Implementation Of Government Policies In Elimination Of Women Trafficking In North Sulawesi

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ABSTRACT

The aim of study is to explore the problems related to the implementation of government policies in elimination of women trafficking, especially the role of local governments in implementing national policies for the elimination of women trafficking from executors in the regions. This is to achieve the target of the implementation of what kind is to encourage the elimination of women trafficking and what role of local government is needed so that the national policy of eliminating women trafficking can run well and be able to eradicate women trafficking, so as to provide recommendations for the North Sulawesi provincial government in implementing policy of eliminating women trafficking.

The method used in this study is a qualitative descriptive method. The data sources used are primary data sources and secondary data relating to empirical situations and conditions. The implementation of national policies for the elimination of women trafficking in North Sulawesi, both those found in the field, and those analyzed with secondary data, while data collection techniques are observation and in-depth interviews.

From the findings of the field, it was found that the implementation of national policies for eliminating human trafficking more specifically for women in North Sulawesi has not been carried out properly and the local government in implementing national policies has not played properly according to what is mandated in the national policy on the elimination of human trafficking. This is because the regional leadership does not care about women and has not been able to integrate the three elements of EVR (Environmental, Values, and Resources).

Keywords: women trafficking, government policy

INTRODUCTION

Development is inseparable from the various social impacts that occur. The creation of pockets of poverty in several segments of society, both property poverty, poverty in education and moral poverty, is a reality faced by various regions in Indonesia. One of the most serious and troubling issues is human trafficking, especially women and children. Human trafficking is a violation of human rights and one of the issues that needs urgent handling for all components of the Indonesian nation (Pandawacare, 2016).

Indonesia is one of the main origins, at a certain level and destination and transit for men, women and children to become forced laborers and victims of sex trafficking. Every province in Indonesia is the origin and destination of human trafficking. The government estimates that around 1.9 million of the 4.5 million Indonesians who work abroad most of them are women who do not have documents or
have lived beyond the limits of their residence permits. This situation increases their vulnerability to trafficking. Indonesian citizens exploited as forced laborers abroad are mainly employed as domestic workers, factory workers, construction workers and workers in oil palm plantations in Malaysia as well as being victims of sex trafficking. The number of Indonesian migrant workers trapped in situations of forced labor, including debt bondage, both in Asia, the Middle East, and on fishing vessels is quite significant. Indonesian women both adult and underage also become victims of sex trafficking, especially in Malaysia, Taiwan and the Middle East (U.S Embassy, 2016).

Recognizing the increase in human trafficking, Indonesia through Presidential Regulation No. 69 of 2008 has established a policy on the elimination of women trafficking and children, the material of Presidential Regulation Number 69 of 2008 is the establishment of Gugus Tugas Pencegahan dan Penanganan Tindak Pidana Perdagangan Orang (GTPP TPPO) at the national, provincial and district or city levels as operational or implementation aspects. GTPP TPPO is task force for prevention and handling of crimes in human trafficking. GTPP TPPO has the following duties: 1) to coordinate efforts to prevent and overcome the problem of criminal human trafficking, 2) implement avocations, socialization, training and cooperation both national and international cooperation, 3) monitor the progress of the implementation of victim protection which includes rehabilitation, repatriation and reintegration social, 4) monitor the implementation of law enforcement, and 5) carry out reporting and evaluation.

In fact, GTPP TPPO have not been optimal. The number of trafficking cases is increasing. Based on the statement of the GTPP TPPO secretary of the Ministry of Women and Child Protection, Sri Danti Anwar said that victims of human trafficking are increasingly alarming, in Indonesia victims of human trafficking reach 1 million people per year (Sindonews.com, 2015). Yohanna Yembise as chairman of the Task Force daily said that the barriers that prevent prevention efforts have not been maximized due to lack of coordination between ministries and institutions, besides that, the vast Indonesian factor and the trade mafia network that acted covertly recruited victims with various modes, making TPPO difficult to detect (MediaIndonesia.com, 2016).

Based on the 2015 GTPP TPPO report, the modes used in human trafficking are as follows: forced labor, child or infant abduction, adolescents, sending female migrant workers, sending domestic domestic servants, sex workers or sexual exploitation, slavery, order brides, workers children, organ harvesting, child adoption, servitude, art or cultural ambassadors or scholarships. While those who become TPPO are Indonesian labor recruitment companies, husbands, parents, neighbors, friends, employers, government officials, agents, order brides, brothel managers

Considering the complexity of the problems faced by the government more specifically the local government on the issue of women trafficking, the researchers want to conduct a study with a qualitative descriptive approach to reveal the symptoms that occur in implementing the policy of eliminating women trafficking by using EVR as an analytical tool.

