



Heads of Neighborhood and Citizen Performance Evaluation on Domestic Violence Allegations in Disabled Children

Evaluasi Kinerja Ketua RT dan RW dalam Dugaan KDRT pada Anak Penyandang Disabilitas

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Abstract

Rukun Tetangga (RT) and Rukun Warga (RW) which functions to serve residents at the policy of the Village or Sub-District Government based on the Presidential Decree of the Republic of Indonesia No. 49 of 2001 concerning Structuring Village Community Resilience Institutions or Rukun Tetangga. This policy is to assist the Village/ Kelurahan in providing services and population administration directly to residents. The purpose of this study was to determine and evaluate the duties of the Head of RT/RW in the Campago Guguk Bulek Village, Mandiangin Koto Selayan, Bukittinggi, related to social problems of residents (children with disabilities and their families), which were pushed to the court to become a criminal matter. This research uses qualitative and descriptive methods. The results showed that the Head of RT/RW in the Campago Guguk Bulek Village, Mandiangin Koto Selayan, Bukittinggi provided assistance to two children with disabilities who were suspected of having experienced domestic violence (KDRT) by their grandmother and aunt, but not according to existing regulations. namely the Bukittinggi City Regional Regulation Number 11 of 2016 concerning Community Institutions in the Village

Keywords: policy, neighborhood association, deliberation, evaluation, public service

Abstrak

Rukun Tetangga (RT) dan Rukun Warga (RW) berfungsi melayani warga atas kebijakan Pemerintah Desa atau Kelurahan berdasarkan Keputusan Presiden RI No. 49 Tahun 2001 tentang Penataan Lembaga Ketahanan Masyarakat Desa atau Rukun Tetangga. Kebijakan ini untuk membantu Desa/Kelurahan dalam melakukan pelayanan serta administrasi kependudukan langsung ke warga. Tujuan penelitian ini untuk mengetahui dan mengevaluasi tugas Ketua RT/RW di lingkungan Kelurahan Campago Guguk Bulek, Mandiangin Koto Selayan, Bukittinggi, terkait masalah sosial warga (anak penyandang disabilitas dan keluarga), yang didorong ke meja hijau menjadi masalah pidana. Penelitian ini menggunakan metode kualitatif dan deskriptif. Hasil penelitian didapat bahwa Ketua RT/RW di lingkungan Kelurahan Campago Guguk Bulek, Mandiangin Koto Selayan, Bukittinggi melakukan pendampingan terhadap kedua anak penyandang disabilitas yang diduga mendapatkan kekerasan dalam rumah tangga (KDRT) yang dilakukan oleh nenek dan tantenya, namun belum sesuai peraturan yang ada yaitu Peraturan Daerah Kota Bukittinggi Nomor 11 tahun 2016 tentang Lembaga Kemasyarakatan di Kelurahan.

Kata kunci: Kebijakan, Rukun Tetangga, Musyawarah, Evaluasi, Pelayanan publik

Introduction

Improving services and empowering the community through sub-district/village community institutions, neighborhood associations, community association institutions, and all elements of society are regulated through regulations. All formal and non-formal institutions were formed to meet needs in overcoming problems in the political, economic, social, cultural, customary, and security fields.

The Government regulates the existence of the Rukun Tetangga (RT) and Rukun Warga (RW) institutions through the Ministry of Home Affairs Number 7 of 1983, which regulates the Establishment of RT and RW. Strengthening Neighborhood Units and Community Units is also regulated by subsequent statutory regulations in Law Number 23 of 2014 with updates to Law Number 9 of 2015 concerning the Second Amendment to Law Number 23 of 2014 concerning Regional Government and outlined in Village Regulations, as well as Minister of Home Affairs Regulation Number 5 of 2007 concerning Guidelines for Structuring Community Institutions which was replaced by Minister of Home Affairs Regulation Number 18 of 2018 concerning Village Community Institutions and Village Traditional Institutions.

RT is a regional government facility whose real purpose is to extend the tasks given to villages and RWs, which are then conveyed to the community. The legal umbrella for the existence of the Neighborhood Association is regulated in the Decree of the President of the Republic of Indonesia Number 49 of 2001 concerning the Arrangement of Village Community Resilience Institutions or other names, in Chapter IV, articles 5 to 7. Furthermore, the guidelines for formation, procedures for selecting administrators, rights and obligations, duties and functions, period of service, requirements for becoming administrators, member deliberations, finances and assets of the Neighborhood Association (RT) and Community Association (RW) or other designations are regulated in Local regulation.

