

SOCIAL PROTECTION FOR CHILDREN IN DIFFICULT SITUATIONS: LESSONS FROM INDONESIA¹

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Abstract

Indonesia has demonstrated strong commitment to the provision of basic education and health services, but this is declining since the economic crisis hit the nation in the late-1997. Child and youth well-being is heavily affected by the recent economic crisis and subsequent geographic disaster. Under conditions of crisis, most families are unable to provide basic needs for their children such as primary education, health care services and social protection. The main goal of this paper is to discuss issues and schemes of social protection that can be developed to protect children living in difficult situations, such as street children, child labour, prostituted children and children in conflict with the law. This paper is generated and developed from the project entitled “Program Evaluation on Children in Need of Social Protection (CNSP)’ funded by PLAN International Indonesia, in which I served as principal researcher. This study shows that the collaborative actions between PLAN and NGOs partners in CNSP Programme has successfully contributed to the improvement of the status of basic health, education, and livelihood among CNSP. Nevertheless, there are several challenges occur during the implementation. PLAN projects tend to address micro issues of CNSP and has not (yet) taken a holistic view of the issue. The interventions were *ad hoc* and depended heavily on the strategy and capacity of the partner NGOs. Through collaboration with a local NGO, for example, PLAN did provide support to prostituted children offering skills training for income generating. PLAN did not, however, deal with the issue of HIV/AIDS. More fundamentally PLAN failed to address the underlying causes that lead to children being prostituted or abused.

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I. INTRODUCTION

Social protection has been gaining importance in the new policy trend amongst the ASEAN Member Countries (AMCs) since the Financial Crisis. The main reasons are economic and demographic structural changes, continuing effects of the crisis on the economy, and experiences brought by the recent tsunami disaster (ASEAN Secretariat, 2004; Suharto, et al, 2006).

It is now widely accepted that social protection can lead to more equitable growth by smoothing income fluctuation and broadening access to human capital development. Many countries in ASEAN have demonstrated strong commitment to the provision of basic education and health services, but this is declining since the economic crisis hit the region in the late-1990s.

Indonesia has also demonstrated strong commitment to the provision of basic education and health services, but this is declining since the economic crisis hit the nation in the late-1997. Child and youth well-being is heavily affected by the recent economic crisis and subsequent geographic disaster. Under conditions of crisis, most families are unable to provide basic needs for their children such as primary education, health care services and social protection.

As defined in the United Nations Convention on the Rights of the Child, society, through good governance, must provide measures to ensure that the child is protected from all forms of abuse and exploitation. Social protection is especially paramount to protect Children living in Difficult Situations (CDS), such as street children, child labour, child prostitution (particularly among young girls), children with disabilities, and children under armed conflict (Suharto and Thamrin, 2007). In many countries, investment in children is a key factor in poverty reduction and economic growth. However, it is usually a small proportion of national budgets, although evidence shows that the small investments currently made bring considerable future benefits to society as a whole. In this regard, the role of civil society, including international organisations and Non Government Organisations (NGOs) is paramount.

PLAN Indonesia is an international agency which has worked with children in need of special protection. Since 1997, PLAN Indonesia has implemented protection programme for children in need of Special Protection or CNSP in three cities, namely Jakarta, Surabaya, and Makassar. The programme implemented is intended to improve the awareness of both government and the public on protection for children in need of special protection, namely street children, child labour, children being in conflict against law, and the prostituted children.

This paper is designed to discuss three main points: (1) The characteristics of CDS in Indonesia (2) Roles of NGOs – PLAN's partners in CNSP Programme, in applying social protection schemes for CDS, and (3) Models of social protection that can be developed to protect CDS from abuse, neglect and exploitation. After introducing the context and methods of study in section one and two, brief review of the conceptual framework on social protection is provided in section three. Section four and five of

this paper then delineates some key lessons from CNSP Programme to understand characteristics of CDS as well as roles of NGOs in response to issues and problems faced by CDS in Indonesia. Section six provides analysis of the lessons learned. Conclusions and policy recommendations are provided in the last section.

II. METHODS

This paper is generated and developed from the project entitled ‘Programme Evaluation on Children in Need of Social Protection (CNSP)’ funded by PLAN International Indonesia. Serving as principal researcher, I employed descriptive and qualitative approaches in this evaluation research. Assisted by Juni Thamrin and Ajeng Purnama, primary and secondary data were collected through in-depth interviews, focused group discussions and desk review of literature and related documents.

