Key Drivers Contributing to Child-parents Separation

Indonesia

SOS CHILDREN'S VILLAGES

August 2024

Key Drivers Contributing to Child-Parent Separation in Indonesia

Principal Author: Dr Chrissie Gale

Consultant National Researcher: Ms Andhita Nurul Khasanah

SOS CHILDREN'S VILLAGES

Contents

3

SOS CHILDREN'S VILLAGES

List of Tables

SOS CHILDREN'S VILLAGES

List of Figures

SOS CHILDREN'S VILLAGES

SOS CHILDREN'S VILLAGES

Foreword

We are delighted to present the research paper, Key Drivers Contributing to Child-Parents Separation in Indonesia. This significant work is the result of a collaborative effort between SOS Children's Villages Indonesia and Universitas Islam Bandung. The report provides comprehensive insights into the factors leading to child-family separation across the country, highlighting various contributing causes. In many cases, the principle of acting in the best interests of the child has not been sufficiently prioritized, emphasizing the need for stronger frameworks and practices.

Indonesia, like other Southeast Asian nations, has enacted several laws aimed at protecting children's rights, with the Child Protection Law of 2002 serving as the foundational framework. This law outlines children's rights to survival, development, protection, and participation, while also defining forms of abuse and neglect, with penalties for violators. Despite these regulations, significant legislative and implementation gaps remain, particularly concerning the availability of comprehensive data on children in alternative care settings. This data gap limits the understanding of the scale and severity of issues affecting children's rights, especially those in alternative care.

This study, supported by both national and international researchers and facilitated by SOS Children's Villages Indonesia, addresses these gaps by providing key data. The research identifies violence, particularly domestic and gender-based violence, as primary factors driving the placement of children in alternative care. It incorporates the perspectives of children, including those with disabilities, as well as adult family members and caregivers, ensuring a holistic understanding of the challenges. The study's findings stress the necessity of continuous dialogue with both state and non-state actors to enhance the protection and well-being of vulnerable children.

Strengthening the implementation of the UN Guidelines for Alternative Care in Indonesia is crucial, as there is significant room for improvement across the nation's diverse regions. Wider collaboration in alternative care is much needed, considering the country's size and the complexity of issues affecting child welfare. This report reinforces the local relevance and expertise of organizations like SOS Children's Villages in caring for children deprived of parental care or at risk.

We are optimistic that this research will inspire further studies and programmatic interventions, extending the impact not only within Indonesia but also across other SOS Children's Villages programmes worldwide and beyond it. We express our gratitude to the dedicated research team for their commitment and hard work, which have been pivotal in bringing this important project to fruition.

Gregor Nitihardjo

National Director
SOS Children's Villages Indonesia

Acknowledgements

Definitions

Abandonment	A situation in which children are anonymously left in a 'public' place by persons unknown e.g., a child is left on the steps of a mosque or in front of a hospital. or on the street.
Adoption	A child who is officially placed in the legal custody of the person adopting them 'pursuant to a final adoption order, as of which moment, for the purposes of the UN Guidelines for the Alternative Care of Children, the child is considered to be in parental care'.1
Alternative care	Care provided for children who are not living with parents. According to the UN Guidelines, this is care that is formally arranged including foster care, kinship care and placement in small scale residential settings or, informal care. All care in residential institutions even if not formally arranged, is alternative care.
Care Leavers	Children and young people who have left alternative care
Child	A child is any person under the age of 18 years unless the law of a particular country sets the legal age for adulthood younger, as provided for under Article 1 of the United Nations Convention on the Child. [2]
Children without parental care	For the purposes of this report, this is children not in the care of both parents. The UN Guidelines for the Alternative Care of Children note this to be 'All children not in the overnight care of at least one of their parents, for whatever reason and under whatever circumstances.'[3]
Family based alternative care	Refers to care arrangement whereby a child is placed in the domestic environment of a family, as opposed to institutional or residential care.[4]
Formal care	'All care provided in a family environment that has been ordered by a competent administrative body or judicial authority, and all care provided in a residential environment, including in private facilities, whether or not the result of administrative or judicial measures'.[5]
Foster care	'Situations whereby children are placed by a competent authority for the purposes of alternative care in the domestic environment of a family, other than children's own family, that has been selected, qualified, approved, and supervised for providing such care.'[6] This also applies to a formally arranged placement with family members i.e. formal kinship foster care..
Gatekeeping	A process by which the situation of a child is carefully assessed and decisions made about protection and care that is in their best interests. This requires adherence to the 'necessity' principle; no child should be separated from parental care and placed in alternative care unless necessary for their protection. Children should be placed in the most suitable alternative care, which should not include residential institutions, that meets their needs. This is a temporary measure and all efforts made to reunite a child with their parents, or other primary caregiver, as quickly as possible.
Informal care	Any private arrangement provided in a family environment, whereby the child is looked after on an ongoing or indefinite basis by relatives or friends also known as informal kinship care, or by others in their individual capacity. The arrangement is at the initiative of the child, his/her parents, or other person without this arrangement having been ordered by an administrative or judicial authority or a duly accredited body.[7]
Institutional care	'Large residential care facilities,'[8] where children are looked after in any public or private facility, staffed by salaried carers or volunteers working predetermined hours/shifts, and based on collective living arrangements, with a large capacity.[9]
Kafala	A means of providing care for children as recognised under Islamic law and in Article 20 of the Convention on the Rights of the Child and in the UN Guidelines for the Alternative Care of Children. This may include providing financial and material support to a child in parental or alternative care, or may be an arrangement closer to adoption or fostering where a child is

---

[1] United Nations General Assembly 2009
[2] based on Article 1 of the UN Convention on the Rights of the Child 1989
[3] United Nations General Assembly 2009
[4] European Expert Group on the Transition from Institutional to Community-based Care 2012
[5] United Nations General Assembly 2009

[6] ibid.
[7] ibid.
[8] ibid.
[9] NGO Working Group on Children Without Parental Care 2013

SOS CHILDREN'S VILLAGES

	taken to live with another family[10]
Kinship care	'Family-based care within the child's extended family or with close friends of the family known to the child, whether formal or informal in nature.'[11] Informal kinship care is 'any private arrangement provided in a family environment, whereby the child is looked after on an ongoing or indefinite basis by relatives or friends … at the initiative of the child, his/her parents or other person without this arrangement having been ordered by an administrative or judicial authority or a duly accredited body.'[12] Formal kinship care is care in the same settings ordered by an administrative or judicial authority or duly accredited body.[13]
Orphan	For purposes of this report the term orphan refers to a child whose both parents have died
Other primary caregiver	Legal or customary primary caregiver of a child who is not their parent.
Reintegration	The process of a separated child making the transition back into his or her family[14]
Relinquishment	A process by which a parent/s or others with or without parental authority decide not to raise a child and hand them over to another 'carer' e.g., a child voluntarily taken to a residential facility. Relinquishment unlike abandonment is when the identity of the mother or father, or other caregivers are known.
Residential care	'Care provided in any non-family based group setting, such as places of safety for emergency care, transit centres in emergency situations, and all other short- and long-term residential care facilities, including group homes.'[15] A distinction is often made between residential institutions (described above) and small group homes. Small group homes are settings in which children cared for in small groups, usually of up to four to six children at most'[16], with consistent caregivers responsible for their care, in a community setting. This form of care is different from foster care in that it takes place outside of the natural 'domestic environment' of the family, usually in facilities that have been especially designed and/or designated for the care of groups of children. [17]
Separated children	Children who have been separated from both parents, or from their previous legal or customary primary caregiver, but not necessarily from other relatives. These may, therefore, include children accompanied by other adult family members.[18]
Small residential care settings	A 'public or private, registered, non-family-based arrangement, providing temporary care to a group of 4 to 6 children, staffed by highly trained, salaried carers, applying a key-worker system, with a high caregiver-to-child ratio that allows for individualized attention for each child, based on the professionally developed case plan, which takes into account the voice of the child.'[19]
Street connected children	Children living and/or working on the streets
Violence against children	For this report the term 'violence against children' will be used to denote all forms of abuse and exploitation including and physical, sexual, and emotional abuse, serious neglect and deprivation.[20]
Young person	There is no legal or internationally agreed definition of 'young person'. The United Nations for statistical purposes, has defined 'youth', as persons between the ages of 15 and 24 years.[21] In some countries, a young person is someone up to the age of 34 years (as for example, Cote d'Ivoire). For the purposes of this report a young person is defined as persons aged 18 to 25 years.

[10] Cantwell and Jacomy-Vite 2011

[11] United Nations General Assembly 2009

[12] ibid. Article 29b.i.

[13] ibid.

[14] Inter-agency group on Children's Reintegration 2016

[15] ibid. Article III, 29c. iv.

[16] UNICEF 2020

[17] United Nations General Assembly 2019

[18] United Nations Committee on the Rights of the Child 2005

[19] UNICEF 2020a

[20] Please see: https://data.unicef.org/topic/child-protection/violence/

[21] Please see: https://www.un.org/esa/socdev/documents/youth/fact-sheets/youth-definition.pdf

SOS CHILDREN'S VILLAGES

Glossary of terms

Adverse Childhood Experiences	ACEs
Danish Centre for Social Science Research	VIVE
Demographic and Health Survey	DHS
Department of Social Affairs within the Ministry of Social Affairs	DEPSOS
Family Learning Centre Programme	PUSPAGA
Gross Domestic Product	GDP
Ikatan Pekerja Sosial Profesional Indonesia (The Association of Indonesian Professional Social Workers)	IPSPI
International Labour Organization	ILO
Kelompok Perlindungan Anak Desa (Village Child Protection Committees)	KPAD
Komisi Perlindungan Anak Indonesia (The Indonesian Commission for Child Protection)	KPAI
Komisi Perlindungan Anak Indonesia Daerah (The Local Commission for Child Protection) at province or district level	KPAID
Multiple Indicator Cluster survey	MICs
Non-Governmental Organisations	NGOs
Organisation for Economic Cooperation and Development	OECD
Pembinaan Kesejahteraan Keluarga (Family Welfare Guidance Program)	PKK
Ministry of Women's Empowerment and Child Protection	KPPPA
Orphans and vulnerable children	OVC
Programme Perlindungan Anak Terpadu Berbasis Masyarakat	PATBM
Pusat Pelayanan Terpadu Pemberdayaan Perempuan dan Anak (Integrated Service Centre for Empowerment of Woman and Children)	P2TP2A
Standing Operating Procedures	SOPs
Trauma Informed Practice	TIP
United Nations Convention on the Rights of the Child	UNCRC
United Nations General Assembly	UNGA
UN Guidelines for the Alternative Care of Children	UN Guidelines
Village Child Protection Committees (*Kelompok Perlindungan Anak Desa)*	KPAD
World Health Organisation	WHO

SOS CHILDREN'S VILLAGES

1. Background

Clearly enshrined in the United Nations Convention on the Rights of the Child (UNCRC) is the right of a child, 'for the full and harmonious development of his or her personality', to 'grow up in a family environment, in an atmosphere of happiness, love and understanding.'[22] This is further endorsed in the 2019 UNGA Resolution, Promotion and Protection of the Rights of Children[23] and the UN Guidelines for the Alternative Care of Children (UN Guidelines).[24] In relation to alternative care, the handbook written to accompany the UN Guidelines, 'Moving Forward',[25] refers to the important principles of 'necessity' and 'suitability'. These principles recognise the primacy of preventing separation and removal of a child from the care of their parents. A further important premise is no actions should deprive a child of parental care unless it has been rigorously assessed as a necessary safeguarding measure. All decisions must always be in a child's best interest. The UN Guidelines echo the UNCRC in highlighting the importance of efforts being primarily 'directed to enabling the child to remain in or return to the care of his/her parents, or when appropriate, other close family members.'[26] To this end, the 'State should ensure that families have access to forms of support in the caregiving role.'[27]

Over recent years, researchers have made efforts to gather information about children living in 'vulnerable'[28] situations and risk of separation from parental care, as well as on the efficacy of family strengthening.[29] However, these studies often highlight a lack of information, due in part, to inadequate national child protection data management systems that fail to gather information on the reasons why children are in alternative care, or at risk of being so.[30] As a result, there are perceived gaps in evidence that would help inform the development of effective universal and specialist programmes and services to address the underlying drivers of child-parents separation.

Studies have also examined the detrimental impact of adverse experiences in childhood, including separation of a child from parents, as well as the effects of placement in alternative care.[31] Such studies illustrate the way these events can have harmful life-long consequences for children. However, despite efforts to develop national child protection systems that encompass the principles of 'gatekeeping'[32] and prevention of child-parents separation, children across the world continue to lose parental care. Furthermore, some studies suggest many children experience separation from their parents that could have been prevented.[33] It is such findings that highlight the need for urgent action to prevent the placement of children in alternative care everywhere.

Drivers of separation are thought to be complex and varied with studies placing emphasis on differing antecedents.[34] To develop effective and relevant strategies and programmes of service delivery that help prevent the placement of children in alternative care in different parts of the world, it is essential to gain a much clearer understanding of those drivers contributing to child-parents separation in differing contexts. It is particularly important to collate such evidence by listening to the views of children, young people, and adult family members.

---

[22] United Nations General Assembly 1989
[23] United National General Assembly 2019
[24] United Nations General Assembly 2009
[25] Cantwell et al. 2012
[26] ibid.
[27] ibid.
[28] Nankervis et al. 2011
[29] Delap and Reale 2013; EveryChild 2009; Laumann 2015; Lodder et al. 2021; Namey & Brown 2018; Ortea et al. 2022; Wilke et al. 2022
30 Martin & Zulaika 2016; Petrowski et al. 2017; Willi et al. 2020
31 Bruskas & Tessin 2013; Gale 2018; Howard et al. 2023; Simkiss 2019; Stein 2005; Stein 2012
[32] Casky, and Gale 2015
[33] Chaitkin et al. 2017
[34] Bryson et al. 2017; Family for Every Child 2014; Laumann 2015

SOS CHILDREN'S VILLAGES

This study has been prompted therefore, by a recognition that 'more research is needed to understand the effective approaches to antecedents to placement'[35] in alternative care. This is coupled with an understanding that the most detailed information that currently exists, overwhelmingly originates in high income countries and therefore, a need to gather further primary evidence of risk factors as relevant to different countries, contexts, and socio-ecological systems.[36] It is with this understanding, that our research was undertaken in Indonesia as well as El Salvador, Denmark, Cote d'Ivoire, Kenya, Kyrgyzstan, Lebanon and Uruguay.

2. Aim and Scope of the Study

The primary aim of the international research aim was to address gaps in evidence relating to the key drivers that contribute to the separation of children from their parents and placement in alternative care.

To collate this evidence, the following questions were considered:
- What are the key challenges facing families that create conditions in which child-parents separation and placement in alternative care is more likely to occur?
- Who are the children already in alternative care?
- What are some of the gaps in multi-level and multi-sectoral approaches and service delivery that could help prevent child-parents separation?
- What are the ideas of children, young people, family members, and other key stakeholders, about the current support to families and how it could be improved?

Alternative care is recognised in the UN Guidelines as both informal and formal care.[37] The difference being the former is a private arrangement that has not been ordered by an administrative or judicial authority or other accredited body. Traditionally, alternative care includes a variety of settings including kinship care, foster care, other forms of family-based placements, as well as residential care, either in a small group setting or in large institutions, and supervised independent living arrangements.

We realise that around the world, interchangeable definitions are being used in relation to children in alternative care. Some of the literature refers to separation of a child from parents, or another primary caregiver, or legal guardian. Some refers to the process of separating children from their parents as 'child-family' separation. Indeed references to separation from parents and from family are both used in the UNCRC. Furthermore, it is acknowledged that the cultural construct and concept of 'family' can denote different household arrangements including the social norm that different members of the extended family are considered a child's primary caregiver. As Kendrick highlighted, over 'recent years, there have been significant developments in sociological and anthropological thinking in terms of the nature of family and intimate relationships'[38] with growing acceptance of differing concepts of what form a 'family' takes in different geographical and cultural contexts.

The UN Guidelines however, clearly define children in alternative care as those being no longer in the care of a parent/s.[39] In this regard, Article 9 of the UNCRC also notes how 'States Parties shall ensure that a child shall not be separated from his or her parents against their will, except when competent authorities subject to judicial

---

[35] Wilke et al. 2022

[36] Gale 2018; Martin & Zulaika 2016; Petrowski et al. 2017

[37] United Nations General Assembly 2009

[38] Kendrick 2012

39 The UN Guidelines define children without parental care are all children not in the overnight care of at least one of their parents, for whatever reason and under whatever circumstances

SOS CHILDREN'S VILLAGES

review determine…that such separation is necessary for the best interests of the child'.[40] In addition, Article 3 of the UN Guidelines require efforts to be primarily directed toward 'enabling the child to remain in or return to the care of his/her parents'. Article 32 of the UN Guidelines clearly states how 'preventing the need for alternative care' should first and foremost be through 'promoting parental care'. This includes policies to 'promote the right to have a relationship with both parents', and to, 'strengthen parents' ability to care for their children' (Article 33). Most importantly, we are aware of research that reflects the voices of children and their clearly articulated wish to remain with, or to return to, their 'parents'.[41]

Taking the differing guidance and terminology into consideration, it was decided to use the term 'child-parents separation' in this report in reference to situations where children lose parental care e.g. when being separated from both parents, and placed in alternative care.

While discourse on the prevention of placing children in alternative care has been explored in previous research and reports,[42] our preliminary desk review found very little evidence that this topic had been directly informed by the voices and perspectives of children, young people, parents, and other primary caregivers themselves. Neither has the available research sufficiently provided for these voices to be jointly heard from different countries and contexts across the world. It was considered important therefore, that the scope of this study included efforts to address these gaps by collating information from different stakeholders across diverse socio-economic locations, and most especially, from children and young people. To this end, participatory research methodology has allowed for the participation of children, young people, and adult family members living in different socio-political and cultural environments in a further six low, medium and high income countries, including Indonesia. Gathering the knowledge of professionals from a range of government and non-governmental agencies holding a responsibility to protect and support children and families in these countries has also been an important contribution to the collation of evidence.

3. Executive Summary

3.1. Background

This study *Key Drivers Contributing Child-Parents Separation in Indonesia* was conducted by independent international and national researchers and facilitated by SOS Children's Villages Indonesia and SOS Children's Villages International.

Over recent years, researchers have made efforts to gather information about children living in vulnerable situations and at risk of being separated from parental care, as well as on the efficacy of family strengthening.[43] However, there are still perceived gaps in the evidence that would help inform the development of effective universal and specialist programmes and services to address the underlying drivers of child-parents separation. With this in mind, this study set out with an aim of helping address the need for further research 'to understand the effective approaches to antecedents to placement'[44] in alternative care. The study was also built on the understanding that the most detailed information that currently exists on this topic overwhelmingly originates in high income countries thus leaving gaps in knowledge and primary evidence as relevant to

---

[40] United Nations General Assembly 1989
[41] SOS Children's Villages 2020
[42] Casky & Gale. 2015; Family for Every Child 2014
[43] Delap 2013; EveryChild 2009; Laumann 2015; Lodder et al. 2021; Namey & Brown 2018; Ortea et al. 2022; Wilke et al. 2022
[44] Wilke et al. 2022

SOS CHILDREN'S VILLAGES

different contexts, and socio-ecological systems.[45] It is in reference to this background, that the research was undertaken in Indonesia with the aim of collating evidence in consideration of the following questions:

- What are the key challenges facing families that create conditions in which child-parents separation and placement in alternative care is more likely to occur?
- Who are the children already in alternative care?
- What are some of the gaps in multi-level and multi-sectoral approaches and service delivery that could help prevent child-parents separation?
- What are the ideas of children, young people, family members, and other key stakeholders, about the current support to families and how it could be improved?