In Bukittinggi City, RT/RW is regulated in Bukittinggi City Regional Regulation Number 11 of 2016 concerning Community Institutions in Subdistricts. RT is a form of government control at the grassroots. The RT/RW function is not only related to population data collection and other government administration services but also has the function of maintaining security, order, and religious harmony; generating ideas in implementing development by developing the aspirations and genuine self-reliance of the community; driving self-help, cooperation, and community participation; gathering community participation and self-help for development and community activities in the RT and RW environment concerned based on deliberation and consensus of the residents; Facilitate the implementation of RT and RW deliberation forums to plan/formulate activities to be implemented in the RT/RW environment concerned.

This is the function that the RT and RW organizations in Campago Guguk Bulek Village, Mandiangin Koto Selayan, Bukittinggi City, should carry out regarding allegations of Domestic Violence (KDRT) against two children. The RT and RW organizations did not carry out the mandate of statutory regulations as Servant Leaders to protect their citizens by becoming facilitators of alleged domestic violence perpetrated by the family of two children, which turned out to be based on the findings of a psychologist's assessment, the children had mentally disabled behavior. The RT and RW organizations are enacted institutions where RT and RW are formed to play a role in service, welfare, and citizen participation. The discussion of related problems in this research is: 1) The implementation of the main tasks and functions (*tupoksi*) of the Neighborhood Association and Community Association in Campago Guguk, Mandiangin Koto Selayan, Bukittinggi City is not yet optimal in helping its citizens as well as assisting the duties of the Campago Guguk Bulek Village Head, Mandiangin Koto Selayan District, Bukittinggi City in providing adequate public services and measurable and solve problems in the community. 2) There is still a low understanding of the RT, RW, and community administrators regarding social problems such as handling allegations of domestic violence by families against children.

Following the main problems above, the objectives of this research can be detailed as follows: 1) To find out and evaluate the implementation of the duties of the Head of the Neighborhood Association and Citizen Association in helping its citizens and assisting the duties of the Head of Campago Guguk Bulek Subdistrict, Mandiangin Koto Selayan District, Bukittinggi City, in providing effective and measurable public services as well as overcoming problems in the residents' environment. 2) To find out and evaluate the level of understanding of the RT, RW, and community administrators regarding social problems such as handling allegations of domestic violence

Literature Review

Public policy regulates everything in the domain of public administrators. The stages of public policy, according to William Dunn, are as follows: Preparing the Agenda (Agenda Setting). Agenda setting is a very strategic phase and process in public policy. Policy-related issues will be collected as much as possible for selection. There is room to interpret a public problem in this process, and priorities on the public agenda are contested. Suppose an issue becomes a public problem and gets priority on the public agenda. That issue is entitled to more public resource allocation than other issues in that case.

In agenda setting, it is also essential to determine a public issue that will be raised on a government agenda. Policy issues are often referred to as policy problems. Policy issues usually arise because there has been disagreement between actors regarding the direction of action that has been or will be taken or conflicting views regarding the character of the problem.

According to Dunn (1990), policy issues are a product or function of debate regarding the formulation, details, explanation, or assessment of a particular problem. However, not all issues can be included in the policy agenda. There are several criteria for an issue that can be used as a public policy agenda, including it has reached a certain critical point which, if ignored, becomes a severe threat, it has reached a certain level of particularity which has a dramatic impact, it involves certain emotions from the point of view of the interests of many people, it has the support of the mass media, it has a far-reaching impact. It is comprehensive, questions power and legitimacy in society, and concerns a fashionable problem (difficult to explain, but its presence is easy to feel). The preparation of the policy agenda should be carried out based on the level of urgency and essence of the policy, as well as stakeholder involvement. A policy must recognize the urgency, essence, and stakeholder involvement level.

Policy Formulation. Issues that have been included in the policy agenda are then discussed by policymakers. These problems are defined, and then the best solution is sought. The solution to this problem comes from various existing alternatives or policy options. Similar to the struggle for a problem to be included in the policy agenda, in the policy formulation stage, each alternative competes to be selected as the policy taken to solve the problem.