Fieldwork has been done in Jakarta and Surabaya to visit selected PLAN partners and was accomplished for two months, between August and September 2007. While in Jakarta such NGOs as SPMAA (Mental Education Centre of Allah’s Religion), PKBI (Indonesian Family Planning Organisation) and ICODESA (Institute for Community Development and Social Advocacy) have been visited and observed, in Surabaya PUSHAM (Centre for Human Rights Studies) of Airlangga University, SCCC (Surabaya Children Crisis Centre) and GENTA Foundation were approached. Involving a number of participants or informants, interviews and focused group discussions were conducted with staffs of the six NGOs and beneficiaries including children and their parents.

III. SOCIAL PROTECTION: BRIEF LITERATURE REVIEW

Social protection is an important element in social policy strategies for eradicating poverty and reducing multidimensional deprivation (Suharto, 2006). In a broader sense, social protection could be described as all public and private initiatives that provide income or consumption transfers to the poor, protect the vulnerable against livelihood risks, and enhance the social status and rights of marginalised groups within any given country (Suharto, 2007).

Social protection refers to processes, policies and interventions, and entities like the government, private sector and civil society who respond to the economic, political, and security risks faced by a region’s population, particularly those categorised as the poor and vulnerable (Suharto, 2007). As an approach, social protection consists of all interventions from the public and private sectors, together with community-based organisations to support individuals, households and communities in preventing, managing and overcoming risks and vulnerabilities (John, 2002; von Hauff, 2002; Shepherd et al 2004).

Mechanisms of social protection should essentially be used to specifically target the very poor and vulnerable groups in a particular society and enable them to build up their assets so as to escape the threat of poverty in a sustainable way and to withstand the shocks of future crises and changes to their social and economic status in a given society (ADB, 2004). Social protection includes formal and non-formal schemes

ranging from social insurance and social assistance to community-based schemes. Social insurance and social assistance can generally be included as the formal schemes, while community-based schemes can be referred to as a kind of informal social protection (Suharto, 2006; Suharto 2007).

Social protection is a term used interchangeably in the literature with social policy, social welfare and/or social security, but seems increasingly to be used as a generic term going beyond the alternatives. According to Juan Somavia, the Director General of the International Labour Office (ILO), social protection is about people and families having security in the face of vulnerabilities and contingencies. It is having access to health care, and it is about working in safety. But we are far from realizing the ideal of adequate social protection as a right for all (Kammerman and Gabel, 2006).

In terms of social protection for children living in difficult situation (CDS), many of the major international organisations have now adopted rights-based approaches to their programme development. According to Ray and Carter (2007), child rights-based approaches (CRBA) are particularly important when working with children in the poorest and most difficult situations. The authors argue that the dynamics that exclude them from participating equitably in society are generally reproduced in the course of welfare approaches to development. Child rights-based approaches, with their emphasis on inclusion and non-discrimination, require specific efforts to be made to identify children most at risk, facilitate their participation and address their particular issues.

As shown in Figure 1, child centered rights-based approaches view children in the context of their relationships with their families, peers and the wider society as shown in the diagram, each of the different actors having complementary rights and responsibilities and playing their role in the realisation of children's rights.

Viewing children in the poorest and most difficult situations in the context of their relationships and wider society is particularly important (Ray and Carter, 2007). Many children live without the support of parents and in societies in which their exclusion is systematic and institutionalised. It is therefore necessary to understand the roles of different actors and institutions in the lives of these children. As well as family members these include peers and other adults such as employers, teachers, police and gang leaders. It is also necessary to understand how children are viewed by local and national government in terms of the legislative framework, social policy and programmes and budgetary allocations and how they are treated by institutions such as the health and education services and the judicial system.