To reveal the symptoms that occur in implementing a policy of qualitative elimination of women trafficking, specifically the role of local governments as implementers of the policy of eliminating women trafficking, using the Congruence EVR (Environmental, Values, and Resources) model (Thompson, 1999), which is useful for uncovering related symptoms, based on parameters: 1) Weak support of resources
needed to implement the policy of eliminating women trafficking. 2) Economic, socio-cultural, and community participation conditions that are less conducive to the implementation of the policy of eliminating women trafficking. 3) Lack of support for the sociocultural values of the community including the values of the leadership of the local government and institutional organizations that care about children related to the implementation of the policy of eliminating women trafficking

LITERATURE REVIEW
Women’s Trafficking

Human trafficking, especially women and children, is a violation of human rights, damaging the honor and hopes of victims to live a decent life. Some of the cases that occurred indicated the mode of perpetrators were forced labor, kidnapping children or teenage babies, sending female migrant workers, sending domestic helpers, sex workers or sexual exploitation, slavery, order brides, child labor, organ harvesting, child adoption, servitude, art or culture ambassador or scholarship. Whereas the TPPO is a recruitment company for Indonesian Workers, husbands or parents or neighbors or friends, employers, government officials, agents or brides orders, brothel managers.

Children and women are the most vulnerable targets to become victims of trafficking, especially those from poor families who live in rural areas or slum urban areas, children who drop out of school, unemployed, children or women who often experience domestic violence, migrant workers, street children, widows due to early marriage and others.

Women Trafficking has received the attention of various groups, including researchers, as we find in various literature the results of their research (Afifah and Yuningsih, 2016; Wulang, Nawawi, and Nurlinah, 2013; Rizkiyah, WF, 2014), the results of their research all shows that the implementation of the policy of eliminating women trafficking does not run optimally.

The Implementation of Public Policy

Thomas Dye, 1992 stated that public policy is anything that is done or not done by the government, why a policy must be done and whether the benefits for a common life should be a holistic consideration so that the policy has great benefits for its citizens and has little impact and should not cause adverse problems, even though there are certain who have benefited and some are disadvantaged, this is where the government must be wise in setting a policy.

Public policy in the practice of governance is basically divided into three principles, namely: first in the context of how to formulate public policy (policy formulation); secondly how the public policy was implemented and thirdly how the public policy was evaluated (Nugroho, 2004).

Policy implementation is a further step based on a formulation policy. Common definitions used regarding implementation policies are: Implementation is actions carried out by individuals, officials, or government or private groups directed at achieving the objectives outlined in the policy decision (Solichin Abdul Wahab, 1997).
The success of public policy implementation, among others, is determined or not separated from community participation. According to Soenarko, 1998 the implementation policy depends on community participation, in connection with that community participation needs to be generated and intensified. That is, the community must be a good actor in the implementation of the policy. The existence of community participation in the implementation of government policies, this creates opportunities that can facilitate efforts to overcome difficulties arising from the community itself. And the community will instead guard policy policies, and support until they realize what is the basis and purpose of making these public policies. The policy process at the operational level must be able to describe all policies produced by policy makers and policy regulators so that they can be implemented properly and achieve results in accordance with the expected objectives.

To carry out public policies conceptually, women actually relate to how public policies are implemented. This is very related to the clarity of strategic issues that will be addressed and must be carried out in the context of public policy management with an organizing-leading-controlling framework, which is strongly related to organizing the leadership to carry out leadership to lead the implementation and control the implementation.

In detail the management activities of policy implementation can be described as follows (Nugroho, 2004).

The model of public policy implementation according to Van Meter and Van Horn, states that there are at least five variables that affect the performance of public policy implementation, namely: standard and policy objectives; resource; communication between organizations and strengthening activities; characteristics of implementing agents; and social, economic and political conditions (Subarsono, 2011).

In this study, the EVR Congruence concept was used as a tool to uncover how the Implementation of the Elimination of Women trafficking in North Sulawesi Province was implemented at the implementing level as implemented by the GTPP TPPO. The concept of E-V-R Congruence (Environment-values-resources) is used because with this concept can be clearly described how the role of local government in implementing a policy such as the National Policy on the Elimination of Women trafficking. How an organization such as the local government integrates the factors of environment, resources and values. To implement and resolve strategic problems such as the elimination of women trafficking.