Policy Adoption/ Legitimacy (Policy Adoption). The purpose of legitimacy is to provide authorization for the fundamental government processes. If legitimate actions in a society are regulated by popular sovereignty, citizens will follow the government's direction. Support for the regime tends to diffuse reserves of benevolent attitudes and goodwill toward government actions that help members tolerate government dissonance. Legitimacy can be managed through the manipulation of certain symbols. Through this process, people learn to support the government.

Policy Implementation. It is at this stage that the agreed alternative solutions are then implemented. At this stage, a policy often encounters various obstacles. Formulations that have been determined in a planned manner may differ in the field. This is due to various factors that often influence policy implementation. Policies that have passed the problem selection stages are only sometimes successful in implementation. In order to achieve successful policy implementation, obstacles that could become obstacles must be overcome as early as possible. In principle, policy implementation is a way for a policy to achieve its goals.

There are two steps available to implement the public policy: implementing it directly in the form of a program or through the formulation of derivative policies or derivatives of the public policy (Nugroho, 2017). The series of policy implementation can be observed, starting from programs, projects, and activities by public sector management mechanisms.

Policy Assessment/ Evaluation (Policy Evaluation). In general, policy evaluation is an activity involving the estimation or assessment of policies, which include substance, implementation,

and impact. In this case, evaluation is seen as a functional activity, meaning that policy evaluation is carried out at the final stage and throughout the policy process. Thus, policy evaluation can include the stages of formulating policy problems, proposed programs to resolve policy problems, implementation, and the policy impact stage.

Dye (1981) said that public policy is whatever the government chooses to do and not do. Meanwhile, Carl Friedrich views policy as a direction of action proposed by a person, group, or government in a particular environment. It provides obstacles and opportunities for a proposed policy to be used and overcome to achieve a goal or realize a target or specific purpose.

According to Anderson, policy is a direction of action with a purpose set by an actor or several actors in overcoming a problem or problem. This policy concept is considered appropriate because it focuses on what is done and not on what is proposed or intended. Apart from that, this concept also distinguishes policies from decisions, which are choices between various existing alternatives. According to Anderson, the concept of public policy has several implications, namely: 1) The point of attention in discussing public policy is oriented toward aims or objectives and not haphazard behavior. 2) Policy is a direction or pattern of action carried out by government officials and is not an isolated decision. 3) Policy is what the government does in regulating and what the government wants.

According to Nugroho (2017), policy is a compass or guideline for achieving previously determined goals. Policy as a guideline consists of two noble values: that policy must be intelligent and wise. An intelligent and wise policy will be able to solve a problem according to the problem, so a policy must be prepared after examining the data and compiling it scientifically. In other words, to achieve good policies, it is necessary to obtain policy data, which can then be analyzed and used for policy formulation.

According to Muhadjir's citation in Widodo (2008), public policy evaluation assesses how far a public policy can produce results, namely by comparing the results obtained with the specified public policy goals or targets. Bingham and Felbinger, Howlet, and Ramesh (1995) in Nugroho (2017) group evaluation into three, namely: Administrative evaluation, Judicial evaluation, and Political evaluation.

Dunn (2000) provides the following limitations of public policy evaluation: "The term evaluation has related meanings, each of which refers to the application of several values to the results of policies and programs. In general, the term evaluation is equated with appraisal, rating, and assessment." Another limitation regarding public policy evaluation is also provided by Suchman (in Wahab, 1997), who defines evaluation as "the process of assigning value to some objective and then determining the degree of success in attaining this value objective." This understanding can be

interpreted that evaluation is the process of attaching a value to several goals, and from there, the degree of success in achieving the value that has been attached can be determined (Dunn, 2004).

Suharsimi Arikunto's opinion is that evaluation is an activity to collect information about the work of something, which is then used to determine the suitable alternative in making decisions. Evaluation is the primary function, in this case, providing helpful information for decision-makers or determining policies to be taken based on the evaluation that has been carried out (Arikunto, 2011).

William N Dunn describes three policy evaluations: Quasi Evaluation, Formal Evaluation, and Theoretical Decision Evaluation (Nugroho, 2017). Policy evaluation is an approach that uses descriptive methods to produce valid and reliable information about policy results. Pseudo-evaluation is carried out without asking about the results' benefits or value to the policy target (it will be self-evident or non-controversial). The formal evaluation aims to evaluate the results of policy program objectives that policymakers have formally announced. Various measures/values explicitly assess theoretical decision evaluation (decision-theoretic evaluation).