We believe the decision to place a child in alternative care is particularly influenced by two factors: the circumstances in which they are living, and the decision making of those with responsibility for child safeguarding judgements. To this end, we focussed on issues that directly impact households as well as the role of decision makers and factors that influence their determination whether or not to place a child in alternative care. Out research was informed by an ecological framework such as that developed by Bronfenbrenner,[46] as well as an understanding of the national child protection system.

Field work and data collection for this study was undertaken in Indonesia in November 2023. Research methodology included a desk review, and participatory workshops with children, including children with disabilities, and with adult family members. In addition semi-structured interviews were conducted with, and an online survey completed by, professional stakeholders. In total 159 participants took part in research workshops in two locations in Indonesia, one in an urban and one semi-rural setting.

3.2. Research findings, conclusions and recommendations

The recommendations in this section of the report have been informed by the information children, young people, and adult family members provided during research workshops. These findings have been triangulated with the knowledge and understanding provided by professionals holding responsibility to protect children and support families, as well as information gathered during a desk review.

The research framework, analysis of findings, and development of recommendations have been guided by the UNCRC and the 2019 United Nations General Assembly Resolution, 'The promotion and protection of the rights of children' as well as the UN Guidelines for the Alternative Care of Children. Recommendations are therefore addressed in reference to children's rights. Although these rights are indivisible, and all are essential to the well-being of children, we have chosen to develop recommendations based on a certain number of rights thought most applicable to the findings of the research and prevention of child-parents separation.

We recognise that responsibilities to address drivers of child-parents separation and prevention of placement of children in alternative care is primarily that of the Government of Indonesia through the provision of national and local socio-economic programmes and services. This is a significant responsibility. Our research has not included an in-depth analysis of all these different aspects of government responsibility but has considered some of the gaps in provision. We also recognise that UN and other international bodies play a significant role in service provision alongside national and international NGO, CBOs and private enterprises, and these differing roles and responsibilities should be a consideration when reading the conclusions below.

---

[45] Gale 2018; Martin & Zulaika 2016; Petrowski et al. 2017
[46] Bronfenbrenner 1977 See also: Bronfenbrenner 1986; Bronfenbrenner 1994

SOS CHILDREN'S VILLAGES

Noted throughout the report are a number of online survey respondents who answered that they did not know the answers to the survey questions, or that certain situations 'never' resulted in placement in alternative care. We suggest this requires further investigation as it may indicate a lack of knowledge, understanding and expertise amongst some professionals.

Overall our findings highlight two distinct influences related to placement of children in alternative care. The first is the impact of the wider society that families live in and how this impacts the circumstances within a family that can subsequently lead to children being placed in alternative care. The second is the functioning of the national child protection system in which gatekeeping decisions are made. Below are our recommendations. We appreciate this list may appear daunting. However, we also believe that strong partnerships between government and non-governmental agencies can bring about change when responsibility is shared and each organisation works to its own strengths and expertise.

Protection

Articles of the UNCRC that afford children the right to protection include, safeguarding from violence, abuse and neglect (Article 19 and Article 37(a)), from sexual exploitation and abuse (Article 34) and, from sale, trafficking and abduction (Article 11, Article 35, Article 36, Article 39).

In particular, Article 19 requires:

> States Parties shall take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child.

Recognition is given to Government of Indonesia for the different legislation, regulation, strategies and programmes being developed with the aim of addressing the issues of child protection, deinstitutionalisation, domestic violence, and prevention of children losing the care of their parents.

A conclusion of our research however, is that the continuing violence against children is leading to the placement of children in alternative care. Children and young people, along with other research participants, identified the presence of violence within families. Interviewees recognised all forms of violence are being inflicted on children and specifically spoke about those who experience sexual abuse and those witnessing domestic violence. A significant proportion of children and young people also identified emotional violence as an issue and the importance of children feeling attached to their parents, loved, protected, listened to, and cared for. Very little information was made available during our research on purposeful neglect. Rather, children going without food or schooling was deemed an issue related to poverty.

The prevalence of violence against girls and women is a concern. This is in part, attributed to a culture of male dominance and social norms and expectations. Domestic violence, which is predominantly experienced by women, is a factor contributing to risks of children being placed in alternative care. For example, when domestic violence results in the separation of parents and as a consequence, the placement of their children in alternative care. In part, domestic violence is also resulting in women becoming single-headed households with all the pressures and challenges this can bring. Research shows how female-headed households face specific challenges in terms of poverty, lack of employment opportunities and child care, and the stress of coping alone. Struggling with such issues, especially if also lacking support can, as also in households with both parents, mean loss of coping mechanism that may spiral into poor and broken relationships with their children. The stigma and disgrace that surrounds the issue of violence against children and women is impacting their ability

SOS CHILDREN'S VILLAGES

to seek help. Fighting within the home is also leading to some children facing risks when they run away and become street connected.

It should not be overlooked that some men are also struggling within the family home, especially with societal expectations that place responsibility on them to adequately provide for their families. This can also affect their mental health which, as previously mentioned in this study, can result in violence against children and partners. Men also need support that will help them maintain strong and caring family relationships.

Inter-generational violence is a particularly worrying phenomenon in Indonesia. It has been recognised that violence can be a learnt behaviour[47] through 'observation, learning and imitation'[48] of adults, and/or being a victim.[49] Our perception is, with each generation in which families in Indonesia repeatedly experience and witness violence and connected to this, a lack strong attachment to each other, that ongoing family dysfunction and breakdown will continue. It means within each generation there is the concern of an ever weakening ability to parent in a loving and caring and protective manner in some households. This can then lead to acts of violence, either between adults, and/or towards children.

Recommendations

- There is an urgent need for further investment in violence prevention programmes for adults and for children to help break the inter-generational cycle of violent behaviour. These programmes should be systematically applied in an ongoing and sustainable manner. For example, provision of violence prevention programmes could reach children at an early age if built into the school curriculum and become part of continuous learning that promotes positive messages and behaviour throughout a child's school life. Violence prevention could also be built into family strengthening programmes that work with all members of the family. This should include attention to the emotional well-being of family members and enhancing communication and understanding between household members.

- Article 2 of the UNCRC guarantees children protection from discrimination. Violence prevention programmes should include efforts to combat factors that contribute to the presence of abuse and exploitation including discrimination, stigmatisation, and lack of equality. They should incorporate clear messages that promote tolerance and understanding. Issues of gender equity, preventing stigma and discrimination against persons with disabilities or from different religious, ethnic, or other specific backgrounds, and acceptance of those identifying as LGBTQI+ are examples of topics that should be included.

- In order to help break the cycle of inter-generational inadequate parenting ability, all professionals working with children and their families would benefit from a more in-depth understanding of such topics as attachment theory, including the impact of separation from loved ones that children face when placed in alternative care, the negative impact of adverse childhood experiences (ACEs),[50] and trauma-informed practice.[51]

- Those living in situations of domestic violence and gender-based violence, most especially girls and women, need improved access to such services as counselling and psychosocial support that is provided

---

[47] Moylan et al. 2010

48 Conteras & del Carmen Cano 2016:44

49 Conteras & del Carmen Cano 2016; Bevan & Higgins 2002

[50] Please see: https://www.eif.org.uk/report/adverse-childhood-experiences-what-we-know-what-we-dont-know-and-what-should-happen-next.See also: SOS Children's Villages International and CELCIS, Centre for Excellence for Children's Care and Protection, University of Strathclyde 2021; SOS Children's Villages International 2022

[51] SOS Children's Villages International 2021

SOS CHILDREN'S VILLAGES

within a caring and safe environment. Early detection and support in situations of domestic abuse will also help prevent situations from deteriorating to the stage where children may be separated and placed in alternative care.

- Men should be actively involved in family strengthening and other programmes that help them understand the importance of, and how to maintain, strong and caring family relationships. This should include awareness on issues of gender parity, strong relationships, and prevention of domestic and gender-based violence.

- Article 42 of the UNCRC requires States Parties to make the principles and provisions in the Convention 'widely known, by appropriate and active means, to adults and children alike.' Efforts to increase the awareness of child rights amongst the general public as well as the harm to children when they lack love, affection and are victims of violence - including impact of separation from parental care - can help strengthen the protective environment in the home and community. Messages might also include information about risk of violence and exploitation children face as for example, if spending time on the streets, engaged in child labour, and being exposed to other harmful situations.

Adequate standard of living and well-being

Article 27 of the UNCRC requires States Parties to recognise the right of every child to a 'standard of living adequate for the child's physical, mental, spiritual, moral and social development.' The Article also calls on States Parties to take appropriate measures to support and assist parents with their responsibility toward children and 'shall in case of need provide material assistance and support programmes, particularly with regard to nutrition, clothing and housing.' Other articles within the UNCRC also include a right to health (Article 24), education (Article 28 & 29) and survival and development (6).

The 2019 United Nations General Assembly resolution[52] on the 'Promotion and Protection of the Rights of the Child' calls on States to 'improve the situation of children living in poverty, in particular extreme poverty, deprived of adequate food and nutrition, water and sanitation facilities, with limited or no access to basic physical and mental health-care services, shelter, education, participation and protection' (Article 1). Furthermore, the resolution clearly says that,

> financial and material poverty, or conditions directly and uniquely imputable to such poverty, never should be the only justification for the removal of a child from the care of his or her parents or primary caregivers and legal guardians, for receiving a child into alternative care or for preventing his or her reintegration, but should be seen as a signal for the need to provide appropriate support to their family, benefiting the child directly.

We have observed how issues related to poverty significantly contribute directly and indirectly to children's placement in alternative care in Indonesia. Poverty is an inter-generational as well as a multi-dimensional issue with measurements of poverty taking into account not only financial means, but other factors that contribute to well-being.[53]

Indonesia does have a social protection system and various financial programmes of support available to families. However, concerns raised by children, young people, adult family members signalled many areas of

---

[52] United Nations General Assembly Resolution 'Promotion and Protection of the Rights of the Child', December 2019 'A/74/395
[53] Please see: https://www.worldbank.org/en/topic/poverty/brief/multidimensional-poverty-measure#:~:text=The%20Multidimensional%20Poverty%20Measure%20(MPM,the%20%242.15%20international%20poverty%20line; https://ophi.org.uk/video-poverty-in-el-salvador-from-the-perspective-of-the-protagonists/

SOS CHILDREN'S VILLAGES

their lives in which they are struggling with issues related to poverty and how this can lead to child-parents separation. This includes parents who use residential institutions that offer 'social care' in the form of shelter, food, clothing, medical care etc. as well as placement of children, including by social welfare teams, in 'boarding schools' for purposes of providing education. It is apparent from the information we gathered that residential schools are not always recognised as alternative care settings i.e. the use of boarding schools was not identified by professionals as being relevant to situations that deprive children of the daily (and overnight) care of their parents

Placements into care are sometimes due to the persuasion of providers of residential institutions offering 'social care' and education as well as the belief of some professionals that such provision is a form of positive response for children living in poverty. In 2019 , McLaren and Qonita whilst recognising the Government's commitment to deinstitutionalisation, went on to speak about active recruitment by some providers and how 'orphanage-based social work in Indonesia, particularly since the practices associated with orphanage recruitment and Islamic philanthropy sustaining practices associated with orphanages has not significantly changed.' [54]

Parents are also relinquishing their children into residential facilities when migrating for purposes of finding work. Furthermore, children are being abandoned due to poverty.

Respondents spoke of their difficulty registering for social protection and national insurance programmes and reports also highlighted the manner in which lack of birth registration and certification is hampering access to services. Our research findings also suggest a correlation between parent's daily challenges related to issue of poverty such as providing food, adequate shelter, paying bills and for health care, sending children to school, and finding adequately renumerated employment etc., with stress and tension that can ultimately lead to breakdown within households.

Although we have seen how issues related to poverty contribute to family dysfunction, violence, and separation, nevertheless, it is important to recognise that many families living in very difficult circumstances are supportive and caring of one another and create a safe environment for children. This illustrates how strong loving relationships are an important factor in helping families stand up to the impact of poverty and other shocks experienced by households. And this in turn can contribute to a violence free household.

All the information above would indicate that, according to international standards, there is ongoing unnecessary use of alternative care in Indonesia. It is clear not one agency can respond to all the multi-dimensional aspects of poverty leading families into crisis. However those in the child protection sector, as with other sectors, very often work in a silo rather than forging partnerships with other professionals (and indeed, alternative care is often seen as a separate issue/sector to child protection). There are gaps therefore, in terms of coordination and service delivery between Government and non-governmental bodies and agencies including those responsible for education, health, security, social protection and social welfare, justice, and child protection. Steps to address this are highlighted in Government policy but we believe, not yet sufficiently addressed through practice.

Recommendations
▪ It is beyond the remit of this report to provide detailed recommendations regarding government efforts to strengthen the national economy. It is also recognised that the Government of Indonesia is investing in services and outreach programmes of social welfare and social protection. It is suggested however, this is

---

[54] McLaren and Qonita 2019:4

SOS CHILDREN'S VILLAGES

not reaching all families that need support. There is also a need for social welfare and child protection actors to instigate advocacy for change programmes and share data and other information that would help government policy makers, and others, gain an even clearer understanding of efforts needed to prevent children's placement in alternative care. Especially information that takes into account the multi-dimensional aspects of poverty and the impact this is having on child-parent separation. This requires awareness raising that informs the establishment of an evidence based multi-sectoral and family-centred approach to the design, development and delivery of support to families with the understanding it is often more than one pathway or issue that contributes to family breakdown and placement into care, and most especially residential facilities offering 'social care'.

- Children should not be placed in alternative care solely for the reason of poverty. Alternative care should only be used when absolutely necessary for children in need of protection and not when placement is preventable through different means of support. It is understood thousands of children are languishing in residential institutions across Indonesia where they have been placed for issues related to poverty. There is therefore, an urgent need to increase the rigour and speed of efforts, as per the UN Guidelines for the Alternative Care of Children, to eliminate all residential institutions in Indonesia. This includes a clear political will to identify the different providers of children's residential care facilities, including boarding schools, run by government, NGOs and faith-based organisations and work in partnership to carefully and safely reunify children with parents where possible or, provide more adequate family-based care settings if reunification is not in a child's best interest.

- Efforts should be made to refocus the use of funding, especially charitable donations, that perpetuate the use of residential institutions towards supporting families who are struggling in terms of poverty and social exclusion. A social and cost benefit analysis as to the advantages of stopping children' care in institutions and development of family support programmes may assist in promoting this focus. It will also necessitate working closely with providers of alternative care who either profit financially from the provision of residential facilities and/or believe their charitable approach to taking care of children is the right one.

- Helping families address the many challenges they are facing requires closer multi-sectoral cooperation and improved coordination between Government and non-governmental bodies and agencies, UN entities, academics, faith-based leaders, the private sector, and donors, including those responsible for education, health, security, social protection and social welfare, justice, and child protection. There should be a concerted effort together, and within each organisation, body, or department, to assesses and recognise where each can most effectively contribute: whether it be direct service provision, advocacy to effect change, signposting so that families know how and where to receive the support they need, fundraising, or even leading/supporting such coordinated response. Organisations should also look at the breadth of their outreach to ensure they are reaching vulnerable families including those residing in hard to reach and rural areas.

- Families need informed and coordinated access to service provision in a way that will address all the inter-related challenges they face. This should be available universally to address the concern that support often comes too late and so that vulnerability of families might be prevented. To this end consideration should be given to providing families with signposting and support to access basic and specialist services as well as ensuring joined-up provision in a way that overcomes barriers of access e.g. access to all support coordinated in one location rather that family members having to move from agency to agency to agency to resolve their problems. In some countries for example, this is sometimes called a 'one-stop shop'. [55]

---

[55] Please see: https://www.undp.org/botswana/news/undp-supports-establishment-one-stop-shop-public-services-botswana And: https://www.undp.org/kazakhstan/stories/one-stop-shop-window-problem-solver-people-difficult-life-situations

- Supporting families undertake the responsibility they seek to provide for everyone in the household might include increased help in obtaining stable, well remunerated employment. This should be linked easily available and free training programmes and other capacity building opportunities, especially for women. Such economic and training programmes require highly skilled facilitation and should be undertaken by organisations that have the particular focus and specialism to implement them.

- Article 18 of the UNCRC requires States to 'take all appropriate measures to ensure that children of working parents have the right to benefit from child-care services and facilities for which they are eligible.' Access to affordable, or preferably free, day care for children would help women find their way into the work force. Such provision may also provide respite for those overwhelmed by the challenges they face in their everyday lives, and help alleviate pressure building up within families.

- Increased efforts are needed to ensure access to free health care services and/or provision of national health insurance schemes.

- Whilst the Government of Indonesia has set targets to achieve 100% birth registration, structured programmes of legal assistance should be made available to help adults obtain such certification as needed for accessing necessary services.

Support with parenting

The preamble to the UNCRC states that the 'family, as the fundamental group of society and the natural environment for the growth and well-being of all its members and particularly children, should be afforded the necessary protection and assistance so that it can fully assume its responsibilities within the community'. This requires States to provide parents, and other primary caregivers, with the support needed so that children have the best protection and opportunities in life.

Children and young people want the love, respect and understanding of parents. They wrote about the importance of parents being good role models. They want to feel cared for, trusted, and respected by their parents, have better communication within the family, and to live in an environment where there is unity, support and happiness. When asked why families reach a situation where placement of children in care is a consideration, interviewees drew attention to lack of harmony and dysfunction in the family due to what they consider to be 'poor' parenting skills. They see the lack of parenting skills as a significant factor related to deterioration of child-parents relationships which in turn, may ultimately lead to violence against, or neglect of, children.

Interviewees also identified how lack of positive parenting skills is not only impacted by socio-economic circumstances as described above, but can be an inter-generational phenomenon. Findings in our research indicate the negative experience some parents had during their own childhood is impacting their own ability to parent, as well as having a detrimental effect on other aspects of their life. One outcome being an inability to maintain harmonious, unified, supportive relationships in the home leading to family breakdown, and even the manifestation of violence. In relation to this situation, for some professionals, especially those encouraging parents to place children in their care facilities, there is a lack of understanding of such topics as trauma-informed practice, and the negative impact of adverse childhood experiences (ACEs).[56] Interviewees that that did speak of how violence, rejection, lack of love, care and attention can have a life-long impact on social, emotional, educational and physical development, urge further dissemination of this topic and enhancement of

---

[56] Please see: https://www.eif.org.uk/report/adverse-childhood-experiences-what-we-know-what-we-dont-know-and-what-should-happen-next

SOS CHILDREN'S VILLAGES

professional skills that could help address this situation. In this regard, programmes that provide not just material but also emotional and psycho-social support to families are needed.

We recognise the Government of Indonesia has issued policies and provide programmes with the aim of supporting parents in their role to care for children. We hope that many of the recommendations in this report will contribute ideas to enhance this support to parents struggling with their role to better protect and care for their children. Furthermore, that support reaches children and families all across Indonesia.

Recommendations

- In parallel with other recommendations we have made, actions are needed that will break any inter-generational cycle of poor parenting. This requires consideration of parenting programmes that take a holistic and family-centred approach and incorporate such topics as attachment theory, the negative impact of adverse childhood experiences (ACEs),[57] and trauma-informed practice.