In the concept of E-V-R Congruence: the environment is the origin of opportunities and threats which are the key factors of external success. Analyzed in order to reveal how conditions and their influence on an organization, while resources are strengths and weaknesses, it was revealed to be able to reveal the role of an organization in implementing policy as a strategic competence that can be appropriate or not in accordance with environmental demands. Then to maintain and change this strategic integration, another factor is needed, namely the leadership factor of an organization, in this case the leadership of the local government, whether it has values that can direct the integration of all EVR factors or a leadership value that cannot integrate all EVR factors to implement a policy. reach the target

In implementing a policy, it is necessary to integrate environment, values and resources. This integration is formed not just, but it takes a leader to integrate it and
leadership capabilities that determine the integration of EVR will be achieved or not. In the practice of integrating environment, values, and resources as a condition of an organization, there can be several integration models, including the consciously competent organization model, the unconscious competent organization model, strategic drift models and lost organization models (Thomson, 1999).

Local government

According to the Regional Autonomy Law No. 22 of 1999 and Law No. 25 of 1999, the government and the people in the regions are welcome to take care of their own households responsibly. The central government does not fully control, but only limited to giving direction, monitoring, supervising and evaluating the implementation of regional autonomy. Thus every national policy must be implemented by the regional government. Implementation is not only in the form of translating policies in a technical guideline, but also by paying attention to various factors that influence them.

In order for the regional government to implement national policies, it is necessary to have an understanding of the strategic issues to be regulated, this is related to the perceptions of local government officials on these strategic issues. Regarding the issue of understanding local government or known as perception is actually a psychological field that has a high complexity dimension. The dismantling of the complexity of psychological variables related to perception, as well as attitude and personality, is heavy and big work. The simple perception understood as "one's cognitive process to interpret and understand the environment" is essentially a part of personal interpretation. Therefore different individuals will give different meanings to the same object.

Because perception is closely related to cognition or knowledge, the individual experience will play an important role in the process of object interpretation. Simultaneously, perception will include the reception of stimuli, the organization of stimuli, and the interpretation of stimuli, which in turn affect the behavior and formation of one's attitude. The existence of a potential imbalance between the scope of these perceptions, it is not surprising that often someone's mistakes arise in perceiving certain objects. Individuals tend to interpret objects according to their own circumstances (Gibson, Ivancevich, Donnelly, 1985).

RESEARCH METHODS

The method used in this study uses a qualitative approach. A qualitative approach is a type of research that is relevant to understanding social phenomena (human actions) (Bungin, 2007), where research results are not statistically processed but data analysis is carried out inductively. In this study primary data sources and secondary data sources were used. Primary data is data obtained from direct interviews with related parties. The author will interview informants who are closely related to the implementation of government policies and the role of local governments in the elimination of women trafficking in North Sulawesi, namely those who are authorized in the determination of policies; policy implementation; public services in the fields of prevention, investigation, and those related to parents, and victims. Secondary data is a source of research data obtained by researchers indirectly, this study uses secondary data, namely data obtained from books, magazines, scientific works, and documents used to answer problems in research. To analyze the data that has been obtained from the results of interviews and observations, researchers used a qualitative
descriptive method, which describes and describes clearly the object of research in accordance with the facts in the field. After that the data is summarized, choosing the main things and focusing on the important things. Then the data is presented so that it is easy to plan the next work. The next step is to analyze the data and draw conclusions (Sugiyono, 2010).

RESEARCH RESULT

North Sulawesi Province is part of the source of human trafficking, especially women. Data from the Office of the Empowerment of Women and Children of North Sulawesi Province, for 2017 there were 20 cases of women trafficking which had been handled by the Integrated Service Center for Women and Children Empowerment in North Sulawesi Province. Most of them become commercial sex workers, employed at home borders, covert massage parlors, karouke, pubs and others. The areas that are the destination of trafficking victims from North Sulawesi are Papua, Jakarta, Makassar, Ambon and Maluku, Kalimantan, and SULTRA. 

The government has issued a national policy through Presidential Regulation number 69 of 2008 concerning the GTPP TPPO which serves as a guideline for the North Sulawesi regional government to take various actions in the effort to eliminate women and children trafficking.

Field findings indicate that there are still various obstacles, such as: national policies on prevention and handling of criminal human trafficking have not been able to encourage the birth of public policies in the area regarding human trafficking; national policies for the prevention and handling of human trafficking have not been a driving force in taking action and making human trafficking a strategic issue of the North Sulawesi provincial government; understanding and coordination in the implementation of national policies for the prevention and handling of human trafficking in North Sulawesi.

According to the data compiled, it shows that women trafficking victims in North Sulawesi 80% came from the Minahasa area, from interviews with informants that the average returnees with problems such as feeling deceived, work not according to the picture, getting violence, unpaid wages and most victims be a commercial sex worker or at night entertainment venues. Some of the factors that pushed so many women in North Sulawesi to work outside the area such as the success experienced by residents who first departed, broken family life as well as urgent family economic factors, so that many good people were neighbors, the theme of even encouraging parents who had his daughter works because of the success of other people who have been able to own a house or luxury items such as cars or expensive electronic equipment.