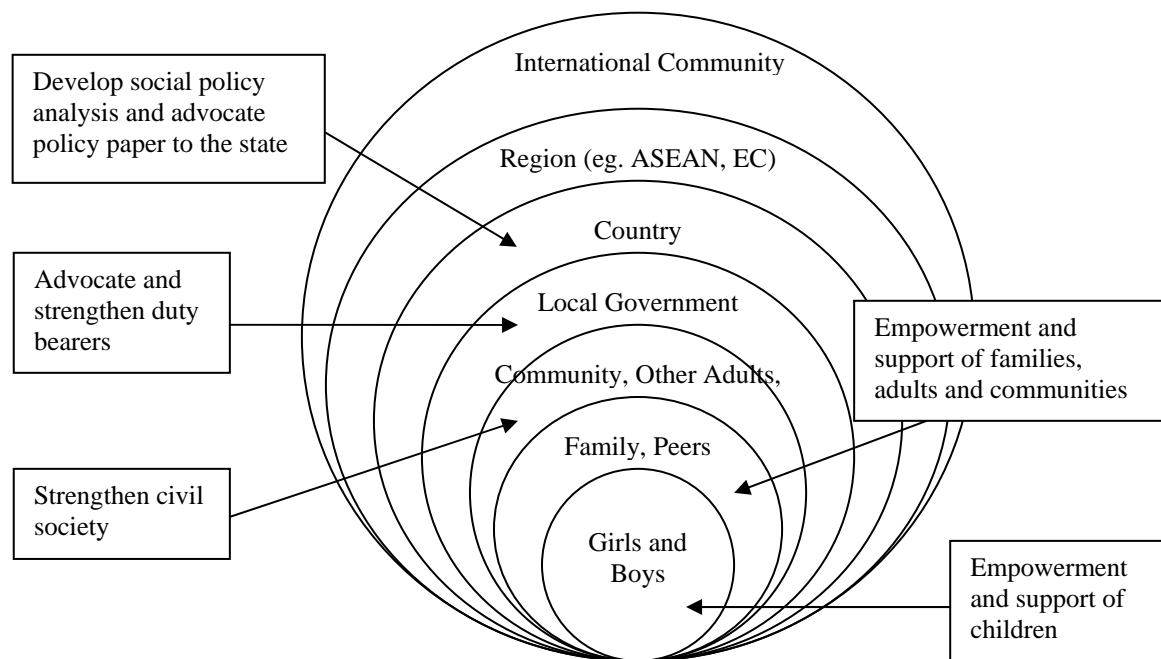


Figure 1: Child Centered, Rights-Based Approaches in the Context of their Families, Communities and Wider Society

Source: adapted and modified from Ray and Carter (2007: 40)

For the purposes of this paper, I view child centered rights-based approaches as having the following main operational elements (Ray and Carter, 2007):

- Empowerment and support of children to know their rights and responsibilities, to shape their own lives in positive ways, to participate in their society and claim their rights in a manner that is safe and appropriate to their situation and evolving capacities.
- Empowerment and support of parents, other adult care givers and communities to know and exercise their responsibilities towards children, participate in their society and to claim their rights to those who have duties towards them.
- Advocate for the local, national and international authorities to fulfill their duties towards children, their families and communities and support and strengthen them in doing this where appropriate.
- Strengthen local and national civil society to work for the rights of children. These operational elements look at how to work with children in the poorest and most difficult situations. They emphasize the primary role of those who have the main responsibilities for the well-being of children – children themselves, families, communities, local and national government. The role of child-focused organisations is to help strengthen these primary actors to claim their rights and take up their responsibilities towards children and to monitor progress towards the realisation of children’s rights.

IV. CNSP PROGRAMME

When the financial crisis hit Indonesia in the 1998, a heavy reliance on traditional family-based social protection systems led to the failure of Indonesian government to respond it effectively (Suharto and Thamrin, 2007). In the lead up to the financial crisis, the majority of the Indonesian citizens, particularly those working in the shadow economy, were not covered by formal social protection schemes, especially children. The traditional social protection systems proved to be poorly adapted to the demands of a market economy and, in particular, the gradual erosion of family and community networks undermined the very basis of those traditional safety nets. Within that situation children in many areas in Indonesia were affected. Many of them, such as street children, child labour, prostituted children and children in conflict with the law, have been working in ‘danger’ areas or living in difficult situation, and hence facing multifaceted problems that need special protection.

Programme of Children in Need of Special Protection (CNSP) is one of the PLAN interventions which are fundamentally designed to improve the situation of those children who are already in need of special protection with the intention not to make them more vulnerable to additional violation of their rights. The CNSP programme aims to enhance ongoing activities with children living in the poorest and most difficult situation yet it also aims at achieving a greater impact on the lives of these children by strengthening networks with local NGOs, INGOs, and Government Departments and through capacity building to service providers, policy reform, children’s participation and child case monitoring. Specific objectives of the CNSP programme are to:

1. Increase the status of basic health and life skills of children in need of special protection;
2. Strengthen the capacities of local NGOs and partners to facilitate children participation, community-based social integration, legal advice, referral systems and STD/AIDS prevention; and
3. Improve local government’s commitment and support in the programmes and undertake policy reforms to protect children in need of special protection.