The value of the policy performance evaluation associated with this research can include: 1) To what extent needs, values, and opportunities have been achieved through policy/program actions? In this case, policy evaluation reveals how far specific goals have been achieved. 2) Are the actions taken by implementing agencies truly effective, responsive, accountable, and fair? In this section, policy evaluation must also pay attention to human rights and environmental issues. 3) What are the effects and impacts of the policy itself? In this section, policy evaluators must distinguish output and outcomes resulting from policy implementation. The public needs This sharpness of vision when seeing the results of policy evaluations.

Methods

In this research, we used a qualitative descriptive analysis approach to the research object. This research collected data using library research techniques or methods (Library Research) through searching library materials (Soekanto & Sulistyowati, 2017).

Result and Discussion

The strategic position of RT and RW is in the midst of society, being the spearhead and at the forefront of government services to the community and facilitating public services, which are Government policy. Each RT and RW administrator has the following duties: 1) Helping to create a society based on Pancasila, the 1945 Constitution, and Archipelago Insights. 2) Encourage community participation in working together and realizing community self-reliance. 3) Contribute to supporting national stability by upholding and maintaining order and creating environmental peace. 4) Help make every government program a success. 5) Become a liaison between fellow community

members and between community members and the Government. 6) Participate in providing services to the community to assist the government in providing service tasks for which it is responsible. 7) Contribute to environmental peace by participating in regional management and development tasks.

By establishing relationships between the Government and RT and RW administrators, the policies implemented by the government can be equally accepted for implementation, and conducive community security can be realized. However, when implementing it, there are always obstacles.

While carrying out their duties, the RT and RW in Campago Guguk Bulek Subdistrict, Mandiangin Koto Selayan, Bukittinggi City, encountered legal problems related to reports from the school that two students in their neighborhood had experienced allegations of domestic violence by their families. Dealing with legal problems creates a dilemma for the RT and RW administrators of Campago Guguk Bulek Village, because they do not have security forces who are ready to secure the situation for their citizens if a law violation occurs in the RT and RW area. This is different from sub-districts/villages. Even though they have limited authority, they still have security forces.

Thus, the security supervision of the RT and RW of Campago Guguk Bulek Village, towards its citizens could be more optimal. The security standard usually enforced is the obligation to provide reports to arrivals or guests visiting RT and RW areas for 24 hours. Meanwhile, if there is a conflict regarding legal violations, the RT head and RW head can only report the problem to the authorized parties, such as the local police. RT and RW heads have not utilized their authority as policymakers in public services as mandated by the constitution. This is due to the limited competence of RT and RW Chairs regarding the constitution, which mandates them to bridge the social problems of residents so that they can be resolved and not bring problems into the realm of litigation courts. The task of RT and RW is to bring social conflicts into the realm of deliberation to reach a consensus, known in district courts as mediation. For every legal problem, the parties are advised to mediate.

Moreover, the Prosecutor's Office has legally carried out restorative justice regarding legal issues for the parties. Likewise, the Police are given discretionary authority by the National Police Chief's regulations over any legal findings within the scope of the investigation. However, returning to the competence of every government institution, such as the Police and Prosecutor's Office, there is a lack of competence in human resources to translate Restorative Justice.

Cultural Barriers

It cannot be denied that culture often becomes an obstacle in RT and RW management organizations. The diversity of ethnic groups with their characteristics, each with different cultures and traditions, can cause multicultural life.

This diversity of cultural differences interests RT and RW administrators in understanding the various cultural differences in society, especially in their organizational areas. Suppose an evaluation

is not carried out immediately. In that case, social inequality will arise, such as the problem of two children with disabilities and their families, where due to bruises and wounds all over the two children's bodies, the reporting party alleged that there had been domestic violence (KDRT). The reporting party sought post-mortem evidence of bruises and bleeding wounds all over the bodies of the two children. Previously, it was not known to the reporting party, the school, the RT and RW, the Bukittinggi resort police investigator, and the family that these two children had congenital mental disabilities (psychologist's findings from the assessment) until investigators looked for evidence of domestic violence with the findings of the collection. Sticks for the media hit the two children. In the report of the grandmother who committed domestic violence, it was discovered that the collection of sticks was used as a means of beating as a disciplinary punishment for her two grandchildren, who were learning to read, write, count, and recite the Al Quran.

