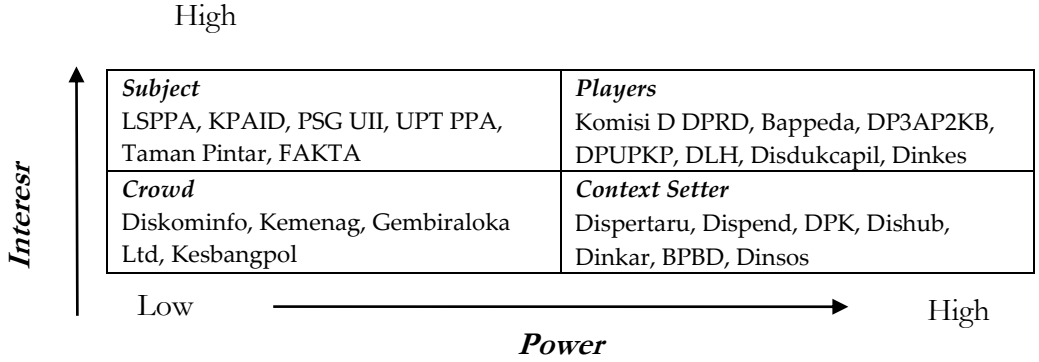


Figure 2. Matrix of Power and Stakeholder Interest of CFC Policy in Yogyakarta City

From the results of the stakeholder mapping analysis, it was found that Commission D DPRD, Bappeda, DP3AP2KB, DPUPKP, DLH, Disdukcapil and Dinkes are the key players with a high level of interest and influence in the implementation of CFC policies. This is because these institutions are regulators as well as implementers and facilitators so that they greatly influence the policy implementation. They can influence the implementation of CFC policies from their own capital resources through budgeting that leads to the fulfillment of CFC.

Then, Dispertaru, Dispend, DPK, Dishub, Dinkar, BPBD, and Social Services were included in the context setter category stakeholders. These institutions were stakeholders with high influence but low importance. Their high influence was obtained from the role of stakeholders as implementers and facilitators in the implementation of CFC policies. From the results of interviews with these institutions, the level of interest towards the implementation of CFC policy was lower than the key players. Institutions in the context setter category were more concerned with aspects of the importance of maintaining the function of coordination and collaboration in the fulfillment of city infrastructure for the community, especially children than other interests.

Government agencies such as LSPPA, KPAID, PSG UII, UPT PPA, and Taman Pintar were included in the subject category, namely stakeholders who have

high interests but low influence. These agencies have less influence than the key players because they only function as implementers of the CFC policies set by key stakeholders. In addition, these agencies do not have the main authority such as key players and only act as facilitators.

The last stakeholder category is crowd, namely Diskominfo and Encryption, Ministry of Religion, Gembiraloka Ltd, and Kesbangpol. These agencies had both low level of influence and importance. In addition, they were agencies that act as facilitators who are not directly involved in supporting the implementation of CFC policy in Yogyakarta City.

Bappeda as the agency that is the coordinator in synergizing the development of CFC in the city of Yogyakarta must be able to fully involve other key players to achieve the targeted goals. Stakeholders who are in this quadrant have high influence and interest so they must be often be involved due to their ability to optimally help accelerate the target of the CFC development to be achieved. Bappeda also need to strengthen the coordination, synergy, and integration with actors in the context of setter, subject and crowd quadrants because their interests and influences can change over time. Thus, Bappeda as key players must be able to engage with several OPDs that have the potential to become key players as follows:

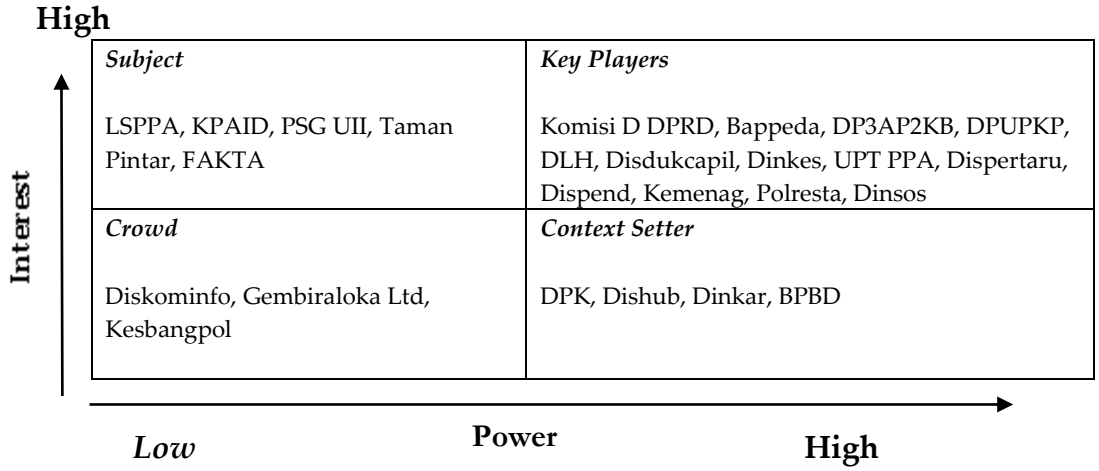


Figure 3. Ideal Stakeholder Mapping in CFC implementation in Yogyakarta City

If you look at the ideal mapping picture above, several OPDs such as UPT PPA, Dispertaru, Dispend, Ministry of Religion, Polresta, Social Service should be encouraged to be in the Key Players quadrant. This is because some of these OPDs are able to influence stakeholders in other quadrants through their authority so as to accelerate the development of CFC in Yogyakarta City. Furthermore, Commission D DPRD and Bappeda, which are key stakeholders with high influence and interest in the process, are only involved in the agenda setting process or are limited to the planning and preparation parties. They, as regulators, should participate in the process of implementing and evaluating the CFC policies. This is needed as an effort to accelerate the development of CFC, especially the fulfillment of regional commitments at the institutional level in the city of Yogyakarta.

Stakeholders who are in the context setter quadrant must always be nurtured by maintaining good relationships, because actors in this quadrant have high influence but low importance and one day can turn into key players if all the information needed is always met. Therefore, they can continue to play an active role in achieving CFC goals. For stakeholders in the subject quadrant, communication patterns must always be maintained properly by providing adequate information. Stakeholders in this quadrant have low influence but very high importance on child protection issues so that they can help accelerate the achievement of CFC targets. Stakeholders in the crowd quadrant are the supporting stakeholders who have both low influence and interest but indirectly support the fulfillment of the CFC policy agenda. Thus, stakeholders in this quadrant must always be monitored by establishing good communication, because their influence and interests can change over time.

E. CONCLUSION

The results of Stakeholder mapping of CFC in Yogyakarta City show that Commission D of DPRD, Bappeda, DP3AP2KB, DPUPKP, DLH, Disdukcapil, Health Office are in the Key Players quadrant. Meanwhile, Dispertaru, Polresta, Dispend, DPK, Dishub, Dinkar, BPBD, Social Service are included in the context setter quadrant. Meanwhile, LSPPA, KPAID, PSG UII, UPT PPA, Taman Pintar are in the subject quadrant. Then LSPPA, KPAID, PSG UII, UPT PPA, Taman Pintar are in the crowd quadrant. From the results of this mapping, Bappeda has a central role as the main coordinator to synergize CFC strengthening in Yogyakarta City and must be able to fully involve other key players. The coordinating role of Bappeda must also be strengthened in synergy and integration to develop the potential and interests of stakeholders in the context setter, subject and crowd quadrants.

The Yogyakarta City Government needs to make stakeholder engagement efforts by creating institutional commitments starting from the administrative aspect, namely the fulfillment of all supporting documents for the CFC policy. Meanwhile, from the technical aspect, Bappeda as the leading sector also needs to expand the involvement of all key, main and supporting stakeholders in the process of achieving CFC policy implementation targets. The more sectors involved, the easier it will be to capture the same perception and communication to intervene in the fulfillment of children's rights in the city of Yogyakarta. There is a strengthening of civil society elements from academics, community leaders, and religious leaders as a counterbalance to strengthening policies that are more oriented towards cooperative roles in the interests of the community so that CFC policies in Yogyakarta City do not only exist at the top down level.

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