- It is important that professionals working with families are in receipt of training, knowledge and understanding that prevent them taking decisions based on negative social and cultural norms and beliefs, as for example, those that classify parents as being 'bad' parents when something goes wrong in the home. This requires a deeper understanding of the different factors impacting parents and their ability, family dynamics, what is necessary to maintain harmonious, unified, supportive relationships in the home, and ways to build on existing resilience and coping mechanisms.

Disability

Children with disabilities have the right to enjoy 'a full and decent life in conditions which ensure dignity, promote self-reliance and facilitate the child's active participation in the community (Article 23 of the UNCRC). Also contained within Article 23 of the UNCRC is provision of special care and assistance to ensure children with disabilities have, 'access to and receives education, training, health care services, rehabilitation services, preparation for employment and recreation opportunities'.

All the issues covered in the report and in this conclusions section apply equally to children with disabilities. Interviewees provided mixed opinions regarding whether those with disability are at heighten risk to being placed in alternative care. Other findings in our research do suggest that persons with disabilities do face specific challenges that may heighten risk of institutionalisation. This includes concerns regarding rejection as the result of stigma and discrimination as well as difficulties accessing basic and specialist services. In addition, children with disabilities are at heightened risk of experiencing violence, abandonment or placement into residential institutions that are segregated by the form of disability. Children whose parents have special needs or a disability are also vulnerable to placement in alternative care.

Recommendations

- Family support programmes should ensure the inclusion of families that have members with disabilities.

- Violence prevention programmes, as previously mentioned, should inherently incorporate the subject of protection of children with disabilities.

- Advocacy and awareness raising programmes should promote an understanding and acceptance of disability, both within families and amongst the general public. Public information campaigns should speak

---

[57] Please see: https://www.eif.org.uk/report/adverse-childhood-experiences-what-we-know-what-we-dont-know-and-what-should-happen-next.See also: SOS Children's Villages International and CELCIS, Centre for Excellence for Children's Care and Protection, University of Strathclyde 2021; SOS Children's Villages International 2022

SOS CHILDREN'S VILLAGES

about fair and respectful treatment of people with disabilities, the harm of stigmatisation, and topics that would help prevent violence and exclusion. Advocacy programmes by and with people with disabilities are important and help bring a specific focus to improving services, opportunities, and support.

- Whilst recognising efforts being made by the Government of Indonesia, more should be done to include children with disabilities within local schools.

- Children with disabilities, as with other children, should not be placed in residential institutions. Consideration should be given to all forms of specialist support necessary to prevent the placement of children with special needs disabilities in alternative care.

Education

Article 28 of the UNCRC requires States Parties to 'recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity'. States Parties must also 'take all appropriate measures to ensure that school discipline is administered in a manner consistent with the child's human dignity and in conformity with the present Convention.' Furthermore, Article 23(3) recognises education should be provided free of charge in a manner that responds to the special needs of a disabled child.   Article 24 of the United Nations Convention on the Rights of Persons with Disabilities[58] calls on States Parties to 'recognize the right of persons with disabilities to education. With a view to realizing this right without discrimination and on the basis of equal opportunity, States Parties shall ensure an 'inclusive education system at all levels and life long learning'. [59]

Participants in our research illustrate the importance that is placed on education and the manner in which it is highly significant when preparing children for responsible adulthood. Although data suggests there is a high of school attendance, our research suggests there are still some children missing out on education particularly because of associated costs e.g. uniforms, books etc. or because of such issues as child labour, and early marriage.

Not only is school education necessary for future well-being, as for example, gaining employment and an engaged member of society, but interviewees, as with previous research, suggest higher educational achievement may also be related to positive parenting, not least because of an increased understanding and skills to relate to, support, and communicate with others, including children. [60]

Recommendations

- Investment is needed in education provision that is free from costs of fees, materials and uniforms and other associated expenses and made available in all local communities.

- No child should be placed in a residential institution for reasons of gaining access to education.

- Access to inclusive education should be available for every child with a disability.

Play and leisure

UNCRC Article 31 of the UNCRC directs States to the right of children to rest and leisure and encourages access to cultural, artistic, recreational and leisure activity. This right is highlighted in this report, not just

---

[58] United Nations Convention on the Rights of Persons with Disabilities 2006
[59] ibid. Article 24
[60] See for example: Fruehwirth and Gagete-Miranda 2019

SOS CHILDREN'S VILLAGES

because of the importance to children's development, but also the opportunity recreational pursuits can play in strengthening family life.

Children most emphatically wrote about the importance of time for recreation, both with parents, other family members, and friends. A sentiment repeated by young people and family members who highlighted the importance of spending time as a family, including eating and undertaking recreational activities together.

Time spent together is seen as being particularly important in the way it contributes to family unity and can help provide a respite from the stresses they may be facing. There might be parents who doing their utmost to provide for the family by working hard and long hours but do not also realise the benefits of trying to spend some time pursuing joint activities with their children and how this can help forge closer bonds.

Recommendations
▪ Activities that address important aspects of family unity and spending time together would add value to parenting and family strengthening programmes. This would include raising awareness amongst parents and professionals as to the important benefits of time spent as a family and how this can help forge closer bonds.

Addressing harmful social norms, attitudes and practices
Article 42 of the UNCRC requires States to make the principles and provisions in the Convention 'widely known, by appropriate and active means, to adults and children alike.'

Children and young people in Indonesia want violence to end. They want parents to understand they need love and kindness. However, our research notes a lack of education and advocacy campaigns that would address harmful social norms, attitudes and practices that may be contributing to violence. This includes stigma and discrimination against those with disabilities and, against women and girls. We recognise how the Government of Indonesia, and particularly through partnerships with UNICEF and UN Women, are trying to respond to this latter situation. However, as this remains as discrimination remains a significant issue, this suggests much more needs to be done.

Recommendations
▪ Advocacy and awareness raising campaigns are needed to help eradicate harmful social and cultural norms and beliefs that place children at risk of harm, addressing gender-based violence, and discrimination against children and adults including those with disabilities. Such campaigns would greatly benefit from meaningful participation of children, young people and other primary stakeholders.

The child protection system and capacity of professional decision makers
Article 1 of the 2019 UNGA resolution on the 'Promotion and the protection of children's rights', calls on States Parties to ensure,

> adequate and systematic training in the rights of the child, including by encouraging States to take the Guidelines for the Alternative Care of Children into account for professional groups working with and for children, including with children without parental care, including specialized judges, law enforcement officials, lawyers, social workers, medical doctors, care professionals, health professionals and teachers, and coordination among various governmental bodies involved in the promotion and protection of the rights of the child

SOS CHILDREN'S VILLAGES

International guidance relating to decision making and 'gatekeeping'[61] is outlined in a number of international documents including the UN Guidelines for the Alternative Care[62] and accompanying Handbook[63]. This guidance includes the use of case management tools that allow for rigorous multi-sectoral and participatory assessments upon which careful and well considered decisions can be taken and appropriate support plans developed and monitored. These decisions should always in the best interest of the child.

Decisions making by professionals in Indonesia is not only influenced by such factors as their personal understanding, beliefs and experience, but also the efficacy of the national child protection system they work in and the statutory and other guidance and training they receive. Decision making is ideally undertaken within, and guided by, the structure of national legislation, policy and statutory guidance however, we believe personal, social, religious and cultural beliefs are dominant subjective factors influencing some decision makers, especially those accepting, or even encouraging the placement of children in their alternative care facilities. For example, we observe the strong belief that children whose families are impacted by issues related to poverty would be better off in alternative care in Indonesia. The concept of charity and doing good deeds is also a significant factor in decisions to provide social welfare and education within residential settings and this we suggest, is leading to thousands of children being placed/accepted into these facilities unnecessarily.

It is clear that the Government of Indonesia has introduced a plethora of legislation, regulations, policy and strategic plans, including aims to prevent separation through support to families and the realisation of deinstitutionalisation. This includes a system of child protection case management as implemented through the PDAK programme. It was not possible to find any publicly available evaluation of the PDAK system of child protection case management including how well it is being applied and how many, and which, social workers are currently fully conversant with and using this approach. We did not assess the quality of training that different government social services and child protection workers or NGO personnel have received on the use of child protection case management tools, as well as their understanding of other statutory guidance and legislation however, interviewees suggested improved training and capacity building is required. The need for a more cohesive and comprehensive multi-sectoral approach that places even further emphasis on, and investment in, prevention of child-parent separation and family support has also been identified.

Our research suggests there are many people within the child protection and social welfare services workforce who are dedicated to their work. However, investment in the child protection and social welfare services workforce is urgently needed. For example, a significant factor impacting the quality of decision making, is the low numbers of professional child protection personnel, and other associated social welfare workers, employed across the country. One result being the lack of time to visit all reported cases, and we suggest, complete thorough child and family assessments. It is also important that different members of the workforce receive sufficient training and have the knowledge and experience necessary to make the correct decisions based on safeguarding principles.

An assessment of the quality of social work training in higher education institutions is missing from our research. Although a study on social work was undertaken by Global Social Service Workforce Alliance and UNICEF Indonesia in 2019, the final report contained very little information in terms of the quality of social work education across the country Interviewees also suggested the need to evaluate the knowledge and capacities of members of the judiciary. Evidence as to the quality of decision making by other relevant workers including those within the education and health services is also missing.

---

[61] For further explanation of the term 'gatekeeping' please see: Csaky & Gale 2015
[62] United Nations General Assembly 2009
[63] Cantwell et al. 2012

SOS CHILDREN'S VILLAGES

Recommendations

- We suggest the observance of legislation, regulations and policies with regard deinstitutionalisation, and prevention of unnecessary child-parent separation should be strengthened and implementation more closely monitored. This should include a focus on the protection of children whilst applying gatekeeping principles that prevent unnecessary placement in alternative care. Consideration should be given to specifically mandating that financial and material poverty, or conditions directly and uniquely ascribed, to such poverty, are never the only justification for the removal of a child from the care of parents, primary caregivers, or legal guardians.

- Consideration should be given to assessing the knowledge and understanding of applicable laws, regulations and standards of all those responsible for child protection, welfare and provision of alternative care.

- To inform the development of future social work education, training and capacity building, it is recommended that an in-depth assessment of the quality of social work training in higher education institutions, including training provided by the Government, is undertaken along with a review of provision and standards of in-service capacity building. If missing, topics of child rights, child protection and family strengthening should be included in social work courses and those of other professionals responsible for children e.g. teachers and health workers.

- Regular evaluations should be undertaken of the skills, knowledge and capacities of all those responsible for making decisions about protection and care of children including social workers, police, judiciary, health and education workers etc. Such programmes should consider their understanding of risk thresholds in relation to protection and how to apply the principle of the best interest of the child.

- If a regular review of the use of PDAK case management system is not being undertaken, we recommend this is initiated. This would inform any further developments in line with international standards and help evaluate current use including any gaps in the way it is understood and applied. This would also help inform further developments in training on implementation of multi-sectoral child and family assessments.

- Serious consideration must be given to those working in residential institutions and how to address any opposition to those employed in such settings to child care reform and deinstitutionalisation. This might also include opportunities to help them with re-skilling and future employment. If sufficiently trained, they could be introduced to and take up new roles in family strengthening programmes and provision of family and community based care.

- Investment is urgently needed to increase the number of qualified professionals working in child protection and other resources so that members of the social services workforce can effectively carry out their roles and responsibilities. Professionals should also be fully supported in their work as for example, having well-experienced and empathetic social work supervisors.

Data management systems

Legislation, policy, statutory guidance, planning and programme delivery, should be informed by evidence. The 2019 UNGA Resolution, highlights this by calling on States Parties to,

> improve data collection, information management and reporting systems relating to children
> in Improving data collection, information management and reporting systems related to

SOS CHILDREN'S VILLAGES

children without parental care in all settings and situations in order to close existing data gaps and develop global and national baselines.

In the first instance, the Resolution is referring to data related to children in alternative care, including the reasons for placement. It is further necessary to continue to collate evidence that includes consideration of the following:

- What is the situation of children affected by the issue of child-parents separation
- What are the main drivers of child-parents separation, and how are these influenced by various factors, e.g. gender, age, ethnicity, socio-economic circumstances, and access to services etc.
- How are children at risk of separation officially identified and recognised (e.g. in official data).
- Which child protection and social protection services are available to children at risk of child-parents separation and what are the gaps.
- What are the ideas and proposals of children, and other key stakeholders, about responses to the issue of child-parents separation and how they could be improved.

It is understood the MoSA and the Ministry of Women's Empowerment and Child Protection have established data information management systems. However, previous reports suggest there are serious inadequacies within these systems. Furthermore, we have grave concerns as to what appears to be a lack of data concerning the number of alternative care providers across the country, the forms and quality of care, and disaggregated data such as numbers of children, who they are, reasons for placements and length of stay etc. Without such data, it will not be possible to develop, fund, and implement effective policies and programmes with the aim of preventing unnecessary child-parent separation.

Recommendations
- Ongoing and speedy development of rigorous local, regional and national child protection data management systems that allow for the regular collation and analyses of evidence in terms of issues impacting children's protection and well-being. This should include a more comprehensive explanation as to the reasons children are separated from parents and placed in alternative care.

- An undertaking of an audit of all alternative care providers in Indonesia.

Participation
Article 12 (1) of the UNCRC requires,

> States Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child.

Our research suggests that children in Indonesia are not fully participating in the process of assessment in relation to their situation, or in decisions being made about their lives, including placement in alternative care.

Recommendations
- Children should be supported in a way that allows their full and meaningful participation in any decision making processes that will affect them, including their placement in alternative care.

- All children should be acknowledged as active citizens and afforded equal opportunity to contribute to their society. In this respect, policy makers and programme designers and implementers may need help

SOS CHILDREN'S VILLAGES

understanding that children are experts in their own lives. This will require challenging any negative assumptions regarding children's capacities to engage and participate and providing them with opportunities that allow them to build and demonstrate such capability.

4. **The Research Framework**

Figure 1.Steps of the research

Our research framework was informed by international child rights conventions and most especially the UNCRC and the 2019 United Nations General Assembly Resolution: 'Promotion and the protection of the rights of children' (A/RES/74/133).[64] Every child in the world has rights. These rights, including those of protection and participation, are universal and indivisible. The role of States Parties in upholding and realising the rights of children has also been taken into account when developing this research including the responsibility to 'develop and implement comprehensive child welfare and protection policies within the framework of their overall social and human development policy'.[65]

The research framework has also been informed by socio-ecological models such as that of Bronfenbrenner.[66] An adaptation of his model can be seen in Figure 2. This considers the impact of inter-relating factors affecting children and families at an individual interpersonal level (microsystem), structural level, including family and community level, (meso and exo systems), and institutional level (macrosystem). We have added an additional consideration to our research which is the influence of international normative frameworks and other global influences within the macrosystem.

---

[64] Please see: https://digitallibrary.un.org/record/3837858?ln=en
[65] United Nations General Assembly 2009
[66] Bronfenbrenner 1977 See also: Bronfenbrenner 1986; Bronfenbrenner 1994

Figure 2. An adapted graphic illustration of Bronfenbrenner's socio-ecological systems theory
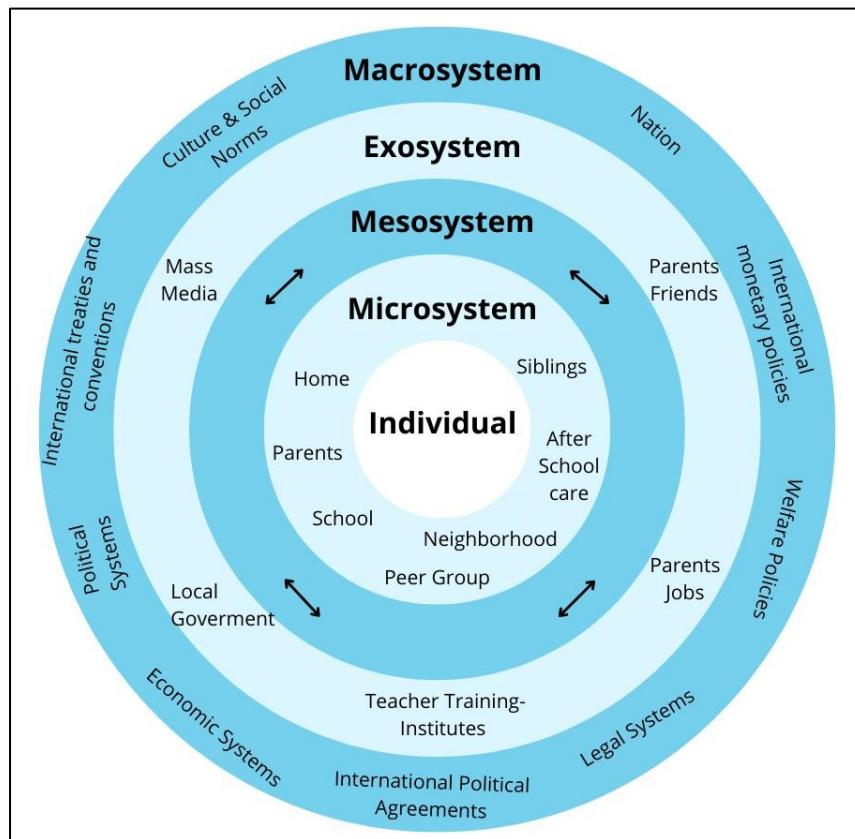
(Source: Drew 2023)

Based on this model, research questions used with respondents remained broad in order to extract information about the range of factors positively and negatively influencing and impacting family life.

The research framework also considered the functioning of different components of the national child protection system (Figure 3). Such system should include a suitable normative framework and programmes informed by rigorous data collection and analysis, as well as structures for the delivery of child protection services and those that help mitigate and respond to the multi-sectoral factors placing children at risk and families in difficulty. Gatekeeping and child protection case management mechanisms are an important component. The system further requires efforts to ensure public awareness of child rights and child protection as well as a well-resourced and skilled work force and coordinated, inter-sectoral partnership working between the State, families, communities, NGOs, and the private sector. Utilising such examination of the national child protection system, we also adopted a research focus that sought evidence and understanding of how 'gatekeeping'[67] works in Indonesia.