Role of PLAN International and PLAN Indonesia

The settlement of child’s problems is actually the collective responsibility of all world citizens not merely the government’s responsibility. The involvement of elements other than government in solving these problems, for some parties, is a crucial matter. This act is also taken by PLAN International, an International NGO focusing its activities on the child’s development sector. The provision of assistance to the children is a basic foundation of this organisation. PLAN International has the aspiration to have all children in the world being aware of their potential and appreciating other people’s rights and honor. Up to presently, more than one million children and families all over the world have involved in PLAN International programmes. PLAN attempts to achieve child’s life quality in developing countries through the process of getting all cross-cultural communities involved, as well as adding to the meaning and values of their life through:

- The provision of opportunities to the children, families and their communities which have not got what they are supposed to own to fulfilling the basic needs and improve their abilities to actively participate and get the benefits from their neighboring people.
- The relationship of adopting family to enhance the understanding and unity of human with different background of cultures and countries; and
- To promote the rights and concerns of children all over the world

To expand its activities reach out, PLAN involves Foster Parent PLAN Netherland (FPP) in its membership structure especially for organisational programmes implemented in Europe. The main objective of FPP is to improve child's condition all over the world, i.e. by focusing itself on structural construction. In implementing its activities, FPP emphasizes on several key principles, among others children centredness, learning process, assimilation, gender equity, environment sustainability, empowerment and continuity as well as cooperation.

As for supporting the activities of PLAN's programme in several regions in Indonesia, in 1969 it was founded PLAN Indonesia who implemented in activities mostly in the south of Yogyakarta. Currently, PLAN Indonesia has developed programmes that help approximately 50,000 children and their families in 18 sub-districts and 261 villages spreading over 6 provinces, namely West Java province, most portion of DKI Jakarta area, Central Java, East Java, West Nusa Tenggara, East Nusa Tenggara and South Sulawesi.

With reference specifically to CDS, since 1997 PLAN started its first project with street children in Surabaya, East Java. In 1998, PLAN started a programme to support child workers at the dump-site in Makassar, South Sulawesi. This was followed by a number of other projects addressing child labour, commercial sexual exploitation of children (CSEC) or prostituted children and children in conflict with the law in the capital city of Jakarta. In implementing these programmes, PLAN Indonesia cooperates with some local community-based institutions engaged in the sector of fulfilling and protecting child's rights spreading over the above mentioned provinces.

PLAN Indonesia's Partners

In implementing CNSP programme, PLAN cooperates with more than 15 NGOs dealing with CDS issues especially street children, children in conflict with the law, child labour, and prostituted children in Jakarta, Makassar, and Surabaya. However, according to PLAN's request, this evaluation is only focused on six institutions spreading over two areas in Jakarta and Surabaya. Below is a brief profile of the six PLAN's partners implementing CNSP programme in Jakarta and Surabaya.

1. ICODESA (Institute for Community Development and Social Advocacy), Jakarta

ICODESA focusing its activities on the child prostitution issue. This institution has established cooperation with PLAN Indonesia for about two years in the programme of 'Rights and Capacity Building of Girls and Women through the Education on Rights and Skills Training in Rawa Malang Prostitution Complex, Cilincing Sub-

district, North Jakarta. The main activities of this institution are the empowerment of girls and women in the prostitution complex. The objective of this programme is to make the group of girls and women, especially those being the victims of trafficking for prostitution, having the ability to express themselves according to their rights and to enable them choose alternative works other than what they are doing now.

Some activities implemented by ICODESA include livelihood skills, outreach, inspection, health treatment (general practitioner), reproduction health trainings, network enhancement, escorting and counseling, household economic trainings, peer educator trainings, communities bulletin publication, sticker about child issues, programme socialization, Capacity Building Staff (CBS), and learning guide for children of elementary age, and library management.

2. PKBI (Indonesian Family Planning Organisation), Jakarta

This institution is engaged in the sector of children in conflict with the law through the empowerment of children at boys and girls penitentiary institutions in Tangerang, West Java. During the last two years, PKBI has established a cooperation with PLAN Indonesia in the programme entitled 'Protection for Learning Children at the Boys and Girls Penitentiary Institutions in Tangerang'.

The programme activities implemented by this institution include advanced achievement motivation trainings, anger management trainings, leadership trainings, film making trainings, trainings on convention on the rights of the child, media development, group meetings, journalism trainings, routine discussions on children learning, child's guardians meetings, and school to school campaign.

3. SPMAA (Mental Education Centre of Allah's Religion), Jakarta

SPMAA is a religious-based NGO focusing its activities on the empowerment of street children in Karet Tengsin area, Tanah Abang, Central Jakarta, Kebon Pala-Makasar-East Jakarta, and within the area of Petamburan Flat, Central Jakarta. Based on Islamic-pluralism teaching, this organisation is a branch of SPMAA of Lamongan, East Java, the headquarter.

The joint project of SPMAA and PLAN Indonesia for two years are focused on two main programmes namely Adituka (early education for child growth and development) and Pusaka (participation and creation centre for children). Adituka is a quality early education programme model for children in terms of physical development, intelligence, social and emotional organised by the family and community-based organisations (CBO). Adituka is organised by the foundation members. But in the implementation, it is also assisted by cadres consisting of community members voluntarily working to help the programme implementation. These cadres, among others, are responsible for accompanying the children playing activity, helping their preparation to school, guiding them in socializing, as well as training their independence during the play at the centre.