Violence against children, including in the domestic context, is an act based on emotions and mistakes that results in or is likely to result in physical, sexual, or psychological misery or suffering for the child, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in the public sphere and private life. Children must obey their parents so that the difference between providing disciplinary action or venting irritation is slim. Parents often punish children who make mistakes with uneducated punishments such as kicking, hitting, and hitting hard so that the child feels physically hurt. This is not an educational action carried out by parents towards their undisciplined children but leads to abuse of their children because of the mistakes they make.

It is an obstacle if it is related to culture, according to M. Nasir as Niniak Mamak in Tanjung Kandis Nagari Taluk Tigo Sakato Village, Batang Kapas District, Pesisir Selatan Regency, when parents want their children to be educated to be able to read the Al Quran. They have to meet with a Al Quran teacher. They were concerned about handing over their child to be taught the Al Quran at certain times. Parents also provide tools for hitting, usually in the form of woven sticks or something similar, as a symbol that if their child is naughty and breaks the rules, the teacher has the right to reprimand or hit him. Sometimes, a child's blows not only cause pain but also cause wounds to the skin. This is if the Al Quran teacher feels that the child needs to be given this treatment to provide a deterrent effect so that he does not repeat his mistakes. However, the Al Quran teacher also limits the punishment so that it does not cause defects in the child or even the death of a child. (Natsir, 2018).

Allegations of domestic violence against two children with disabilities by the family based on a report from the perspective of a third-party reporter, that bruises and bloody wounds were legal findings based on post-mortem results and evidence of a collection of sticks, allegedly for hitting the two children with disabilities who were the grandchildren of the grandmother who was accused. The customary behavior patterns in the Minang realm regarding the incident in Bukittinggi and the substance of the beating with a set of sticks by the grandmother were not advocated by investigators

as to how the grandmother's beating of her two grandchildren could have occurred. Moreover, the psychological findings from the assessment of the two children turned out to have mental disabilities. The psychological assessment results showed that the behavior of the two children with mental disabilities was not linked to the legal findings of evidence of bruises and bleeding wounds. The extent to which a bunch of sticks can leave bruises all over the body and open bloody wounds on the limbs of one of the injured children. It was not linked to the investigation that one of the children who had entered the health center collapsed because his jaw was hit by a punch or kick from his sibling due to uncontrolled behavior with mental disabilities. Children with Disabilities are children who have long-term physical, mental, intellectual, or sensory limitations who, in interacting with the environment and the attitudes of their community, can encounter obstacles that make it difficult for them to participate fully and effectively based on equal rights (Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection, article 1 paragraph 7).

The traditional customary pattern in the Minang realm of education, as stated by Niniak Mamak, still uses traditional methods by hitting body parts and fingers with a bunch of sticks or rattan to discipline oneself. Our interview with the grandmother also admitted that she hit her two grandchildren with a set of sticks because of their part in learning to read, write, count, and recite the Koran. According to the grandmother, when the Covid 19 virus entered Bukittinggi, it became a pandemic, and her two grandchildren's school carried out the learning process via online Zoom. He helped his two grandchildren learn to read, write, and count because his two grandchildren had just entered elementary school and were still poor at reading, writing, and arithmetic. However, if it is alleged that he committed violence to the point of causing bruises and bleeding wounds to his two grandchildren, that is untrue. It was true that he carried out beatings with a bunch of sticks to discipline his two very active grandchildren. The bruises and bleeding wounds were because his two grandchildren were very active in their activities, and their behavior was not afraid of danger. Grandma just found out that the active behavior of her two grandchildren was due to the findings of mental disabilities resulting from a psychological assessment. Habitual punishment in the tradition of learning and reciting the Koran has become a habitual pattern that has become a culture in traditional communities in the Minang region, in this case, in Bukittinggi. Traditional punishment in Bukittinggi is carried out by traditional society in the context of a disciplinary process, which is paradoxical with the rules stipulated in positive law, so this custom cannot be applied. Because Article 1, paragraph 1 of the Criminal Code states that an act cannot be said to be a criminal act unless a law regulates it (Irfan, 2011).