---

[67] Csaky and Gale 2015

SOS CHILDREN'S VILLAGES

Figure 3. Components of a national child protection system
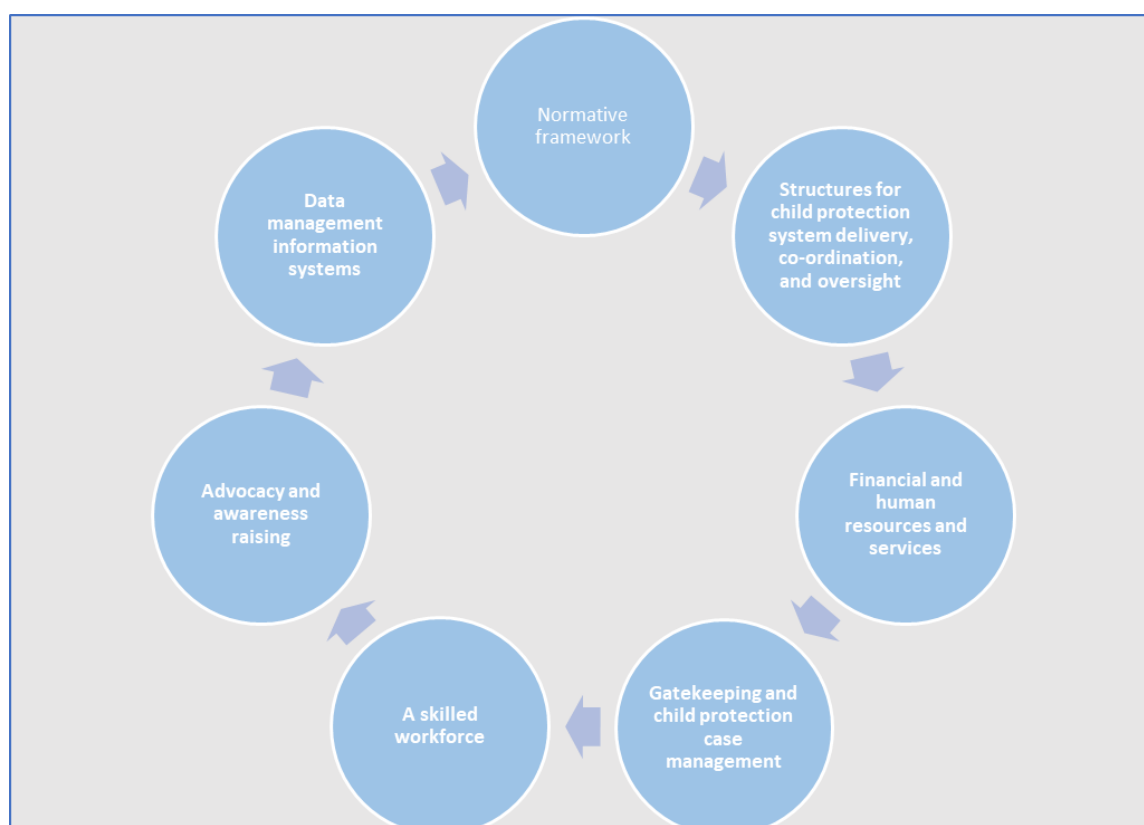
5. The engagement of the Universitas Islam Bandung and national researchers

Creating a caring, safe and trusting atmosphere when conducting research with children and young people is essential. To this end, rather than the International Lead Researcher (of English nationality) facilitating the workshops with children, young people in Indonesia, the services of national researchers was sought. It is believed this helped with easier communication between researchers and research workshop participants. It also removed any distrust or suspicion that being asked questions by a 'foreigner' might incur. Furthermore, it meant the person directly interfacing with children and young people had a much more informed understanding of the cultural and other influencing aspects of the environment they came from. A national researcher was also present during the workshops with adult family members.

A vital element of the research programme therefore, has been a partnership between SOS Children's Villages Indonesia and the International Universitas Islam Bandung facilitated through the work of a national researcher, Ms Andhita Nurul Khasanah and Research Assistant, Ms Adzkia Nida Gandia. This partnership also allowed for a research ethics application to be made to the university. Full ethical approval was awarded.

6. Research methodology

6.1. Research participants

Invitations were issued to research participants involved in different government and NGO family strengthening and child protection programmes.   Research participants in Indonesia included:

- 35 children aged 13 – 15 years old living with their own families (living in vulnerable[68] circumstances) (15 girls and 20 boys). This included 7 children with special needs.

- 40 young people aged 17-21 years old who had left alternative care (care leavers). (21 girls and 19 boys)

- 42 adult members of families living in vulnerable situations (41 female and 1 male)

- 14 professional stakeholders including social workers, child protection workers, lawyers and providers of alternative care and family support services.

- 28 key stakeholders who responded to an online survey requesting information on reasons children are placed in alternative care and access to support services.

A total of 14 semi-structured interviews allowed for the gathering of information from professionals stakeholders including social workers, child protection workers, alternative care providers, lawyers, and providers of family support programmes. The information they provided has formed an important contribution to the research findings. Furthermore, an online survey was sent out to professionals seeking their understanding of reasons children are placed in alternative care. In total information from 28 responses has been used in the evidence and conclusions reached in our study.

6.2. The research process

The research was finalised in Indonesia in November 2023. Great importance was placed on the development and use of participatory research methodology to highlight the voices of children, young people and adult family members. Methods were also used that sought the views and understanding of professionals. All findings have been correlated with information drawn from relevant literature. The following methods were used to gather qualitative and quantitative data:

- **Desk review**
A series of desk reviews were conducted by means of a systematic exploration of academic and other web-based databases and search engines[69] as well as hand sourcing additional reports and written materials. This included a review of the socio-economic and cultural environment, the functioning of the national child protection system, and provision of alternative care in Indonesia. Further desk reviews sought information on topics that included participatory research methodology, prevention of family separation, gatekeeping, and family strengthening.

---

[68] For the purposes of the research, a definition of 'vulnerable' was extracted from: Bauer & Wiezorek (2016) Vulnerable Families: Reflections on a Difficult Category. *Center for Educational Policy Studies Journal*, Vol 4, pp.11-28.
[69] Including Science Direct, Wiley online, Taylor & Francis online, Springerlink, JSTOR and Sage Journals, UNICEF, the Better Care Network and other agency websites, Google, and Google Scholar search engines.

SOS CHILDREN'S VILLAGES

- **Initial consultation workshops with children and young people in El Salvador and Lebanon contributing to use of research methodology in Indonesia**

In recognition of the importance of a child's right to participate in decisions affecting their lives, and understanding that they are 'competent social actors'[70] who should be 'actively involved in shaping their own social worlds',[71] steps were taken to achieve as high a degree of their participation as possible during the research.[72] To this end, in order to highlight their voices, and seek their knowledge and ideas, children and young people, were not only invited to join qualitative participatory research workshops in eight countries participating in the research, but efforts were made to engage them in the initial design of the research questions and qualitative participatory methodology. To achieve this aim, children and care-experienced young people in EL Salvador and Lebanon were invited to participate in a consultation process. Their input into a series of workshops resulted in the co-design of the following research questions:

Question 1: What makes children/young people in this family happy when they are at home? (focusing on a house and family drawn by participants and which, they deemed to be typical of those within their local community)
Question 2: What makes children/young people in this family worried or unhappy when they are at home?
Question 3: What makes the adults in the family feel happy, strong and united when they are at home?
Question 4: What makes the adults in the family feel worried or unhappy when they are at home?
Question 5: What is needed to help families be happy, strong and united?

The research questions had the aim of understanding stressors within the household as well as what would help to counter such challenges. Participatory research methods were also developed in the consultation workshops and piloted with further participants in El Salvador and Lebanon. The results informed the development of qualitative research participatory workshops implemented in Indonesia.

It is important to note that the research questions did not require research participants to answer questions about their personal experience but to provide information that represented the situation of children, young people and other adult family members within their communities and country. These questions and methodology also informed those used in workshops with adult family members.

- **Consultation on methodology and participatory research workshops with children and young people in Indonesia**

One group of children aged 13-15 years old living with their families and one group of care experienced young people aged 17-21 years old were invited to help evaluate the research methods and ensure their appropriateness for use in their country. These children and young people were invited to an Introduction Meeting during which they received information on the aims and objectives of the research and what their participation would involve. They all agreed to participate in a series of research consultation workshops. During these workshops they undertook a brief evaluation of each participatory research exercise that had been co-designed with children and young people in El Salvador and Lebanon. They were asked whether or not they thought the research exercises were suitable to use with other children and young people in Indonesia. The children and young people agreed the methodology was appropriate.

---

[70] Gilchrist et al. 2013:577. See also Davidson 2017
[71] Gilchrist et al. 2013:577
[72] Asmundson 1959; Beebeejaun et al. 2013; Blanco et al.2022; Bradbury-Jones and Taylor 2015; Bromark et al. 2023; Chevalier and Buckles 2019; Cossar et al. 2014; Cuevas-Parra and Tisdall 2019; Fouché and Light 2011; Garcia-Quiroga and Salvo Agoglia 2020; Grant 2017; Holland et al. 2008; Jamieson et al. 2021; Lake and Wendland 2018; Larkins et al. 2021; Lundy et al. 2011; Sabo 2000; Shamji 2007; Stuart et al. 2021

SOS CHILDREN'S VILLAGES

This process was followed by the implementation of workshops with other children and young people. In total X10 groups of children and young people participated in the research workshops held in an urban district of Bandung and the semi-rural setting of Lambang. Workshops included different activities including ice breakers and energisers, a reminder of the aims and objectives of the research; reading of Information Sheets, signing of consent forms; and joint creation of workshop 'ground rules'.

In each workshop participants were split into two groups and invited to take part in a number of exercises that involved the drawing of imaginary houses and families they thought to be typical of their local community. They also wrote down answers to the five research questions (on pink and green post-its) (Figure 4). Children were able to privately answer questions 1 and 2 by placing their post-its into bags placed on the drawings. They placed their answers to the questions 3 and 4 on their drawings and were then invited to present them to the whole group. In the workshops with young people, all their answers were placed on their drawings and they were also invited to present what they had written. If appropriate, short discussions about what had been written were facilitated by the researchers.

Figure 4. Examples of drawings produced by children and young people

Building on the original workshop methodology, Dr Cecilie K. Moesby-Jensen at the Department for Social Work, Professionshøjskolen Absalon, Copenhagen, helped further develop the research methods for workshops held with children with disabilities. These workshops followed a similar structure to the those described above, and utilised the same research questions. The overall methodological approach to the research with children with disabilities was one that would ensure predictability, structure, and clarity so that participation was accessible, pleasant, flexible, and not stressful.[73] This included the gathering of data by employing pre-created visually creative elements so as to engage the children and encourage and support their active participation and easy communication.[74] To this end, everyone gathered around large pre-prepared posters, each adorned with drawings and pictograms that illustrated the topic/questions under discussion. For example, the researcher prepared a set of large drawings depicting a family home with graphics that emphasised each research question. Figure 5 illustrates the graphic corresponding to the question, 'What makes adult members of this family happy?'. Accordingly it depicts a house (a family home), the children in the home, enhanced graphics of two smiling adults , and a smiley icon to represent happiness.

---

[73] Please see: https://adhd.dk/wp-content/uploads/2022/09/artikel-De-9-magiske-her.pdf
[74] Fayette and Bond 2018; Moesby-Jensen 2019:, Moesby-Jensen 2021

SOS CHILDREN'S VILLAGES

Figure 5. An example of graphics used in workshops with children with disabilities

We recognise that children with disabilities are often excluded from participation in research,[75] whilst also firmly believing they have valid and relevant perspectives on matters concerning their family life. To this end we endeavoured to use creative methods that would effectively capture their perspectives and ensure they also had a voice in our research.

What is very important to note is, upon analysis of the results provided by children with disabilities there was very little if any differentiation between the information they provided and that of other children. To this end, we have chosen not to separate their answers but to incorporate them into the overall information collated from the research with all children and young people reported within this study.

Solutions
In order to seek children's ideas for solutions to the challenges families are facing, they were asked to think of themselves as a superhero and to depict this in drawings (Figure 6). They were then asked to write three things they would do with their superpowers to help families.

---

[75] Shakespeare 2015

SOS CHILDREN'S VILLAGES

Figure 6. Examples of children's superhero drawings
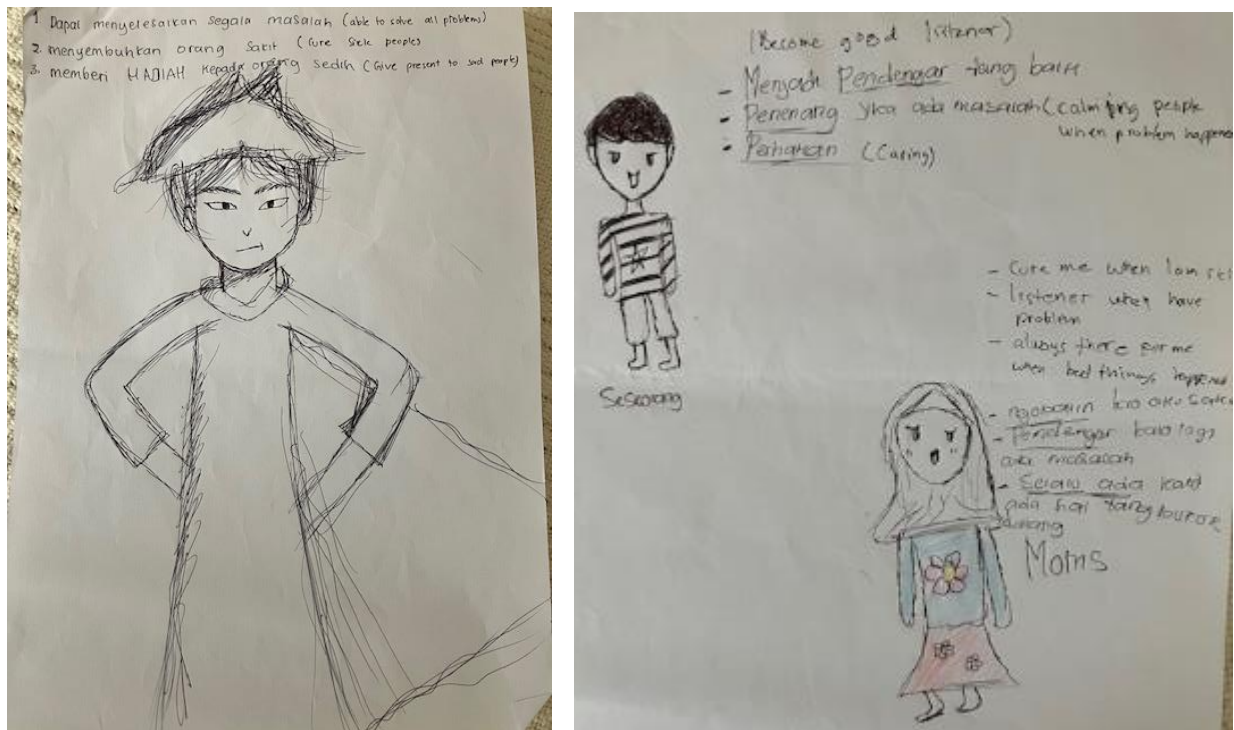
A problem and solution tree exercise was used with young people in order to gain and rank what they believe could be solutions to the challenges they had highlighted. Young people placed their post-its containing answers regarding what made young people and adult family members worried or unhappy on the trunk of a tree (Figure 7). Their solutions were written on the 'leaves'.

Figure 7. Example of a problem and solution tree

SOS CHILDREN'S VILLAGES
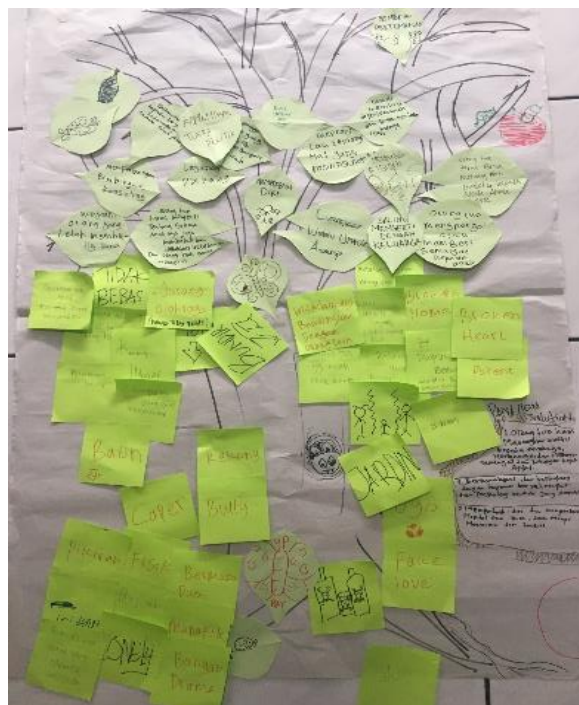
Young people were asked to group their solutions into different categories e.g., money, health, education and then to rank them in order of importance. Participants presented their 'trees' to the full group and were offered the opportunity to briefly discuss their solutions. The results are outlined later in this report.

At the end of each workshop, participants were invited to ask questions or asked if they wanted to discuss topics that had arisen during their time together.

- **Adult workshops**

It was also important to elevate the voices and ideas of adult family members. To this end 4 workshops were attended by 42 adults (41 female and 1 male), 2 in an urban district of Bandung and 2 in the semi-rural location of Lambang. Almost all participants were parents. The research questions used with adult family members were:

Question 1: What makes families feel happy, strong and united when they are at home?
Question 2: What makes families feel worried or unhappy when they are at home?
Question 3. What is needed to help families remain happy, strong and united?

Similar participatory research exercises were used to those developed by, and for, children and young people including drawings of homes containing a family and also a problem and solution tree (Figure 8).

Figure 8. A problem and solution tree produced by adult research participants

SOS CHILDREN'S VILLAGES

UNIVERSITAS ISLAM BANDUNG
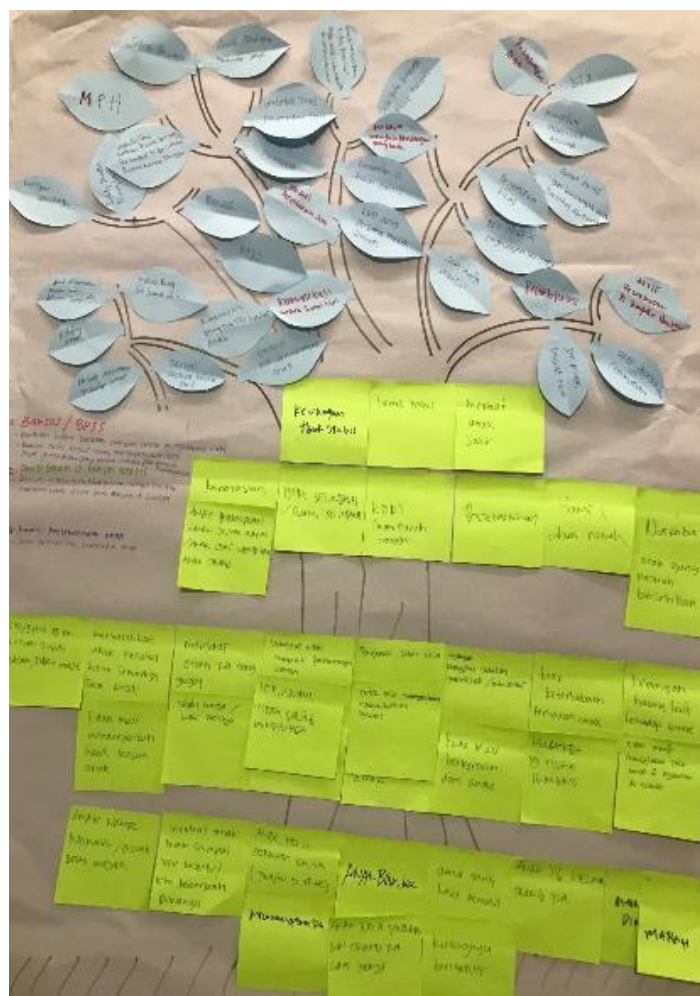
At the end of the workshops, participants were invited to ask questions or to discuss topics that had arisen during their time together.

- **Semi-structured interviews**

A total of 14 semi-structured interviews were conducted with professional stakeholders (interviewees). The principle research questions focussed on the reasons children are separated from parents and placed in alternative care as well as efficacy of decision making in relation to placing children in alternative care by professional stakeholders. Interviewees were selected through a purposive sampling methodology and included social workers and other professionals working in child protection and family support services and programmes. Purposive sampling methodology was chosen as it allows for intentional selection of knowledgeable participants that will generate theory and understanding of a specific social process and context.[76] Criteria for the selection of interviewees was prepared by the Lead International Researcher. Based on this criteria, members of SOS Children's Villages Indonesia team sent information about the research and invitations to prospective interviewees based on their knowledge of different key professional stakeholders in the country working for government and non-governmental agencies. The interviews were conducted by the Lead International Researcher accompanied by a translator.