Pusaka programme is a child's participation programme through the development of child's creation room. Several activities of Pusaka are breeding computer skills, provision of reading space at library, cheerful school, Holy Koran education for youth and kindergarten students.

4. GENTA Foundation, Surabaya

Genta Surabaya foundation is originally an institution concentrating on the issues of child workers in Surabaya especially at Kandangan Stasiun, Moroseneng, Ambengan Selatan Karya, 1001 nights, Ngesong, and Simo Gunung Kramat areas. This activity was initiated by the concern of this foundation on the condition of children aged 15 who were susceptible to become child labour. To respond such problem, this foundation took the efforts of improving the sustainable life skills education at "work-school", reducing the number of children going to the street by providing access to an accessible and sustainable life education, and enhancing parents' awareness on child's basic rights.

The cooperation between this foundation with PLAN Indonesia is executed through a programme named 'Preparing Children to Enter Working Environment in Urban Community' or easily known as EduCare work-school programme. The objective of this programme is to enable abandoned children in getting the service of sustainable life education at the work-school. The activities include the development of informal business network, the implementation of work-school activities, and apprenticeship projects.

5. PUSHAM (Centre for Human Rights Studies) of Airlangga University, Surabaya

PUSHAM is basically an organisation dealing with problems connected to the community security and order (Kamtibmas) in a wide term. The activities of this institution include mapping the community security issues through Community Oriented Policing (COP) programme. COP involves multi-stakeholders, such as neighbourhood, village and municipality office apparatus, the local police, and volunteers.

During the last several years, PUSHAM's missions started to move towards child protection issue by establishing child division. The activities of this division include trainings on socializing convention on the rights of the child, discussions on child issues; workshops on improving roles of women local organisations in responding child issues and rights, database development; and the dissemination of child issues reports.

6. SCCC (Surabaya Children Crisis Centre)

SCCC is initially a non-for-profit law firm. As an NGO focusing on law issues of children, most staffs of this institution are lawyers. SCCC activities include the mapping of potential area for children in conflict with the law, case presentation, FGD counselor, workshop with universities, paralegal trainings, counselor trainings, family-hood meetings, case discussions, media creation, and seminar on child's rights at school.

The cooperation programme between SCCC and PLAN Indonesia in the sector of children in conflict with the law is realized in a programme entitled 'The Legal Advocacy Service for the Fulfilment of Rights on Protection, Life Survival and Growth of Children in Conflict with the Law in Surabaya Area'. This programme, which is implemented in Gresik and Surabaya, is aimed at empowering child labourers to enable them in getting the rights and protection they are supposed to have.

V. CHARACTERISTICS OF CDS AND ROLES OF NGOS

Generally, people tend to perceive that Children in Difficult Situations (CDS) are among the bad member of society (Suharto and Thamrin, 2007). They are often referred to as having only evil characteristics and hence have no potentials for development. Nevertheless, the above stereotypes are not always the case.

It was found that CDS have to some extent "positive" characters such as brave or courageous, creative and independent compared to other children. Solidarity is also high among CDS. However, due to their low socio-economic background and poor environments, some CDS show such unconstructive behavior as pessimistic and low self-confidence. Street and prostituted children, for instance, tend to have instant behavior in the sense that they want to fulfill their needs straight away which sometime do not conform acceptable norms.

There are major contributing factors explaining why a number of children in Jakarta and Surabaya become CDS. While poverty and low level of family education are among the two interrelated key determinants, domestic violence, neglect and lack of attention from family, negative effect of environment, drug abuse, and stigma are also apparent. High school dropout, domestic violence and violence in the environment are the most critical issues found among street children. Issues such as physical and sexual abuse, economic exploitation, consumerism, and high risks of STD/AIDS are evident among prostituted children. Sexual myths are also found and make prostituted children more vulnerable to additional violation of their rights. For example, it was told that while doing sexual intercourse with prostituted children, men in Rawa Malang, Jakarta often put horse tail hairs in their penis. It is believed that such a practice will make optimum stimulation and orgasm to the children. In fact, this creates wound in the vagina of children.

For children in conflict with the law, especially those living in jail, the crucial issues affecting and even degrading their life are limited facilities and budget for education and vocational trainings and health services, no specific facilities for children with disabilities and specific needs, no specific treatment or approach for imprisoned children according to their accuse, and no staff of prison who have social work and psychology background.

In response to CDS issues, NGOs of PLAN's partners are supposed to implement programmes to four categories of CDS.