The customary patterns that apply in the Minang realm, in this case in Bukittinggi, are considered criminal acts by law which cannot be enforced. Even though this traditional habit shapes the discipline and character of two children with mental disabilities, it is still considered to violate

the laws regarding child protection in positive law following Article 1, paragraph 15.a "Violence is any act against a child that results in physical or psychological misery or suffering. , sexual, and/or neglect, including threats to commit unlawful acts, coercion, or deprivation of liberty" and article 9 paragraph 1.a "Every child has the right to receive protection in an educational unit from sexual crimes and violence committed by educators, education staff, fellow students, and/or other parties" and paragraph 2, "in addition to getting Children's Rights as intended in paragraph (1) and paragraph (1a), Children with Disabilities have the right to receive special education and Children who have advantages have the right to receive special education.

Customary law customs are essential to discuss, remember, and consider these things related to discipline and character from an early age in developing criminal acts in any region. One of these factors is extrinsic to the occurrence of crime due to children's interaction with their environment, which pressures and forces children to become naughty and criminal (Vovriyenti, 2017).

Quality of human resources

The quality of human resources has always been an important issue in various matters, especially matters relating to government or organizational behavior. As the most diminutive government unit government partner, RT and RW administrators are expected to be competent in their roles, such as skills, abilities, and knowledge. This is vital because it concerns managing residents' lives in the environment, as in this research. The problem of assumptions from each policy actor's perspective has led to allegations of domestic violence being pushed into the realm of litigation, even though the assessment of the mental disabilities of the two children should have been a legal finding to provide a way for RT and RW heads to be able to advocate for research that the allegations of domestic violence intersect with Assuming reality regarding the behavior of two children with mental disabilities. However, this was not done by the RT and RW administrators to allow for alternative dispute resolution (APS) through non-judicial mediation, conciliation, adjudication, and arbitration.

The role of Neighborhood Associations and Community Associations

The role of the RT and RW institutions is to realize community life based on Pancasila and the 1945 Constitution by mobilizing citizens for cooperation, self-help, and public participation, creating a clean and beautiful environment, assisting government policies with strategic actions, disseminate and safeguard government policies, and carry out public service duties. The roles of RT and RW institutions include Community motivator, Community and government communicator, Mediator between community and government, Community aspirator, and Community life stabilizer.

Strengthening social institutions in Bukittinggi is regulated through the Bukittinggi City Regional Regulation Number 11 of 2016 concerning Community Institutions in Subdistricts. In the formation process, RT institutions are pure community participation institutions that come from the community with domiciles in one particular location (in the RT area in question). Implementation of the duties and functions of the Rukun Tetangga is responsively serving the community with family preferences/values in the Rukun Tetangga environment in Campago Guguk Bulek Subdistrict, Mandiangin Koto Selayan, Bukittinggi City, in handling social conflict over a family with two children with mental disabilities up to ascend to the realm of litigation court. This is a form of response from the Head of the RT and Head of the RW in the case above in carrying out obligations and responsibilities for child protection, in accordance with Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection. Of course, carrying out these duties will cause satisfaction or dissatisfaction in society. As a result of carrying out these duties, the family caring for these two mentally disabled children entered the realm of litigation with a sentence of corporal imprisonment. In this case, the role of the RT and RW institutions in realizing community life based on Pancasila and the 1945 Constitution by becoming community motivators, community and government communicators, mediators between the community and government, community aspirators, and stabilizers of community life has not been implemented well.

At this point, the Head of RT and RW in the Campago Guguk Bulek sub-district, Mandiangin, Selayan City, Bukittinggi City, has lost substance in animating the role of RT and RW as mandated by the Pancasila constitution and the 1945 Constitution to be a mediator to defend its citizens neutrally through advocacy, research, and legal findings and psychology. Based on an assessment from a psychologist regarding the fact that both children have mental disabilities which result in daily behavior that cannot be controlled between the two children and can injure each other due to a lack of self-understanding in controlling behavior and can lead to assumptions of injuries according to the post-mortem results of bruises, wounds and bloody.