- **Online survey**

---

[76] Arber 2006; Flick 2006; Flick 2009; Ritchie et al. 2006; Robson 2002

SOS CHILDREN'S VILLAGES

An online survey for professionals working in the support, care and protection of children and families was designed and disseminated utilising the Qualtrics[77] data software programme. The wording of the survey was designed in a way it would be applicable to respondents in all the eight countries involved in our research. The survey was emailed to organisations and individual respondents selected by SOS Children's Villages Indonesia based on selection criteria prepared by the International Lead Researcher. The questions sought information regarding the reasons children are being separated from their parents and placed in alternative care as well as different types of services and support available to families. After cleaning of the data, a total of 28 responses were included in the final analysis.

6.3. Research ethics

Informed participation and consent

It was important that participation in the research was fully informed and voluntary. All prospective participants were provided with language, age, and respondent appropriate information sheets when first invited to be part of the research.   Age and language appropriate consent forms were also prepared. A strong emphasis was placed on participants understanding that they were free to withdraw their participation at any time.

For the online survey, participants were provided with an information sheet in advance of their participation. The consent process was built into the survey and respondents could not move on to complete the questionnaire without first giving their consent.

Confidentiality and data protection

Research participants were assured anonymity in any reporting and use of data, unless information they provided suggested there may harm, or risk of harm to a child. All data used in reporting has been anonymised and care taken not to reveal the identity of participants. Workshop participants were asked not to share personal stories or to name anyone during workshop discussions, or to share participant's information outside of the workshops. National researchers and the translator accompanying the International Lead Researcher signed third party confidentiality agreements.

Recordings of interviews were made using an encrypted recording device and uploaded to secure password protected folders. These are held only by the International Lead Researcher. All other data has also been stored in an electronic format and held securely in password protected computer files.

Facilitation of participation and remuneration

Care was taken to balance the available time researchers had to complete the field work with efforts not to disrupt the lives of participants. This included consideration of the times and length of workshops. All out of pocket expenses for participants such as transportation were covered.

Ethics and child safeguarding

All elements of the research process have been designed and conducted in a manner guided by professional standards and ethical principles.[78] Ethical clearance to conduct the research was sought and granted by the Universitas Islam Bandung.

All efforts were made to ensure participation in the research did not lead to harm, stigma, re- victimisation or discrimination. Careful consideration was given to the sensitive nature of the topic under consideration i.e., events that may cause distress in the lives of participants. In this regard, the study was designed in a way that

---

[77] Please see: https://www.qualtrics.com/uk/
[78] See for example, Social Research Association (2020)

SOS CHILDREN'S VILLAGES

did not ask workshop participants about personal experience. Through careful observation, researchers did their best to pick up on cues indicating any distress during workshops. All efforts were made to ensure workshops were safe and welcoming. No other adults were present in any of the workshops except the national, the International researcher and occasionally the project translator.

The issue of child safeguarding was taken with the utmost seriousness and informed the design of an ethical research process to ensure the rights and dignity of participants were upheld at all times. A social worker or other responsible adult, such as educator, was present at the same location as the research workshops with children and young people. They were available if a child or young person wanted to speak with them. If a researcher had a concern about the safety or wellbeing of a child during a workshop or, something was revealed that suggested a child might be at risk of harm, the 'responsible adult' was informed. In the event of such disclosure, SOS child safeguarding procedures were to be followed. Children were informed of this process at the start of the workshops.

Research analysis

All interviews have been transcribed and collated into a word document of which, in-depth reading was completed by the International Lead Researcher. All the information provided on post-its notes by children, young people and adult family members during the research workshops have been transposed into digital word documents These document have been imported into the NVIVO 11 data analysis programme[79] and through a text query process, used to extract and collate 'instances' of similarities (and variances) and inform emerging and core themes. Linkages were identified in highlighted text and illustrated in word clouds and tree maps.

The software programme, Qualtrics, allowed for the analysis of responses to the online survey.

6.4. Limitations of the research

Limitations of the research include the time available to researchers to conduct field work in part due to available budgets. With particular reference to the process of co-designing research questions and methods with children and young people, it is recognised that additional time would have allowed for an even greater degree of participation in the very initial conceptualisation of the research and methodology design.

A focus was placed on creative activities and writing exercises to gather information rather than discussion/focus groups. Engagement in discussions was only a very small element of the research therefore. It is recognised this may have limited the opportunity to seek clarification and/or conduct a deeper exploration of the issues raised. Furthermore, research workshops utilised group work methodology that obscured individual voices. As a result the data does not allow for the capturing of individual participant's responses. As almost all research workshops, groups of children and young people comprised both girls and boys working closely together, an in-depth analysis of similarities and differences in their answers in terms of sex has not been possible.

Indonesia is a very large country with many different cultural, religious, ethnic and other social profiles within communities across the vast and diverse socio-economic and geographical landscape. Time and budget limitations restricted our ability to work across the vast territory of Indonesia and therefore, our research was limited to only two locations. As a result, we recognise that the sample of research respondents was very small and does not necessarily represent the situation of all peoples living in Indonesia. This includes absence in the research findings that might have been analysed in relation to ethnicities or other specific socio-cultural

---

[79] Please see: https://lumivero.com/products/nvivo/

SOS CHILDREN'S VILLAGES

factors. It also means we did not work in areas of the country that are particularly affected by natural disasters and other emergencies.

The research was not intended to comment on the situation of children whilst in alternative care. Neither was it expected to provide an evaluation of the services provided of any one agency, including SOS Children's Villages, in each country under research. We recognise that many children are living in informal care with members of their extended family or others in the community. However, the research did not study the situation of these children. Other children not included in the research include unaccompanied and separated children affected by migration. We do recognise their plight however and draw attention to some of the existing documentation on the reasons children affected by migration become separated from parental care.[80] Nor has the situation of children deprived of liberty through placement in detention been included in the research.

We are aware of many studies that have focussed on the impact of the COVID-19 epidemic. This topic was not raised by research respondents or a specific focus in our search although we note that the Government of Indonesia has issued several reports regarding child protection concerns during the period of the epidemic. We are also aware that the topic of inadequate birth registration, particularly as it relates to hindering access to services, has also been examined in previous reports but has not been highlighted in the findings of our study. Climate change was not spoken of during the research although we are acutely aware that this will increasingly impact children and their families. As the focus of our study has been prevention of separation, although recognised as important, issues related to reintegration and adoption have not been included.

Finally, the notable lack of published quantitative and qualitative data on children in alternative care in Indonesia means it has not been possible to quantify placements according to the different reasons that has led to such action.

7. Context: Indonesia

Utilising an ecological framework means it was important to understand the socio-economic context in which children and families live in Indonesia especially as these circumstances have a significant impact on the well-being and stability of life within a household. To this end, this section of the report holds a brief summary of data relating to such factors as economics, employment health, education, and shelter in Indonesia.

---

[80] International Organization for Migration 2015; International Social Services 2017; Marcus et al. 2020

SOS CHILDREN'S VILLAGES

Figure 9. Map of Indonesia

(Source: Nationsonline[81])

Indonesia is located in South-east Asia; it is an archipelago between the Indian Ocean and the Pacific. [82]   It is the largest country in Southeast Asia. Indonesia is a large archipelagic country made up of 13,466 islands   of which 922 are permanently inhabited.[83] It is administratively divided into 34 provinces, 415 districts and 93 municipalities. Indonesia borders Malaysia, Papua New Guinea and Timor-Leste.[84] The country covers 1,904,569 sq. km with a total land mass of 1,811,569 sq. metres.[85]   Jakarta is the capital city situated on the northwest coast of the island of Java.[86] The population of Jakarta has grown dramatically since 1949 from 1.5 million to 11.24 million in 2023[87]. Projections suggest the population will increase to as much as 13 million by 2037.[88]

Population

[81] Please see: https://www.nationsonline.org/oneworld/map/indonesia_map.htm

[82] https://www.cia.gov/the-world-factbook/countries/indonesia/

[83] Please see: http://www.otda.kemendagri.go.id/images/file/data_dan_informasi/seputar_otda/total_daerah_otonom.pdf

[84] ibid.

[85] ibid.

[86] https://www.britannica.com/place/Java-island-Indonesia

[87] https://www.macrotrends.net/cities/21454/jakarta/population

[88] ibid.

SOS CHILDREN'S VILLAGES

Indonesia is the world's fourth most populous country[89] with an estimated population of 281,562,465 (est.2024) [90] Population growth for 2024 is estimated at 0.73%.[91]

In February 2024, it was estimated that 25% of the population was below the age of 14 years old.[92] Approximately 68% of the population was aged between 15-64 years and those aged 65 and older, 7%)[93] Estimation of life expectancy as of 2024 is 76 years for females and 71.3 for males. [94]

Table 1 illustrates the many different ethnicities that make up the population of Indonesia (estimated in 2010).[95]

Table 1. Ethnic groups in Indonesia (est.2010)

Ethnicity	Percentage
Javanese	40.1%
Sundanese	15.5%
Malay	3.7%
Batak	3.6%
Madurese	3.0%
Betawi	2.9%
Minangkabau	2.7%
Buginese	2.7%
Bantenese	2%
Banjarese	1.7%
Balinese	1.7%
Acehnese	1.4%
Dayak	1.4%
Sasak	1.3%
Chinese	1.2%
other	15%

(Source: https://www.cia.gov/the-world-factbook/countries/indonesia/#people-and-society)

There are more than 700 languages used across country. Bahasa Indonesia is the official language.[96]

According to Wulan et al, due to exposure to COVID-19, children were 'abandoned forever by their father, mother, or both parents...causing many children to be orphaned. They suggest that according to July 20, 2021, 11,045 children were orphaned although the definition used by the authors appears to include children who have lost one parent. (Wulan et al. 2023)[97] According to the 2020 UNICEF Multiple Indicator Cluster survey (MICs), 7.2% of children were living with only one parent of which 5.9% were living with their mother and 1.2% with their father (Table 2).[98]

---

[89] Please see: https://www.worldbank.org/en/country/indonesia/overview#:~:text=In%20July%202023%20Indonesia%20regained,reduction%20has%20received%20a%20boost.

[90] Please see: https://www.cia.gov/the-world-factbook/countries/indonesia/#people-and-society

[91] ibid.

[92] Please see: https://www.britannica.com/place/Indonesia/People)

[93] Please see: https://www.cia.gov/the-world-factbook/countries/indonesia/#people-and-society

[94] ibid.

[95] ibid.

[96] ibid.

[97] Wulan et al. 2023 (unnumbered)

[98] Please see: https://bettercarenetwork.org/compare/cla/indonesia

SOS CHILDREN'S VILLAGES

Table 2. Percentage of children livening with one or both parents (2020)

Situation of children living with or without parents (2020)	Percentage of child population
Living with Both Parents	89 %
Living with One Parent	7.2 %
Living with Mother Only	5.9 %
Living with Father Only	1.3 %
Living with Neither Parent	3.4 %
Living with Neither Parent but both Parents Alive	2.6 %
One Parent Dead	0.5 %
Both Parents Dead	0.3 %

(Source: https://bettercarenetwork.org/compare/cla/indonesia)

Gender parity

UNDP[99] regularly reports on gender parity across the world. In 2023, Indonesia was marked as a 'Lower-middle' ranking country in terms of achieving gender parity taking in to consideration such measurements as fraction of life expectancy at birth spent in good health; population with completed secondary education or higher; youth not in education; employment or training; labour force participation; holding an account in a financial institution (e.g. a bank); share of women holding managerial positions and seats held (e.g. parliamentary seats).

The World Bank has recognised the work of the Indonesian Government and the 'increased investment in delivering the services to improve human capital over the last few decades and has seen important human capital and gender equality improvements.'[100] However, the Bank also speaks of Indonesia 'currently not fulfilling its full growth potential because of barriers to women's economic participation. Indonesia's female labor force participation rates have remained stagnant over the past few decades, hovering around 52 percent.'[101] This underlying gender inequality and the low status of women are seen as examples of 'intersectionality', whereby socio-economic status, mother's education, access to opportunities and public services, and social norms intersect to contribute to gender gaps[102] The World Bank has also noted how, unlike men, women need such documents as marriage and divorce certificates to prove they are heads of household and enable them to access a range of social service. Obtaining such official documentation, including birth certification and divorce certificates, is described as 'daunting'. [103]

Governance

The US aid agency, USAID, recognises how over the past 20 years, Indonesia has 'emerged as a regional leader whose democracy, prosperity, and continued stability are critical to the Indo-Pacific region.'[104] The 1945

---

[99] United Nations Development Programme (UNDP) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) 2023
[100] World Bank 2020:3
[101] World Bank 2020:15
[102] World Bank 2020:39
[103] World Bank 2020:42
[104] Please see: https://www.usaid.gov/indonesia/democracy-human-rights-and-governance

SOS CHILDREN'S VILLAGES

constitution invests power in the executive branch of the government, particularly in the President.[105] The President is assisted by a Vice-President and a cabinet.[106] Cabinet ministers are appointed by the President. The constitution also provides for a body of presidential advisers, called the Supreme Advisory Council (Dewan Pertimbangan Agung) and a presidentially appointed Supreme Audit Board (Badan Pemeriksa Keuangan), which controls state finance. [107]Legislation of 1999 limits the presidency to a maximum of two five-year terms.[108] The People's Consultative Assembly (Majelis Permusyawaratan Rakyat; MPR), is the legislative branch of the government with the primary responsibility of interpreting the constitution.[109]

Indonesia is divided into 30 administrative provinces (propinsi, or provinsi) (provinces), plus two special districts (daerah Istimewa) of Yogyakarta in central Java and Aceh as well as the special district of Jakarta city known as Jakarta Raya.[110]

Religion

Indonesia is predominantly Muslim and has the largest Muslim population of any country in the world. In 2022, the Muslim population comprised 87.4% of the population followed by 7.5%, Protestant, 3.1% Roman Catholic 3.1%, 1% Hindu and other religions including Bhuddish and Confucian was 0.8%.[111]

Economy and child poverty

The World Bank classifies, Indonesia as an upper-middle income country.[112] Growth in Gross Domestic Product (GDP) is projected to reach an average of 5.1% over the medium term in 2024-2026. [113] Indonesia has the 10th largest economy in terms of purchasing power parity and is noted by the World Bank to have made notable gains in poverty reduction. The poverty rate decreased by more than half since 1999, reaching 9.36% as of March 2023.[114] However, as of 2020, a fifth of households in Indonesia were still classified as vulnerable and living just above the poverty line. [115]

According to 2018 data, approximately 12% of children were living below the national poverty with income poverty being highest among youngest children.[116] A third of children were classified as either 'extremely poor' (approximately 7% of children were surviving on less than US$1.90 a day in 2016) and 26% as 'moderately poor' meaning they lived on between US$1.90–US$3.1 a day.[117]

With regards measurements of multidimensional child deprivation, this not only takes money into but also access to food and nutrition, health, education, housing, water and sanitation and protection.[118] In 2020,

---

[105] Please see: https://www.britannica.com/place/Indonesia/Government-and-society

[106] ibid.

[107] ibid.

[108] ibid.

[109] ibid.

[110] ibid.

[111] Please see: https://www.cia.gov/the-world-factbook/countries/indonesia/#people-and-society

[112] Please see:
https://www.worldbank.org/en/country/indonesia/overview#:~:text=In%20July%202023%20Indonesia%20regained,reduction%20has%20received%20a%20boost.

[113] Please see: https://www.worldbank.org/en/news/press-release/2024/06/24/indonesia-economy-projected-to-remain-resilient

[114] ibid.

[115] World Bank 2020:9

[116] UNICEF Indonesia 2020c

[117] ibid.

[118] ibid.

SOS CHILDREN'S VILLAGES

UNICEF reported that 9 in 10 children were impacted by poverty in one or more key dimensions of child well-being,[119] and in 2023, approximately 40% of children were deprived in at least two dimensions.[120]

The Government provides multiple social protection programmes including conditional cash transfers to help with formal and informal education and health costs for vulnerable groups, including street children, abandoned children and infants, children facing criminal charges, children with disabilities, the poorest families, and children who drop out of school and engage in child labour.[121] This includes a programme called the Healthy Indonesia Card (*Kartu Indonesia Sehat*, KIS) available to 100 million Indonesians who face difficulties meeting basic needs. According to the US Department of Labour, a particular aim of this programme is to help reduce the risk of child labor. Furthermore, there is a programme called the Smart Indonesia Program (*Kartu Indonesia Pintar*, KIP), available to families who have a Family Welfare Card or meet other eligibility which helps covers costs of formal and informal education. In addition, there are two conditional cash transfer programmes, the Child Social Welfare Program (*Program Kesejahteraan Sosial Anak*) and the Family Home Program (*Program Keluarga Harapan*, PKH. The latter provides money for children's education to the poorest 5% of households. In 2020 this reached an estimated 8,34,35,47 households. US Department of Labor 2022 p.6)[122] UNICEF has acknowledged the importance of the Government's social protection programme and especially the economic support offered to citizens during the COVID-19 pandemic. The agency estimated that without the temporary expansion of the social protection system, child poverty rates would have risen by almost 14%.[123]

It is important to note how lack of birth registration and other legal documentation can preclude children and adults from accessing basic services including education.[124] In 2019 it was estimated that 17% of children (13.5 million) did not have birth certificates.[125] Children in rural areas, those from the poorest households and without parents as well as children with disabilities being the most affected.[126]

Employment

As of February 2024, the Central Bureau for Statistics in Indonesia reported unemployment rates as 4.82%.[127] In 2023, the labour force participation rate of females was 53.3% in comparison to 81.9% for males.[128] This difference in rates has not changed significantly since 2018 when rates were 52% for female and 85% for males.[129] According to the World Bank, female participation in the workforce is influenced by such factors as location (with less opportunities in urban areas), education, and marital status and caring for children with 40% of women no longer working after marriage and childbirth.[130] There has however, been a rise in the number of younger females entering the labour force in recent years.[131]

The World Bank define vulnerable employment as situations where there are least likely to be formal working arrangements, social protection, and safety nets to guard against economic shocks thus those working in such

---

[119] ibid.
[120] ibid.
[121] US Department of Labor 2022:6
[122] ibid.
[123] Fiscal Policy Agency (Ministry of Finance) and UNICEF Indonesia 2021
[124] US Department of Labour 2022
[125] Save the Children Indonesia 2019:34
[126] UNICEF Indonesia 2020c
[127] Please see: https://www.bps.go.id/en
[128] Please see: https://genderdata.worldbank.org/en/economies/indonesia
[129] World Bank 2020:16
[130] World Bank 2020:17
[131] World Bank 2020:16

SOS CHILDREN'S VILLAGES

employment are more likely to fall into poverty.[132] Data from 2922, shows high numbers (50.3%) involved in vulnerable employment.[133]

Health

The 10 top causes of death for females and males in Indonesia as published by the World Health Organisation (WHO) can be seen in Table 3.[134]

Table 3. Deaths per 100 000 population. Indonesia, 2019

Top causes of deaths (2019)	Deaths per 100,000 of the population
Stroke	132
Ischaemic heart disease	96
Diabetes mellitus	41
Tuberculosis	33
Cirrhosis of the liver	33
Chronic obstructive pulmonary disease	29
Diarrhoeal diseases	24
Hypertensive heart disease	20
Lower respiratory infections	19
Neonatal conditions	17

(Source: https://data.who.int/countries/360)

The World Bank has recognised the investment undertaken by the Government of Indonesia in recent years with such achievements as improved life expectancy; reduced fertility rates, child mortality, and to a lesser extent maternal mortality; and introduced legislation that provides a way towards Indonesia achieving universal health coverage. [135] In 2018 UNICEF reported that 3.3% of all children between the ages of 5 and 17 years had a 'disability' with similar proportions amongst girls and boys and parity between those living in rural or urban areas.[136]

Although rates of stunting and wasting in children under 5 years have fallen from 37.6% and 12.1% respectively in 2013, to 21.6% and 7.7% in 2022, this still means millions of children continued to experience malnutrition.[137]

Data from the World Bank gender portal shows that in 2020, 173 women die per 100,000 live births due to pregnancy-related causes in Indonesia. Furthermore, 33 of every 1,000 girls who gave birth during 2022 were aged only 15-19 years old.[138] UNICEF identified how the country's record on child mortality has been mixed.[139] Progress has been made in reducing neonatal mortality from 19 deaths per 1,000 live births in 2012 to 15 per 1,000 in 2017.[140] It has been estimated however, that 91,000 new-borns die each year in Indonesia mostly due to preventable causes including sepsis.[141] Infant mortality rates have decreased at a much more accelerated

---

[132] Please see: https://databank.worldbank.org/metadataglossary/world-development-indicators/series/SL.EMP.VULN.ZS

[133] Please see: https://databank.worldbank.org/source/world-development-indicators/Series/SL.EMP.VULN.ZS

[134] Please see: https://data.who.int/countries/360

[135] World Bank 2020:5

[136] UNICEF Indonesia 2023a

[137] UNICEF Indonesia 2023c

[138] Please see: https://genderdata.worldbank.org/en/economies/indonesia

[139] UNICEF Indonesia 2020c

[140] UNICE Indonesia 2020c:16

[141] ibid.