1. **Street children.** There are at least three NGOs focusing their activities on street children: SPMAA, PUSHAM, and GENTA Foundation;
2. **Children in conflict with the law.** PKBI and SCCC are partners of PLAN working with children in conflict with the law;
3. **Commercial Sexual Exploitation of Children (CSEC) or prostituted children.** ICODESA is an organisation focusing specifically on addressing issues of prostituted children, although programmes of SPMAA and Genta Foundation are also related to some extent to this issue; and
4. **Child labour.** According to PLAN' staffs, there are PLAN's partners dealing with child labour issues, such as Miyatani in Jakarta and Yaspindo in Makassar. Evaluation in two cities of Jakarta and Surabaya, however, did not find any local partners of PLAN dealing specifically and significantly with child labour issues.

1. Street children

Of the two cities examined, there were three PLAN's partner institutions which emphasized their activities on protecting the street children, namely SPMAA, PUSHAM, and Genta foundation.

SPMAA. In its activities, SPMAA directed the implementation more to slum and poor areas of the city as an effort to prevent the children from poor families from being 'fallen' into CDS. This institution succeeded in developing Adituka and Pusaka programmes which emphasized on the effort of providing education, shelter for the gathering of poor children, group Holy Koran education and a library for them. This programme is strategic enough as a 'buffer' to prevent those children from becoming CDS because of their internal and external factors. Although the existence of Adituka and Pusaka contribute to educational sector, SPMAA has not been able to reach the improvement in environmental issues, health and sanitation, and the enhancement in economic sector. For example, Pusaka programme is unable to provide employment opportunity to its beneficiaries who have received computer skill training. Adituka and Pusaka programmes are also questioned in terms of their sustainability. If there is no continuing referral programme, then the effectiveness of these programme is at stake. Social, economic, and family environment factors can easily trigger children of Adituka and Pusaka to slide again into CDS. Realizing the "susceptibility" of the programmes, SPMAA applied two strategies: the first developing Adituka programme for under-five-years children, and the second developing Pusaka programme for children going to enter youth period. However, this "experiment" has not been running for a long period so that the outcome of these strategies remains unclear.

GENTA Foundation. This institution offers vocational education through work-schooling for CDS. The general success achieved by this institution is in advocating the behavior change of the children and their neighboring environment susceptible to become CDS. From 35 children participating in work-schooling, almost 75 percent out of them currently have their-own business and started to leave their previous profession. In addition, some of the children involved in the work-schooling now succeed in advocating their peers to start thinking for their future. Unfortunately, this activity had to be terminated at the first batch. Genta has actually planned to run the second batch EduCare which will facilitate more children than those of the first batch.

But due to the discontinued funds support from PLAN, Genta has to stop its programme. As a result, the impact of the vocational education remains insignificant. There are indeed some children who have started their own business, a cell phone outlet. However, they are not self-sufficient yet. They are still depending heavily on the income support of Genta foundation. There are also a significant number of children who are still unemployed and have to return to the street.

PUSHAM. Social protection scheme of this organization is still unclear. The main mission of this institution is to make preventive efforts on the children susceptible to become CDS, but the scheme developed is heavily designed to empower the community, not children. PUSHAM's concept of child protection is directed to build adults' awareness, i.e. through community oriented policing (COP). Under COP a division addressing child issues is then developed and became the starting point of the cooperation between PUSHAM and PLAN. In the implementation, however, this institution has not been able to address the specific problems of CDS relating to education and health sectors, as well as the making of birth certificate. Since it was not started from child's issues, the portion of child issues developed by this institution is relatively small compared to other institutions and is likely without an accurate scheme and strategy in describing and mapping the problems faced by children.

2. Children in conflict with the law

From the six PLAN's partners, there are two local partners focused its activities on protecting the children in conflict with the law: SCCC and PKBI.

SCCC. This institution addresses children in conflict with the law directly by giving legal assistance for the children, starting from the initial process of detainment up to the detainment period. SCCC develops restorative justice and diversion which up to present have not been regulated in Indonesian positive law. This institution advocates all community levels to have awareness and responsibility on child's rights. This organisation is also playing role as referral institution for various legal instance purposes. The social protection schemes of SCCC are relating to rehabilitation, advocacy and socialization for children in conflict with law. Although not directly related with programme domain of PLAN Indonesia, the advocacy and socialization on convention on the rights of the child as well as the restorative justice and diversion developed by this institution have succeeded in responding child rights issues, such as improving the child's environmental and sanitation condition at Medaeng Prison. Amidst the funds limitation faced by this institution, SCCC gives a remarkable contribution to disseminating restorative justice and diversion schemes to the court and jail officers, children, scholars and practitioners and the wider community in its respective areas.