Every child has the right to receive education and teaching to develop their personality and level of intelligence per their interests and talents. Every child has the right to receive protection in an educational unit from sexual crimes and violence committed by educators, educational staff, fellow students, and/or other parties. Apart from getting children's rights, children with disabilities have the right to receive special education, and children with advantages have the right to receive special education (Law Number 35 of 2014, article 9). During the Covid 19 Pandemic, the teaching and learning process carried out at home will face obstacles when parents or families need more ability to carry out the teaching and learning. The school still has to monitor the teaching and learning process.

During the Covid 19 pandemic, the learning process regarding the two children with mental disabilities was only carried out by the family, in this case, the grandmother. When a family's weakness in educating their children becomes an obstacle to the learning process because the family (in this case, the grandmother) does not have the same educational background as the teaching staff at the school, the school, through the teaching staff, should carry out monitoring and evaluation (Monev) on the students who carry out the online learning process online via Zoom. The family's ignorance of mental disability can worsen and increase stress on the family (the grandmother) who accompanies online learning. The results of the psychologist's assessment regarding the mental disabilities of the two children should be an indicator for the teaching staff at the two children's old schools to immediately approach the investigating authorities policy actors, including the heads of the RT and RW to mediate this case so that it does not escalate to the realm of litigation which results in the destruction of justice for the families of the two children with mental disabilities, including destroying these children's childhood. One solution that can be given is to direct the two children to an appropriate or inclusive educational unit.

Strengthening social institutions, in this case, RT and RW institutions through Bukittinggi City Regional Regulation Number 11 of 2016 concerning Community Institutions in Subdistricts, is paradoxical with the reality on the ground due to errors in the performance of the Head of RT and RW of Campago Guguk Village, Mandiangin Koto Selayan, Bukittinggi City in provide meaning to public services with public values; justice, equality, and openness.

The results of the research show that the implementation of the duties of the Head of Neighborhood Associations and Resident Associations in assisting the duties of the Head of Campago Guguk Village, Mandiangin Koto Selayan, Bukittinggi City, has not been measured well, several problem findings from research results in the field and must be corrected, 1) Lack of communication and coordination between Rukun Tetangga and Rukun Warga at the nearest government institution (Campago Guguk Village, Mandiangin Koto Selayan, Bukittinggi City) resulting in ineffectiveness and efficiency in carrying out their duties. 2) Notifications or reports by the heads of RT and RW to the government regarding environmental and social problems do not proceed according to the system. 3) Limited framework of thinking in carrying out RT and RW duties and functions as well as realizing public values, which results in services needing to be in sync with the principles of public values.

Obstacles

Obstacles in the process of implementing the duties of the Neighborhood Association and Community Association are as follows: 1) Lack of adequate education at the community level, including the education possessed by the Neighborhood Units and Community Associations, makes them less able to carry out their duties and understand the provisions of existing regulations. 2) Lack

of government outreach to the Neighborhood Association and Community Association regarding duties and functions according to regulations impacts the Neighborhood Association's performance in the field. 3) Lack of public understanding regarding handling social problems

Conclusion and Recommendation

The implementation of the duties of the Head of the Neighborhood Association and Community Association in assisting the Government's duties through the policies of the Head of Campago Guguk Village, Mandiangan Koto Selayan, Bukittinggi City, has yet to be carried out well. This can be seen from the lack of synchronization of the performance of the Neighborhood Association in terms of service with public values for residents.

Based on research results such as strengthening the Rukun Tetangga and Rukun Warga institutions through regulations of the Minister of Home Affairs Number 5 of 2007, which were replaced by Regulation of the Minister of Home Affairs Number 18 of 2018 concerning Village Community Institutions and Village Traditional Institutions and Bukittinggi City Regional Regulation number 11 of 2016 concerning institutions sub-district, we recommend the following three recommendations. 1) There needs to be a separate regional regulation or mayoral regulation regarding public values as implementing guidelines (juklak) and technical instructions (juknis) for the performance of RT and RW Chairs based on Pancasila and the 1945 Constitution by being a community motivator, community and government communicator, mediator between society and Government, Aspirator of society, Stabilizer of society's life. 2) There needs to be capacity building by the Bukittinggi City Government for RT and RW administrators regarding the duties and functions of the Rukun Tetangga as community motivators, community and government communicators, mediators between the community and Government, community aspirators, community life stabilizers. 3) There needs to be improvements in the assessment process regarding the implementation of duties and functions in achieving its objectives of serving the public following public values.

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