The results show that the root of the problem of human trafficking is poverty. The poverty factor becomes a reason for parents to force children or other family members to work. This condition is used by the perpetrators to recruit victims. This also happened in North Sulawesi, the results of our research got the same thing that needs life and lack of expertise that is owned so that they want to work outside the region or abroad. From the results of the interviews it turns out that they get far more income or income if they work outside the region or abroad. In addition, the attractiveness factor of successful predecessors, they do not question the type of work, what is important for them is to work and get better results.
Women's trafficking in North Sulawesi is a separate phenomenon. Because North Sulawesi is one of the areas of origin for women trafficking in Indonesia, especially in Papua, Ternate and Jakarta. This is as conveyed by informants from the Regional Police:

"Many women from North Sulawesi were sent to Papua, Ternate and Jakarta, this is very difficult to detect with various modes carried out. Later, after there were reports, they were already victims of trafficking. The local government has not done much prevention"

Likewise, another informant was conveyed. Community figure:

"Women from Manado are very famous in terms of women trafficking".

At the legislative level, the issue of women trafficking has not become a strategic issue, so the discussion of the revision of the Regional Trade Regulation on people is still pending in the provincial DPRD. At the executive level, it has begun to develop with several activities being carried out such as: public consultations related to the revision of the Trafficking Regional Regulation, a stop campaign of child abuse that works with NGOs and the Church, thematic discussions with students about the protection of women and children, and coordination meetings with NGOs in handling victims of violence against women and children.

The North Sulawesi Provincial Government has paid attention to the rights of women and children seen in the Vision and Mission of the second, namely Strengthening human resource development that is personality and competitive, but economic development is a priority of the North Sulawesi Provincial government as contained in the first Vision and Mission: Realizing independence the economy by strengthening the agricultural sector and maritime resources as a description of the island province, and encouraging the industrial sector and services.

Field findings regarding the clarity of information about the material, the objectives and national policy objectives for the elimination of human trafficking are still many who say they do not yet know in depth about the information. Many informants only know through mass media such as television and newspapers. From the findings of the field it was also revealed that there were still many who did not understand the definition of trafficking, they assumed that only the problem of sending migrant workers (TKW) who were victims of fraud, or women who were sold by brokers / agents. many know the material of national policies in terms of law enforcement, but not many people understand about prevention, rehabilitation, repatriation or social reintegration. But the informants strongly supported the government to immediately discontinue the national policy of eliminating human trafficking.

From the field findings, information on cases of women trafficking in North Sulawesi often occurs, but there is a lack of coordination between task force teams so that the implementation of the policy has not been carried out optimally. However, some informants hoped that the encouragement from regional leaders so that the socialization process and follow-up of the policy were immediately carried out.

From the field findings from the output side, the government's perception of the national policy on the elimination of trafficking is still low because of the lack of socialization; The occurrence of changes in leadership or officials; Unfinished regional regulation revision.
The government hopes that North Sulawesi will be free from women trafficking, because it is in accordance with the GT-TPO team’s plan to immediately implement programs such as realizing the protection of women and children through: training and skills guidance, improving health services, increasing program socialization related to women’s empowerment, providing protection and rehabilitation and reintegration of women and children who are victims of criminal trafficking.

The government should be able to provide cheap education and training for women and children so that they have sufficient skills to be used as working capital and generate income so that they no longer need to look for work outside the region or abroad.

To accelerate the elimination of trafficking in Indonesia the Government has issued Presidential Regulation No. 69 of 2008 concerning the task force to prevent and deal with criminal human trafficking. This Presidential Regulation must be well translated by the Central Government, Provincial Government and District / City Governments in a concrete program to eliminate trafficking. However, in fact the North Sulawesi Government has not been implemented properly.

The national policy on the elimination of human trafficking has not been implemented because the government has not played a role in protecting the people, including eliminating women trafficking. This has been demonstrated by the revision of regional regulations on human trafficking, not optimal budgeting, and the prevention and protection function.

CONCLUSION

From the description of the research results can be taken as follows:
1. The implementation of the policy of eliminating women trafficking in North Sulawesi Province has not gone well as shown by the revision of regional regulations on unfinished human trafficking which regulates activity and budget plans so that there is concern that women's trafficking is increasing.
2. The national policy for the elimination of human trafficking has not been implemented, due to: not optimal peren local government and EVR conditions are with the local government not yet aware of its competence (the unconsciously competent organization) so that the EVR condition in the context of the national policy of eliminating women trafficking is not integrated.
3. The regional government has not yet realized its competence (the unconsciously competent organization) because the regional government is unable to integrate EVR elements that policy implementation can succeed if the implementer is able to integrate three elements of EVR. In this study it was found that national policies for the elimination of women trafficking can work well if the role of local governments has a leadership concern for women.

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