PKBI. The programme developed by PKBI is directed to children in conflict with the law at Tangerang boys and girls penitentiary. There are at least four reasons why PKBI Jakarta develops this programme: (1) global commitment to world convention on child's rights and a proper world for children; (2) national commitment to realize convention on the rights of the child; (3) internal organization commitment and mandate of PKBI, and (4) the real past condition of children prison in Tangerang.

Historically, PKBI Jakarta had long started the youth programme and youth counseling on HIV/AIDS issues. So, when this institution was assigned by PLAN Indonesia to develop child protection programme at Lapas Tangerang, PKBI then expanded its activities by organizing children trainings and facilitation programmes relating to reproduction and HIV/AIDS issues.

PKBI Jakarta has successfully implemented their programmes and given significant impacts on the change of child's penitentiary to become friendlier to children. Amongst others, the indicators can be seen as follow:

- The implementation of 'Child Friendly Jail' programme has improved prison administration which is now more friendly to child. For example, jail officers are no longer using violence in doing their daily duties. Child uniform is changed which has not had the characteristics of detained children any more. The officers' uniform has also been changed from military style to more friendly uniform with tie.
- The prison facilities and infrastructures are more human and friendly for children. There are additional facilities such as sport courts and hall for playing, reading and doing social activities. Jail blocks are modified and equipped with minimum facilities such as clean water and latrine at each cell. There is also an addition to folding bed, painting and drawing on public facilities which create a friendly and peaceful atmosphere.
- The education for children becomes the main concern. While in jail, children can continue their education to alternative schools equivalent to the formal education system, namely *Kejar Paket A* (equivalent to elementary school), *Kejar Paket B* (equivalent to junior high school), and *Kejar Paket C* (equivalent to senior high school)

3. Prostituted children

The institution focusing its activities on dealing with prostituted children is ICODESA Jakarta. However, SPMAA and GENTA Foundation are also dealing with prostituted children, although not in a direct way.

ICODESA. The main programme of ICODESA is drop in centre providing counseling, health examination, life-skills trainings, and bulletins, not only for prostituted children in the prostitution complex, but also for community and children living around the complex. The programme output of ICODESA in Rawa Malang is difficult to be measured. ICODESA does not determine the total number of beneficiaries to be served. This unclear target group lead to the unclear programme strategy run in the field. ICODESA is also unable to employ appropriate communication strategy with the local people. This has created conflict between ICODESA staffs and the local elites (e.g. pimps, informal bodyguards) in the prostitution complex. Whilst this condition has made ICODESA unable to implement its programmes freely, this has limited the number of prostituted children who participate in the programme.

SPMAA. According to SPMAA's note, there was a case of prostituted children who has ever been handled by this foundation. However the handling was not carried out by SPMAA Jakarta, but by its headquarter in Lamongan in order to receive religious guidance and counseling. SPMAA contribution to providing protection for the prostituted children is not significant. Whilst the total coverage is very small, the initial missions of this foundation are not focusing on dealing with prostituted children, but with street children issues.

GENTA Foundation. There are one to two prostituted children involved in the EduCare programme developed by this foundation. It seems that the knowledge and skills received by prostituted children during their participation in EduCare programmes – such as training to make soybean concentrate or silk-screening – could not be practiced in the real business activities. This was partly caused by low motivation of children to improve their capability as well as by no follow-up interventions of the Genta foundation to develop further their business skills based on the training they received. This condition made such prostituted children unable to implement their preliminary skills into the real business activities or enter job market.

VI. DISCUSSIONS

In general, CNSP programme through collaboration with local NGOs has made contributions to the process of empowerment at the level of children, implementing partners, stakeholders, and issue mainstreaming. The programme has increased participation and did provide support to the fulfillment of needs and protection required by CNSP especially in an urgent situation. While the programme can protect them from violation of their rights, it also provides support to livelihood skills for income generating, health services, and law protection. In turn, it has also made notable contributions to strengthen civil society in amplifying child rights through talk shows, mass media, and discussion forums.

Implementation of CNSP programme is especially adequate at the protective domain, notably in dealing with the issue of children in conflict with the law. SCCC has successfully provided legal justice and developed restorative justice to protect children in conflict with the law in Surabaya. The programme of 'Child Friendly Jail' developed by PKBI has improved prison administration and environment which are now more friendly to child. In terms of issue in protective domain, however, after detention is one of the most critical issues found among children in conflict with the law. In addition to stigma, lack of motivation and vocational trainings during children in jail make children and those already grown-up difficult to adapt to new environment when they go out of the prison. Besides, better condition in prison as a result of the success of 'child friendly jail' programme sometimes creates unintended effect and traps the children into a "comfortable zone". This case, noted in Children Jail Tangerang as part of PKBI Jakarta target, often makes children reluctant to face new situation outside the prison.