SOS CHILDREN'S VILLAGES

rate falling from 68 per 1,000 children in 1990 to 24 per 1,000 in 2017: a decline of over 50%.[142] Such advancement was in part attributed to vaccination programmes, community-based treatment of infections and improvements in water, sanitation and hygiene. Infant mortality rates continued to be higher in poorest 20% of the population and is higher in rural areas and among young mothers. In 2020 Save the Children Indonesia attributed poor health of many children to the major inequalities that existed in accessibility and use of primary health care services with particularly lower levels of access in the eastern parts of the country. [143]

Diarrhoea and pneumonia have remained the leading cause of death among children under five years of age.[144] Poor sanitation and hygiene practices and unsafe water have been attributed to high rates of infectious disease, which are in turn are linked to chronic.[145] However, in terms of access to water and sanitation, Indonesia has successfully reduced the proportion of households practicing open defecation from 9.4% in 2018 to 4.2% in 2023.[146]

Education

In 2018, school completion rates were reportedly 95% for primary education and 85% for lower-secondary level.[147] Rates for upper-secondary education rose from 52% in 2015 to 62% in 2018. However, a substantial number of children still do not attend school. As of 2018, approximately 7.6% (4.2 million) children were not in school or accessing any education services. There were slightly more boys than girls not in education and the majority of out-of-school children were aged between 7-18 years old.[148] There were noted regional differences in out-of-school rates with higher rates in rural areas (10%), among the poorest households (12%) and for children with disabilities (30%).[149] As reported elsewhere in this report, our desk review revealed a number of social protection programmes and education grants offered by the Government of Indonesia aiming to prevent children missing out on education. This includes assistance with costs of school uniforms and supplies as well as transportation.

In 2020 it was reported that whilst 95% of children without disabilities completed primary school, this rate fell to 56% for children with disabilities. This gap increased even further for secondary school attendance suggesting children with disabilities faced increasing barriers to education as they got older.[150] Noted barriers included parents not sending children with disabilities to school as they think their child will not benefit, some schools actively creating obstacles, or not being able to meet specific needs.[151] As reflected in national legislation and policies, the Government of Indonesia has recognised the need for additional support for children with disabilities, and particularly through access to inclusive education,.[152] However, implementation of policy and programmes have been seen as 'inconsistent'.[153] According to UNICEF, in 2018, although 72% of children with disabilities were enrolled in primary education, only 56% attained completion.[154] The report went on to say that 'children with disabilities are the most disadvantaged group who has many difficulties in accessing and completing education." [155] In 2023, lack of access to mainstream education settings remained

---

[142] UNICE Indonesia 2020c:16
[143] Save the Children 2020
[144] UNICE Indonesia 2020c:16
[145] UNICEF Indonesia 2023c
[146] ibid.
[147] UNICEF Indonesia 2020c:37
[148] ibid.
[149] UNICEF Indonesia 2020c
[150] ibid.
[151] ibid.
[152] ibid.
[153] UNICEF Indonesia 2020c:41
[154] UNICEF Indonesia 2020j
155 UNICEF Indonesia 2020j:2

SOS CHILDREN'S VILLAGES

lower for children with disabilities (Figure 10). 'Special schools''[156] remained 'the preferred placement for children with more severe functional limitations.'[157] In 2020–2021, there were 595 public special schools and 1,655 private special schools.[158]

Figure 10. Gross enrolment rates and net enrolment rates of children in education in Indonesia in 2021 by school level
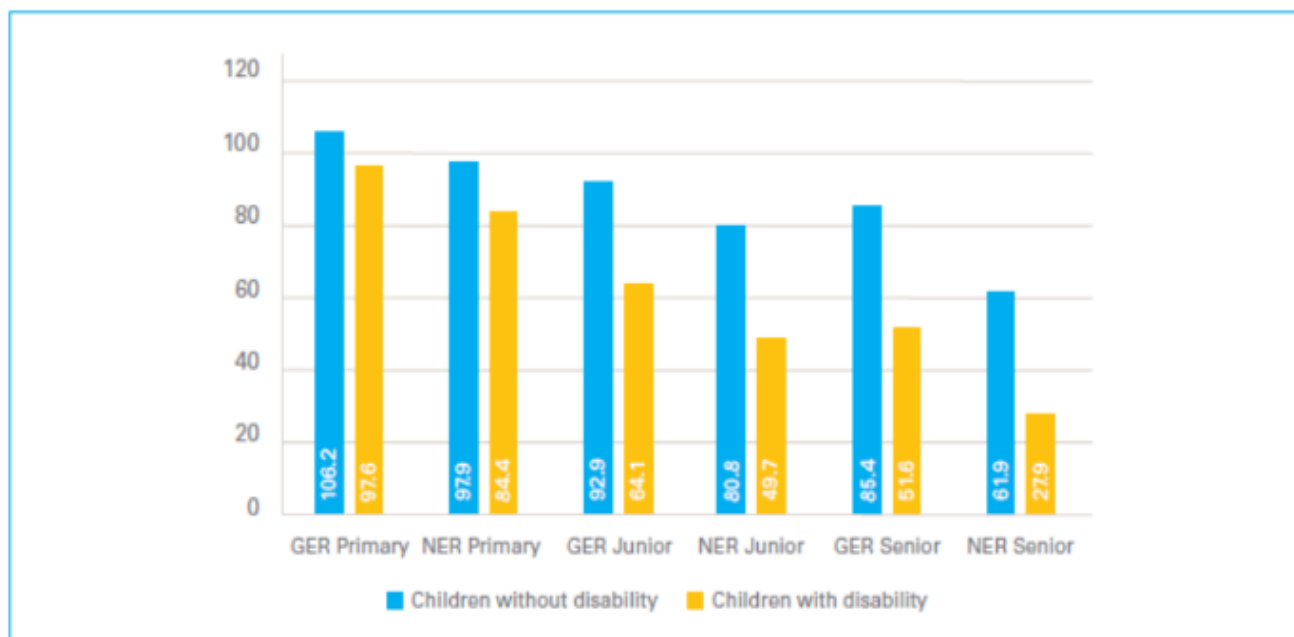
(Source; Reproduced from UNICEF Indonesia 2023a:9)

---

[156] UNICEF Indonesia 2023a:10
[157] ibid.
[158] ibid.

8. Research Findings

Our research had the primary aim of determining reasons children are placed in alternative care, and most specifically formal alternative care in Indonesia. Following an analysis of the research data, a strong correlation has been identified between all the information provided by the different participants including children, young people, adult family members, and professional key informants. This section of the report provides a summary of the research findings and an understanding of some of the drivers that may lead to child-parents' separation.

Overall our findings highlight two distinct influences related to placement of children in alternative care. The first is the impact of the wider society that families live in and how this influences outcomes and circumstances within a family that can subsequently lead to such placement (Figure 11). The second is the functioning of the national child protection system in which gatekeeping decisions are made.

Figure 11. Drivers associated with placement of children in alternative care
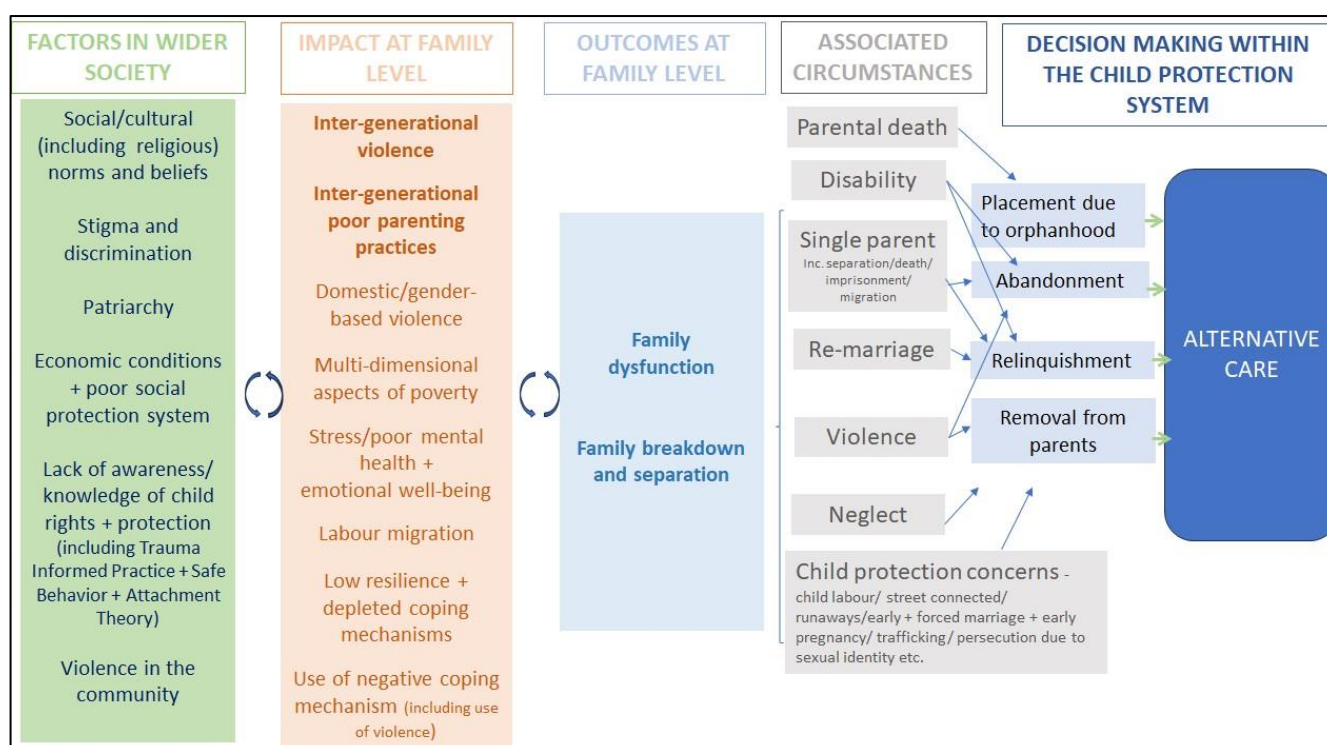
9.   Circumstances at a family level that result in children being placed in alternative care.

This section of the report provides a summary of the research findings in relation to circumstances within the family home that are leading to the placement of children in alternative care. It is followed by a further section exploring some of the factors within wider society, including socio-economic conditions, that are directly and indirectly impacting the lives of families and contributing to family dysfunction, breakdown, and separation (Figure 12).

Figure 12. Factors at a societal and family level contributing to placement of children in alternative care
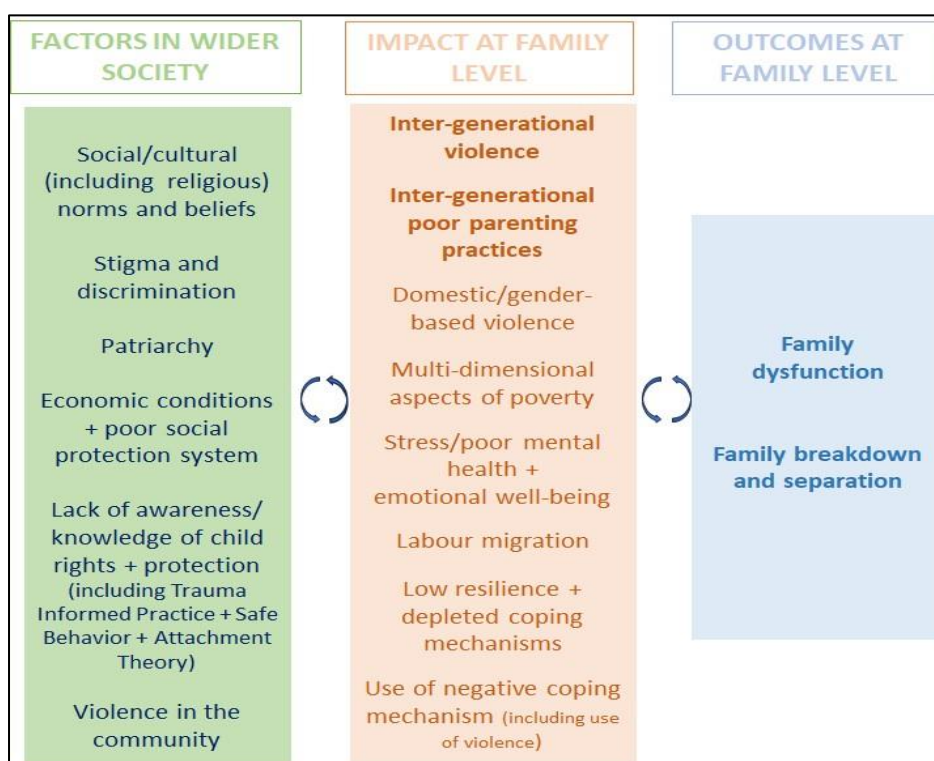
9.1. Violence

Violence against children is referred to in the Government of Indonesia's 'Minister Regulation No. 2/2010 'as all forms of physical, mental, sexual acts, including neglect and mistreatment threatening the body's integrity and demeaning treatment of children. The Regulation goes on to provide definitions of physical, sexual and emotional violence, neglect and exploitation.

Violence manifests itself in all forms of physical, sexual and emotional violence inflicted on children as well as between adults in the family in Indonesia. It is a factor contributing to family dysfunction, breakdown, and separation. Violence also prompts the involvement of the child protection authorities and decisions to move children into alternative care. Figures 13 and 14 are word   clouds produced during

analysis of all the individual works written by children and young people in answer to questions about what makes children and young people unhappy or worried at home?. In relation to violence they used such words as *'abuse'*, and *'fighting'*. One child mentioned *'rape',* another wrote of children *'being molested'* and several wrote about hostility, conflicts and anger in the home. Approximately 15%, (68 of 465) of all answers, referred to violence against children and young people in the home. Words relating to emotional neglect, poverty and other experiences within the family are discussed later in this report.

Figure 13. Results of workshops with children: What makes children feel unhappy or worried when at home?

Figure 14. Results of workshops with young people: What makes young people feel unhappy or worried when at home?

SOS CHILDREN'S VILLAGES

Figure 15 provides more detailed examples of responses relating to violence in the home provided by children and young people.

Figure 15. What makes children and young people worried or unhappy when they are at home (as answered by children and young people)

What makes children worried or unhappy when they are at home? (as answered by children)
home doesn't feel like home but like a punchbag
rape
being molested
parents are angry with children
parents who are always angry but it is not clear why they are angry
fights with parents
having a fight
people are angry and yell before children can explain what happened
physical abuse
hostility
being cornered
conflicts
bullied
being given advice with abuse
hating each other
saying bad things to each other
being yelled at
kidnapped

What makes young people worried or unhappy when they are at home? (as answered by young people)
child abuse
violence
sexual abuse
physical violence
abuse
being bullied
being whipped
feeling threatened
angry parents
being yelled without any reason
yelled at by parents

Figure 16 illustrates answers that refer to violence provided by children and young people when asked what makes adults worried or unhappy at home. These answers illustrate the presence of violence between adults in the household and includes references to *'domestic violence', 'seeing parents fighting', 'arguing'* and break down in relationships.

Figure 16. What makes adults in the family feel worried or unhappy when they are at home (as answered by children and young people)

What makes adults in the family feel worried or unhappy when they are at home? (as answered by children and young people)

SOS CHILDREN'S VILLAGES

> *domestic violence*
> *violence*
> *fighting*
> *anger in the home*
> *yelling and anger*
> *many fights in the family*
> *alcohol and drugs*
> *mean words*
> *arguing parents*
> *affairs*
> *disharmony in the family*
> *break up with partner*
> *divorce*

It is particularly interesting to note that adult family members, when asked what makes a family worried or unhappy when they are at home, did not refer to violence in the home. Due to the nature of the workshop methodology, this was not explored further. A very small number of participants wrote about their concerns due to external threats to children. This included fears that children *'will be kidnapped', will get raped -boys and girls*, of *'human trafficking '* and *'trafficking children for human organs – happens a lot'*.

Perhaps information provided by one of the interviewee might offer some explanation as to why violence in the home was not raised by adult family members. They said the reason people do not talk about abuse is "*probably due to the culture. Secondly it is because they are ashamed. One of the cases that I handled, the parents know that the children from the age of one year old are being abused. But they ashamed to admit that the child is a victim of this kind of abuse*."

When asked about the reasons children become separated from parents and placed in alternative care, all interviewees clearly identified violence as being one of the primary reasons.

> *"There are several reasons why children need to be taken care of. But the reason most children come to us is because they experience psychological abuse, emotional and sexual abuse and physical abuse."*

> "*Yes, there are actually a lot of cases where the children are being abused… the abuse includes sexual harassment and violence. Sometimes the violence and abuse comes from their own parents and sometimes relatives."*

> *"…the children are raped by the father."*

> *"..sexual, physical, and emotional abuse are always there."*

> *"because they are victims of sexual abuse."*

> *"because the children are a victim of sexual abuse by the father."*

> *"Physical and sometimes sexual abuse….There are very high numbers of child abuse in Indonesia."*

SOS CHILDREN'S VILLAGES

"…the violence is happening in the family and the preparators are the parents and the people that live around the children. And the second, even when they put their children into the residential care setting, it is still happening, the abuse and harassment. And the preparator is the care providers themselves and the staff who are running the residential care. The preparator is always the people that surround the children."

It was noted how the last comment also calls attention to children being subject to violence once placed in alternative care.

In an online survey disseminated as part of our research, respondents were asked about the reasons they think children are separated from parents and placed in alternative care in Indonesia. As seen in the results depicted in Figure 17, the majority of respondents (approximately 80%) think that different forms of violence are 'sometimes' the reason children are placed in alternative care. A few respondents answered 'often', 'never' or 'I don't know'.