A number of NGOs (eg. SPMAA and PUSHAM) has developed programmes in the forms of preventive measures, but their coverage and impacts are still limited. In the preventive domain, especially with reference to Adituka programme of SPMAA, the

issue is relating to PLAN's future agenda to change its strategy to be more directly touching CBO rather than collaborating with NGO partners. This issue raises questions about the capacity of community-based organisations (CBOs) in implementing programmes without assistance of NGO due to limited facilities and networking capacity of CBOs in the area of evaluation. Even though a CBO has adequate facilities and capacities, the next question that will appear relates to the capacity of PLAN's staffs to organise and facilitate CBOs directly, particularly when the number of CBOs reaches in hundreds.

It is evident that almost all implementing partners are focusing heavily on micro issues of CDS. Without macro strategy involving changes in structural and policy context, micro approach is hardly able to contribute significantly in improving living condition of children. It is also found that almost all programmes run by partner NGOs are still partial, *ad hoc* and unsustainable. This is strikingly caused by long and uncertain postponement of grant from PLAN to NGOs. Limited budget and networking of NGOs tend to limit the capacity of NGOs in reaching target groups and enlarging the coverage. While the number total beneficiaries of NGOs is relatively small, no one of partner NGOs in Jakarta and Surabaya dealing with the fourth type of CDS that is, child labour.

VII. CONCLUSIONS AND POLICY RECOMMENDATIONS

Lessons from CNSP programme of PLAN Indonesia are compelling messages that the collaborative actions between PLAN and NGOs partners in CNSP Programme has successfully contributed to the improvement of the status of basic health, education, and livelihood among CDS. Nevertheless, there are several challenges occur during the implementation – such as coverage limitations; still concentrating at micro level; uncertain information flows and limitation of comprehensive and sustainable intervention in the area children in the conflict with the law.

One of the key lessons learned from PLAN projects was that originally PLAN only addressed the micro issues of children in need of special protection and had not (yet) taken a holistic view of the issue. Through collaboration with a local NGO, PLAN did provide support to prostituted children offering skills training for income generating. PLAN did not, however, deal with the issue of HIV/AIDS. More fundamentally PLAN failed to address the underlying causes that lead to children being prostituted or abused.

In addition, the interventions were *ad hoc* and depended heavily on the strategy and capacity of the partner NGOs. Under livelihood, education and or health sectors, PLAN Indonesia's regular programmes in the "sending area" of rural communities can prevent children from becoming CNSP. Nevertheless, PLAN often fails to identify and adequately address underlying causes of the problems. This is also attributed to the fact that the CNSP focus in and around urban areas.

Based on this experience, it is recommended that the expansion of community-based child protection networks, preventing and supporting activities for vulnerable children and increasing the capacity of alternative forms of care for children at risk undoubtedly

needs to be considered further in the years ahead. There are several strategic entry points to protect children from all forms of abuses and exploitation in public policy in Indonesia and can be applied elsewhere.

- Early child development to ensure the balanced psychomotor development of the child through basic nutrition, preventive health and educational programmes, school feeding programmes, scholarships, or school fee waivers, waiving of fees for mothers and children in health services, street children initiatives, child rights advocacy/awareness programmes against child abuse, child labour, etc.
- Family allowances either means-tested cash transfers or coupons/stamps for basic goods and services (i.e., food, clothing) to assist families with young children to meet part of their basic needs.
- Youth programmes to avoid marginalisation and social problems among teenagers, such as juvenile delinquency, criminality, early pregnancy, prostitution, and vulnerability to drugs addiction and sexually transmitted diseases.
- School feeding programmes and scholarships for children.
- Waiving of fees for mothers and children in health services.
- Initiatives programme for children in difficult situations to return children to shelters and homes.
- Advocacy programmes against child abuses, child exploitation and child labour

With reference to child rights-based approaches (CRBA), children should be provided with opportunities to participate in policy discussions at all levels and should encourage governments to develop legislation, policy and programmes that promote the realisation of all children's rights. Compliance with the Convention on the Rights of the Child (CRC) should be monitored. Governments also need to be pressured to develop child protection legislation, to enforce existing legislation and to provide adequate child protection services and law enforcement and judicial systems appropriate for children.

Programmes to assist children in difficult situations should be based on a child rights-based situation assessment that identifies the children whose rights are most violated in each context and analyses the roles, responsibilities and capacities of different duty bearers and stakeholders. Programmes should include activities to empower, strengthen and build the capacity of the different individuals and institutions that are responsible for children. Programmes should be assessed in terms of their outcomes and impact on the lives of children, their families and communities in order to ensure that what is being done is in the children's best interests.

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