Figure 17. Reasons children are being placed in alternative care: violence

Why are children placed in alternative care?

	Because of emotional/ psychological abuse of a child	Because of physical abuse of a child	Because of sexual abuse of a child
Often	7	4	3
Sometimes	16	23	22
Never	3	0	1
I don't know	2	1	2
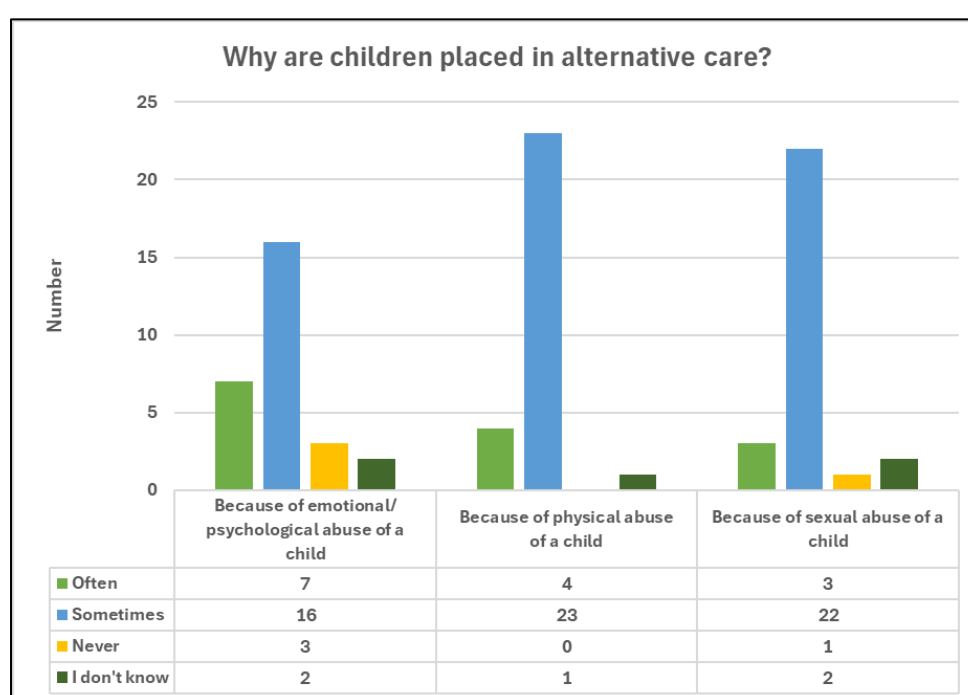
If violence against children is a reason for placement in alterative care, we felt it was important to understand the magnitude of child protection risks in Indonesia. To this end, information was sourced on this topic through a desk review. Findings confirmed the perpetuation of violence against children and how, according to UNICEF Indonesia, physical, emotional and sexual violence against children 'is pervasive in homes, schools and communities'.[159] In the Long-Term National Development Plan of 2005-2025, the Government of Indonesia also recognised 'the high rate of violence, exploitation, and discrimination against women and children; and the low welfare, participation and protection of children.'[160]

---

[159] Please see: https://www.unicef.org/indonesia/child-protection#:~:text=One%20in%20three%20women%20and,per%20cent%20of%20boys%20affected.
[160] Law of The Republic of Indonesia Number 17 Of 2007 on Long-Term National Development Plan of 2005-2025

SOS CHILDREN'S VILLAGES

In 2016, a Government study said 26% of children are victims of corporal/physical punishment which is often used in the home as a means of discipline. [161] The report went on to say 'children from *'broken homes'*[162] are amongst those at higher risk of suffering physical, emotional violence, and neglect. The Government of Indonesia has made a commitment to prohibiting corporal punishment in the home, alternative care settings and schools, but this ambition is reportedly still to be fully realised.[163]

Data published by Save the Children in 2019, also confirms a 'high rate of violence'[164] being inflicted on children in Indonesia. The report quoted data issued by the Ministry of Women Empowerment and Child Protection in 2018 indicating that 1 in 8 girls and 1 in 4 boys had experienced violence in the 12 months prior to their study. The Save the Children report also revealed estimates suggesting 1 in 11 girls experience sexual abuse.[165]

In 2022, the Ministry of Women's Empowerment and Child Protection acknowledged the annual increase in reported child protection cases.[166] For example, reported cases rose from 11,278 in 2020 to 14,517 in 2021. There was also an acknowledgement that there is underreporting of cases of violence against children. In this respect, UNICEF highlighted the challenges in obtaining data on the many vulnerabilities facing children in the country including those who become victims of violence.[167]

UNICEF has further noted the particular vulnerability of children with disabilities and most especially their heightened risk to sexual abuse and exploitation (Figure 18).[168]

Figure 18. Children with disabilities as a percentage of all victims of violence against children by type of violence 2018-2021

	Physical abuse	Emotional abuse	Sexual abuse	Exploitation	Human trafficking	Neglect	Other
2018	3,8	3,4	8,0	4,4	1,8	3,7	4,6
2019	4,7	3,6	10,2	10,0	6,2	5,0	8,1
2020	3,7	2,9	7,7	4,9	5,0	4,8	5,9
2021	2,6	2,3	5,7	1,5	2,6	2,3	3,7
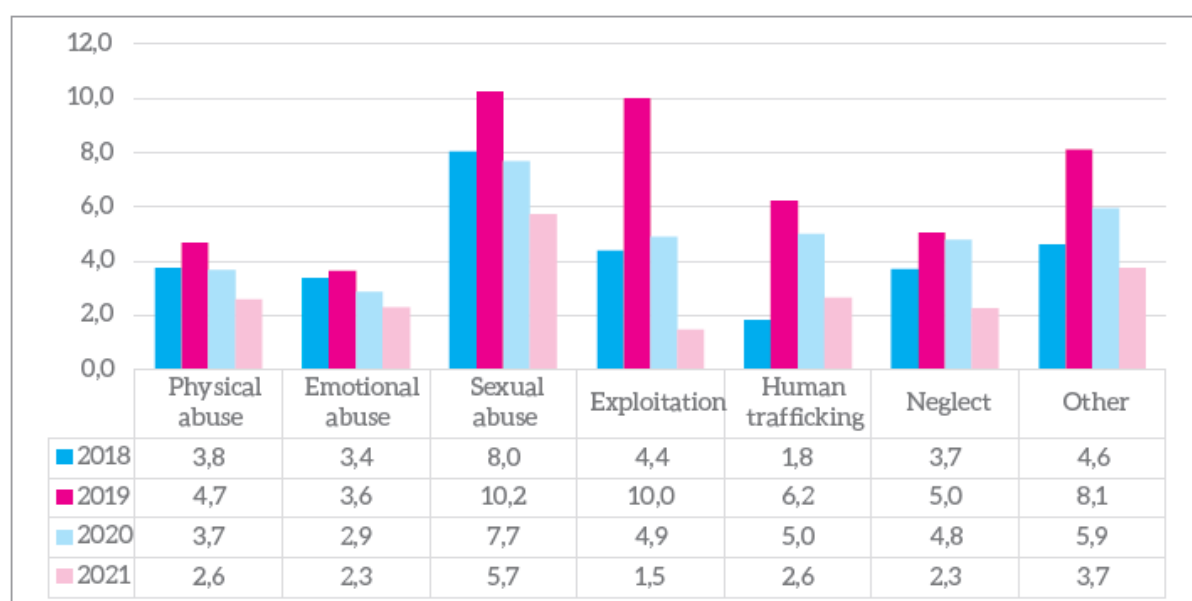
(Source: UNICEF 2023b p.114)

---

[161] Republic of Indonesia 2016:17

[162] ibid.

[163] Please see: https://endcorporalpunishment.org/reports-on-every-state-and-territory/indonesia/

[164] Save the Children Indonesia 2019:14

[165] Save the Children Indonesia 2019

[166] Ministry of Women's Empowerment and Child Protection 2022

[167] UNICEF Indonesia 2023b

[168] ibid.

SOS CHILDREN'S VILLAGES

A form of violence involving 'physical restraint, shackling or confinement of persons with psychosocial disabilities'[169] has also been brought written about. This is known as 'pasung.' A UNICEF report explains that, despite this practice being banned by the government in 1977, this practice 'is still used' in families, in the community and in government and privately run institutions.'[170] As of November 2019 there were an estimated 57,000 people in Indonesia that had been shackled at least once in their life and 15,000 continued to live in chains.

9.2. Neglect

9.2.1. Emotional and psychological violence and neglect

The World Health Organization (WHO) defines emotional or psychological violence as including, 'restricting a child's movements, denigration, ridicule, threats and intimidation, discrimination, rejection and other non-physical forms of hostile treatment.' It is recognised how emotional neglect/psychological violence can have a negative impact on feelings of self-worth and emotional well-being as well as other life-long effects.[171] The term 'emotional neglect' has been used by several other authors as for example, Ludwig and Rostain who define it as 'a relationship pattern in which an individual's affectional needs are consistently disregarded, ignored, invalidated, or unappreciated by a significant other'.[172] They explain how parents 'may have trouble understanding their children's needs for love, affection, closeness, and support, or they may feel too overwhelmed or powerless to meet these needs on a consistent basis.'[173] This factor is also important to note as later in this report we discuss the ongoing negative impact that lack of love and care in childhood can have across generations.

During our research children and young people participating in the research workshops wrote a lot about such issues. Many said children and young people are worried or unhappy when they lack love and attention and when they are not trusted and respected. They feel put down and discriminated against, especially when parents compare them to, or treat them differently, to their siblings. They wrote about children and young people feeling lonely, not being understood, and sensing a lack of freedom. Examples of the information provided by children and young people is illustrated in Figure 19.

Figure 19. What makes children and young people worried or unhappy when they are at home (as answered by children and young people)

What makes children worried or unhappy when they are at home? (as answered by children)
parents don't love their children
parents don't care
lack of attention from parents
rejected by parents
not acknowledged as their children
child being broken mentally
broken heart
parents are busy with themselves
being told we are stupid

---

[169] UNICEF Indonesia 2023b:115

[170] ibid.

[171] SOS Children's Villages International and CELCIS, Centre for Excellence for Children's Care and Protection, University of Strathclyde 2021; SOS Children's Villages International 2020

[172] Ludwig & Rostain 2009

[173] ibid.

SOS CHILDREN'S VILLAGES

being told we are useless
being underestimated
not being respected by family
parents criticise children unnecessarily
not being loved equally
favouritism
being compared
when there is a prejudice to the children
being discriminated against
not being supported
not being understood
blamed without a reason
being told we are ungrateful
children are not appreciated
children being told they are ungrateful
being ignored
being lonely
being lost
left alone by the family
no attention
children not being heard or listened to
not respecting children's opinions
no understanding between each other
expected to be perfect
not being looked after when sick

What makes young people worried or unhappy when they are at home? (as answered by young people)
lack of love from parents
not being loved
parents aren't taking care of me
no affection
bad parenting
being rejected
unwanted
negative words from parents that hurt
bringing the children down mentally
being humiliated
stress
too much pressure on the children
not being supported
being discouraged
not being listened to
not given a chance to have an opinion and not being appreciated
not being respected
being underestimated
always being wrong
being judged
forced to be perfect

SOS CHILDREN'S VILLAGES

> *worried to make mistakes*
> *always getting blamed*
> *treated unfairly*
> *being compared*
> *being compared with young siblings*
> *being a burden*
> *insecure*
> *feeling alone when having a hard time*
> *not feeling confident*
> *silent treatment*
> *too shy to get along with family*

Conversely, when asked 'what makes children happy in the home?', children wrote about the importance of being loved, trusted, respected, and listened to. Spending time together and connecting as a family, as for example eating and going out together, was mentioned many times signifying the importance placed on such opportunities to bond with each other. They also wrote that children are happy if their parents are happy. Friendships are important to them and so is receiving gifts and engaging in recreational activities. Young people also wrote about the importance of love, respect, tolerance, understanding and harmony in the family. Some said young people are happy when they feel safe, are appreciated and when they are listened to.

When children and young people were asked about 'what makes adults in the home worried or unhappy,?' many wrote about the opinions and expectations parents have of their children. They wrote that parents are unhappy when children are disrespectful, misbehave, mix with 'bad' friends, are lazy and disobedient, are not home when expected, and do not do well at school. Although not discussed in the workshops, this might imply children and young people feel some pressure on the way they must achieve and behave if they want to retain a positive relationship with their parents.

When interviewees were asked about reasons families are at risk of separation, no-one spoke directly about factors related to emotional abuse. They did speak about parents who they believe do not care about their children but linked this to inadequate parenting skills which is discussed later in this report.

Being victims of different forms of violence not only creates the possibility that children will become separated from parents and placed in alternative care, but such experiences can also have a serious and long lasting impact on a child's mental health and well-being[174] as well as contributing to their use of harmful behaviour throughout their lifetime.[175] This is concerning because, it is clear from the information above, including data in previously published studies,[176] that children and young people in Indonesia are experiencing and witnessing physical, sexual and emotional /psychological violence.

9.2.2. Material and physical neglect

For the purposes of our report we define material and physical neglect as the failure to fulfil a child's rights to basic necessities as for example, providing necessary food, clothing, shelter, education, medical care, appropriate adult supervision etc. to the degree that a child's health, safety, and well-being are threatened. [177]

---

[174] Kim et al, 2022

[175] Asmundson and Afifi 2019; Dube et al. 2001; Dube et al. 2002; Felitti et al. 1998; Kim et al. 2022; Moylan et al. 2010; Tarabah et al. 2015

[176] Save the Children Indonesia 2019. Please also see: https://www.unicef.org/indonesia/child-protection#:~:text=One%20in%20three%20women%20and,per%20cent%20of%20boys%20affected.

[177] The Alliance for Child Protection in Humanitarian Action 2019

When asked what makes children vulnerable to placement in alternative care, no interviewee spoke of purposeful material neglect. They did however, refer to placement and relinquishment of children into alternative care as a result of economic circumstances in the household resulting in children not receiving in what social service workers and care providers deemed appropriate material care. As will be seen later in this report, such situations are a predominant reason for placement of children in alternative care

According to a study published by Nastia et al. in 2023, 'neglect is a common case in Indonesia'.[178] They also examined data issued by the Ministry of Social Affairs data showing 67,368 reported cases of neglected children in 2020. The study acknowledges how previous research suggests 'child neglect is often carried out by families, especially parents/ substitute families'.[179]

9.3. Orphanhood

For the purposes of our research, we define an orphan as someone whose both parents have died. However, in Indonesia the term 'orphan' is used interchangeably for children who have lost one or both parents.   When asked about reasons children are placed in alternative care, only one interviewee said children are taken into care because they are 'orphaned' but then clarified they were speaking about children who had lost one or both parents.

In comparison, in our online survey, approximately 50% respondents think the death of both parents is a reason children are 'often' placed in alternative care and likewise, almost 50% think the death of one parent is 'often' a reason children are placed in care (Figure 20).

Figure 20. Reasons children are placed in alternative care: death of a parent/s

Reasons children are placed in alternative care

	Often	Sometimes	Never	I don't know
One parent has died	13	14	1	0
Both parents have died	14	12	2	0
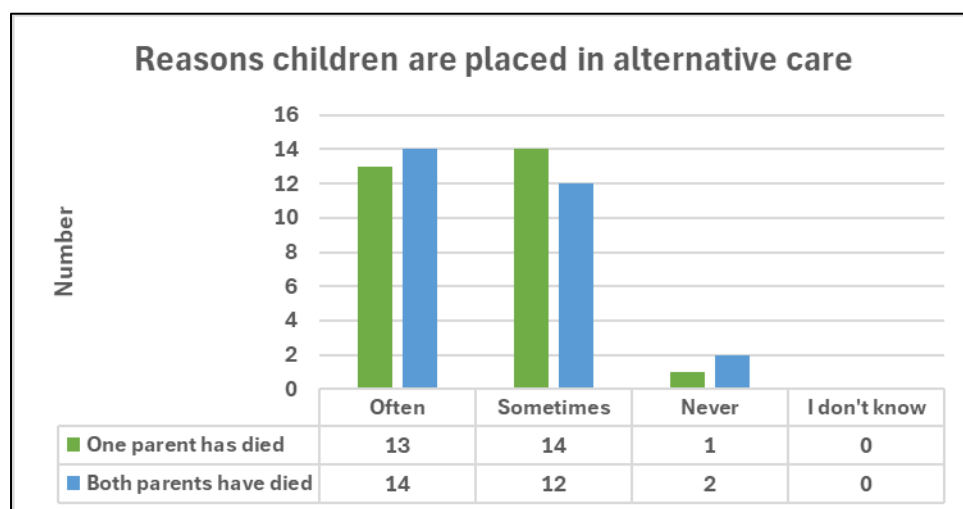
We found it a challenge to extrapolate data revealing the number of true orphans in Indonesia apart from information published on the Better Care Network suggesting that, in 2020, 3.4% of children were living with neither parents of which 0.3% were orphans i.e. both parents had died. Because of the lack of published data, it has not been possible to confirm the exact numbers of children who are true orphans i.e. both parents have died in Indonesia currently in alternative care.

---

[178] Nastia et al. 2023:337
[179] ibid.

SOS CHILDREN'S VILLAGES

9.4. Abandonment

For the purposes of our research, we define abandonment as children whose both parents are unknown. However, it is important to note that in Indonesia the term 'abandoned' is not necessarily being used by professionals to denote only children whose parentage is unknown. The word is often used interchangeably with that of relinquishment. During interviews, we clarified the definition we were using.

The information on abandonment provided by interviewees suggests it is mostly babies that are abandoned. Reasons given for abandonment include rape and incest, poverty, children born out of wedlock. Children with disabilities are also abandoned.

> *"...most cases are children that are found in the park or in a rubbish bin and maybe someone is walking and they find a baby on the sidewalk..."*

> *"There are a lot of cases like that [of abandonment] in Indonesia.. Even we have some cases where the baby is left at the front door [of their residential institution]"*
> *"we find some new-borns and then...maybe the children are not new-born, maybe toddlers, but the children have disabilities..."*

> *"Children with mental disabilities are just left on the streets. They are abandoned on the streets. And we take care of the children, and we bring them into residential care".*

> *"...children are abandoned because of financial [reasons]..."*

> *"most of them are children that are born out of wedlock...In Indonesia we have a cultural norm that it is forbidden to have children out of wedlock..."*

> *"because the children are victims of sexual abuse and the father [abuses] their child until the child gets pregnant."*

> *" it could be a case of rape"*

Due to lack of published data, it has not been possible to confirm the exact numbers of children that have been abandoned and currently reside in alternative care.

9.5. Disability

During interviews, we received differing information as to whether or not children with disabilities are at high or low risk of being separated from parents and placed in alternative care. The majority of interviewees indicated that a children with a disability, or having a parent who is disabled, can place children at risk of abandonment or relinquishment into alternative care. Some however, were not so sure. These latter informants spoke about the investment being made in the country to support children and parents with disabilities as well as an unwillingness of care providers to accept children with special needs.

Below is a selection of the answers provided when interviewees were asked whether disability is a reason children are placed in alternative care.

> *"...it is more like that the parent does not want the hassle to take care of the children with disabilities..."*

SOS CHILDREN'S VILLAGES

"…but usually the most common thing is that the children with disabilities will still stay with their family."

"…sometimes [children are in alternative care] because the parents have disabilities and sometimes the children have disabilities."

"it is the child who was abandoned because the parents were blind and could not take care of them…"

"…there are also children that are submitted here [in alternative care] that have special health conditions…because when the women was pregnant, they took abortion pills to abort the baby. As a result some are born with disabilities. And then usually the disabled children are submitted by the family, they are brought directly here [a residential care setting]."

When asked stigma and discrimination contributes to the placement in alternative care of children disabilities, once again there were opposing opinions with some believing such challenges this is a contributing factor and others think not. One interviewee said they think much more should be done to support children with disabilities and how important it is that people,

"understand that they have the same right as any other children…First, we want them to be acknowledged. We want their existence to be known. And second, we want the discrimination against children with disabilities to stop because people usually see children they will underestimate the children with disabilities. And then we want to involve the children. We want to give the information to the children with disabilities."

One conclusion of the research carried out in Indonesia by O'Kane and Lubis in 2016 was that,

The majority of children with disabilities in Indonesia remain with their families, and some may be hidden or isolated due to stigma. However, some children with disabilities also face increased risks of being placed in institutions, particularly in institutions that are designated for people with disabilities.[180]

They also noted how the Ministry of Social Affairs was supporting 157 childcare institutions for children with disabilities. It was not possible to source current data that would verify the number of children with disabilities residing in different alternative care settings at the time of our research.

9.6.   Exposure to drugs and alcohol

No children, young people or adult family members referred to issues related to the use of alcohol or drugs. Furthermore, only one interviewee mentioned drug taking in relation to children who are street connected. However, 15 of the 28 online survey respondents believe parental addiction to alcohol and drugs is 'sometimes the reason' but only 2 believe this is 'often' the case (Figure 21). Some respondents also think the addiction of children themselves leads to placement. Others 'don't know'.

Figure 21. Reasons children are placed in alternative care: drugs and alcohol

---

[180] O'Kane and Lubis 2016 p.21

SOS CHILDREN'S VILLAGES

Reasons children are placed in alternative care

	Often	Sometimes	Never	I don't know
■ One or both parents have an addiction to drugs or alcohol	2	15	5	6
■ The child has an addition to alcohol or drug addiction	1	11	13	3
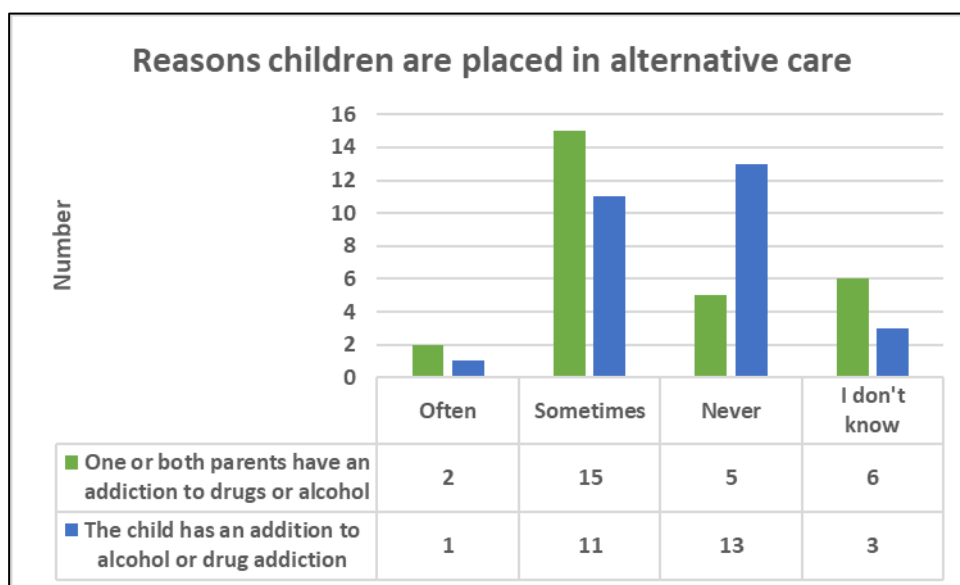
9.7.   Birth registration

Only one interviewee referred to lack of birth registration being a significant problem in Indonesia especially in relation to lack of access to services including not being able to attend school. The said, *"… identity, they have problems in that area. Like birth registration, is still tricky here in Indonesia"* and went on to explain the need to provide families with legal support so that they can obtain the necessary registration and identity documents they need. UNICEF Indonesia has acknowledged how the attaining of a birth certificate is 'critical to children's access to basic public services and other rights.'[181] In this respect, and as highlighted later in the report, lack of, or poor, access to services is a factor that contributes to placement of children in alternative care.

According to Pont et al., by 2018, approximately 17% of children in Indonesia had not had their births registered. The Government of Indonesia has set a target of registration reaching 100% by 2024.[182] This, as acknowledged by UNICEF, still leaves a 'significant'[183] number of children without a legal identity. Children living in rural areas and in the poorest households are reportedly twice as likely not to have a birth certificate.[184] In 2019, 31% of children under the age of 4 years and living in rural areas of the country had not acquired legal registration. Furthermore, children with disabilities, and those whose parents do not have birth certification, are also at a higher risk of lacking such registration.[185]

It is not only lack of birth registration during childhood that is of concern. It is also the impact on the ability of parents to provide for their children. For example, lack of documentation is prohibiting mothers and fathers from attaining access to services and to employment.

9.8.   Child marriage

The Ministry of Women's Empowerment and Child Protection defines child marriage as ' a marriage that occurs before a person is 18 years old'.[186] A small number of interviewees raised concerns related to child marriage and how this places the victims at risk of violence within the marital home due in part, said one interviewee to their not being *"ready either in physiology or physically"* for such a union. Due to a lack of published national

---

[181] UNICEF Indonesia 2020c:43
[182] Pont et al. 2023
[183] UNICEF Indonesia 2020c:43
[184] UNICEF Indonesia 2020c
[185] ibid.
[186] Ministry of Women's Empowerment and Child Protection 2022:4

SOS CHILDREN'S VILLAGES

data however, it was not possible to confirm whether there is a direct link between child marriage and placement in alternative care in Indonesia.

If there is such a proven link, it is important to note the magnitude of child marriage in Indonesia. In 2021 UNICEF ranked Indonesia as being the eighth highest country in the world in terms of rates of child marriage.[187] A 2020 report issued by the Ministry of Women's Empowerment and Child Protection shows the rate marriage before the age of 18 years is much higher amongst girls (9.23%) than boys (0.78%) and that child marriage is higher in rural than in urban areas.[188] Furthermore, girls from the poorest households are 5 times more likely to be married as children than their wealthiest counterparts.[189] UNICEF recognises rates of child marriage are decreasing and how this has been attributed in part, to the implementation of the Government of Indonesia's National Strategy for the Prevention of Child Marriage launched in 2020.[190]

9.9. Inheritance

One interviewee made a particular reference to the issue of inheritance being one of the reasons children might be placed in alternative care. The said, *"Yes they are relinquished by the uncle of the children. The uncle just sends them here [residential care setting] because he wants to take the children's inheritance…"*

Although we were unable to find reports on this topic with specific reference to practices in Indonesia, other studies have acknowledged placement in alternative care has been a 'way of gaining access to a child's inheritance'[191] especially in cases when no legal or official administrative process was followed.[192]

9.10. Sexual orientation and gender identity

Although not a topic raised by any research respondents, we feel it is important to recognise the possible protection needs of children and young people who identify as LGBTQI+ especially due to the possibility some families may reject their children because of it.

A previous review of this situation published by UNDP and USAID acknowledged that there is an increase in members of society 'who perceive Indonesia as a modern nation with liberal, democratic and humanist values'[193] and may offer some tolerance or even 'acceptance of people with diverse sexual orientation or gender identity.'[194] However the report goes on to say that 'this is unlikely to be true for family members.'[195] It is understood that acceptance of children and young people identifying as LGBTQI+ 'by families is limited by strong cultural pressures to enter a heterosexual marriage and form a family, as well as by the influence of religion.'[196] Furthermore, it is thought 'families may be shocked initially, and react violently to the LGBT member'[197] and although some may overtime become accepting, others 'turn their child or sibling away, which hurts the LGBT family member deeply. In many cases, these relationships will not be mended.'[198]

---

[187] Please see: https://www.unicef.org/indonesia/child-protection#:~:text=One%20in%20three%20women%20and,per%20cent%20of%20boys%20affected.
[188] Ministry of Women's Empowerment and Child Protection 2022
[189] Please see: https://www.unicef.org/indonesia/child-protection#:~:text=One%20in%20three%20women%20and,per%20cent%20of%20boys%20affected. Please also see: https://www.girlsnotbrides.org/learning-resources/child-marriage-atlas/regions-and-countries/indonesia/
[190] Ministry of Women's Empowerment and Child Protection 2022
[191] EveryChild 2012
[192] Delap and Mann 2019; EveryChild 2012; Roby 2011
[193] UNDP and USAID 2014:9
[194] ibid.
[195] ibid.
[196] UNDP & USAID 2014:37
[197] ibid.
[198] ibid.

SOS CHILDREN'S VILLAGES

9.11. Street connected children

As a consequence of circumstances in the home, for example the result of inadequate parental care and protection, children find themselves in situations that place them at risk of placement in alternative care when also outside the home environment. One such concern is that of children who become street connected.

Street connected children, including those living and working on the streets, face an increased risk of violence. Children on the streets also attract attention of members of the public, police and child protection authorities concerned for their safety and welfare. Interviewees spoke about children becoming street connected as a means of escaping from conflict in the home as well as, for older children in particular, the control of parents. According to information collated during interviews, becoming street connected is a reason children are placed in specific residential centres also known as shelters. One interview noted however, that of the many children who are street connected, very few are brought into care.

> *"...a lot of children are running way because they are being abused."*

> *"There are a lot [street connected children] in Indonesia...But for a child that is living on the streets there are specific centres...But for children that are living on the streets that are under five years old, usually they will be brought here [a residential care setting]"*

> *"Basically, the reason why the children go to the streets is because they want the freedom and they want to be rebel against their parents.. they don't want fighting. They don't want to follow what the parents say."*

> *"Probably because the parents do not know how to take care of the children. They do not have the enough parenting schools so the children don't feel comfortable at home so they choose to go to the street."*

> *"Yes, we have a lot of children living in the street. This is the responsibly of the government...Because some of the children are also used by some people to earn some money. They organise the children in this way to stay on the streets."*

A greater number of respondents to the online survey think children are 'sometimes' as opposed to 'often' placed in alternative care if they have been found living or working on the streets or have run away from home that this 'often' being the case (Figure 22).

Figure 22. Reasons children are placed in alternative care: being street connected

SOS CHILDREN'S VILLAGES

Reasons children are placed in alternative care

	Often	Sometimes	Never	I don't know
■ The child has been found working on the streets	4	14	7	3
■ The child has been found living on the streets	4	13	8	3
■ The child has run away from home	3	10	11	4
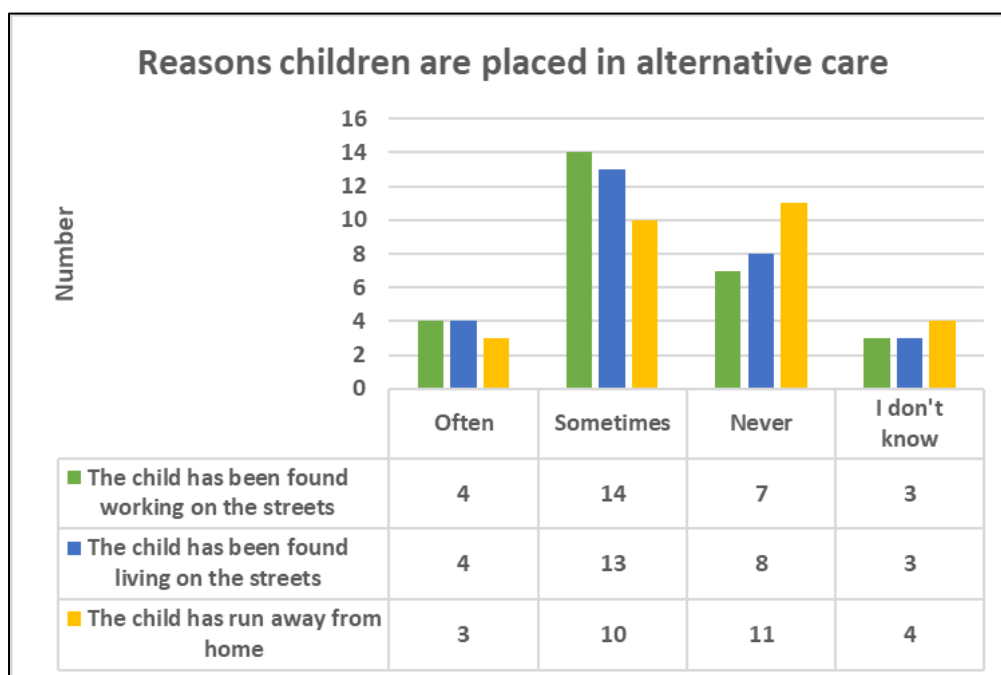
Information published on the Better Care Network website[199] includes 2017 data published by the Central Bureau of Statistics in the Ministry of Social Affairs suggesting there were 16,290 recorded cases of street connected children that year. It has not been possible to gather current data that would verify the number of children residing in different shelters or other alternative care settings as a result of them having been street connected.

9.12. Divorce/separation and re-marriage/new partnerships

It is clear from the information provided by children and young people during the research workshops that they are aware of the violence and disagreements between parents. When asked what makes children/young people worried or unhappy when at home? they wrote about issues related to '*domestic violence'* They also wrote of '*many fights in the family'* and how a 'br*eak up with a partner'* causes worry and unhappiness (please see Figure 16).

Many interviewees recognised how separation and '*divorce'* can result in the placement of children in alternative care.

> …"*if both parents are divorced or there are problems between spouses. Because of these problems the children usually have to been taken care of by the grandmother or another relative. And after that, the financial situation of the relative may not be good. After that the children are abandoned or are not being provided adequately. So after that the [name of residential care facility] have to take care of the children"*

> "*The second [reason] is divorce, or one parent marries again. Either the father marries again, or the mother marries again…"*

> "*So there are cases where the stepmother or the stepfather do not want to accept the children, or the children do not want to follow their parents."*

---

[199] Please see: https://bettercarenetwork.org/regions-countries/asia/southeastern-asia/indonesia

SOS CHILDREN'S VILLAGES

"…because of the divorce. And after the divorce they feel like they do not have the money and cannot support the children. And after that, they just go and lock the children away here [in a residential care setting]. After that they get a new life and they don't collect the children from here. They just leave the children here because of the lack of commitment from both parents. And then, even if they have a new life, and they have already settled their life, including financially, they don't want to take the children back."

"Usually there is a lack of commitment [towards the children] when they get remarried. And when they get remarried, they don't fight for the children to stay with them because they just think about their new life with their new spouses…"

"…and there are also broken homes. So parents cannot handle their children and they put them into a residential centre."

Results of the online survey show approximately 28% (8) of respondents believe the taking of a new partner by a mother or father 'often' leads to the placement of children in care, and 40% (11) think this happens 'sometimes' (Figure 23).

Figure 23. Reasons children are placed in alternative care
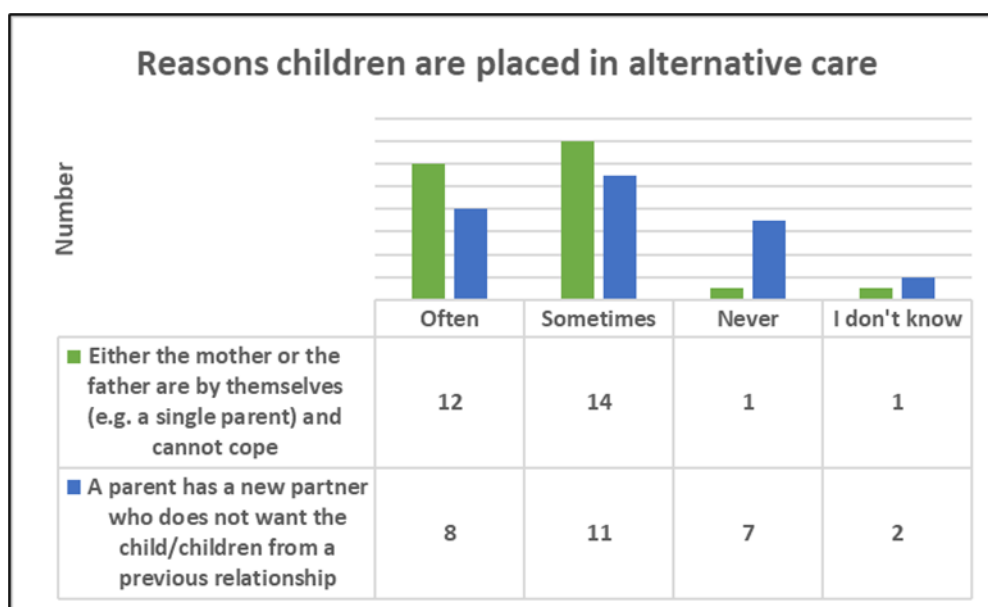
As also seen in Figure 25, approximately 43% (12) of all respondents think single parenthood is 'often' the reason children are placed in alternative care and 50% (14) think this happens 'sometimes'.

Data published by the Ministry of Women's Empowerment and Child Protection shows 3.75% of children were not living with their parents in 2021 with attributed reasons including economic conditions and divorce. [200] Rates of partner separation were higher in rural than in urban areas. Other contributing factors related to such family breakdown are discussed elsewhere in this report.

As issues related to poverty are noted elsewhere in this report as being drivers of child-parent separation and reason for placement in alternative care, it is a concern therefore, that divorce/separation of parents can lead

---

[200] Ministry of Women's Empowerment and Child Protection 2022

SOS CHILDREN'S VILLAGES

to single-headed households, and most especially those led by women who are recognised as especially face challenges in terms of social and financial equality in Indonesia. According to the World Bank, in 2017, 14.8% (994,1663 of 67,174,400) of all households[201] in Indonesia were female headed.[202]   A further 2020 report issued by the World Bank confirmed that 'female-headed households continue to be more vulnerable to poverty than male-headed households',[203] remain disadvantaged in terms of access to resources, are more likely to be asset poor, and have made limited progress out of poverty over the previous 7 years.

The Better Care Network provides data gathered during the 2020 UNICEF Multiple Indicator Cluster survey (MICs) showing 7.2% of children were living with only one parent of which 5.9% were living with their mother and 1.2% with their father.[204]

Overall the gathered evidence as presented above, illustrates a range of factors contributing to the placement of children in alternative including their exposure to different forms of violence, orphanhood, abandonment and other reasons for relinquishment or, official removal of a child from their parents. The following section of this report will examine some of factors that are external to the household and the manner in which they may contribute to this situation for children.

10. Factors in the wider society that contribute to vulnerability within families

Utilising a socio-ecological model to inform the research framework included consideration of factors, including social, economic and cultural issues, within society that can directly and indirectly contribute to vulnerability within families including inter-generational violence and poor parenting practices and contribute to family dysfunction, breakdown, and separation (Figure 24). These factors are explored in greater detail in this section of the report. Information included in this section has been gained by triangulation of data from children, young people, family members, professionals and reports sourced during the desk review.

---

[201] Please see: https://www.ceicdata.com/en/indonesia/number-of-household/number-of-households-indonesia
[202] Please see: https://liveprod.worldbank.org/en/indicator/sp-hou-fema-zs
[203] World Bank 2020:36
[204] Please see: https://bettercarenetwork.org/compare/cla/indonesia

SOS CHILDREN'S VILLAGES

Figure 24. Factors in the wider society contributing to vulnerability within families
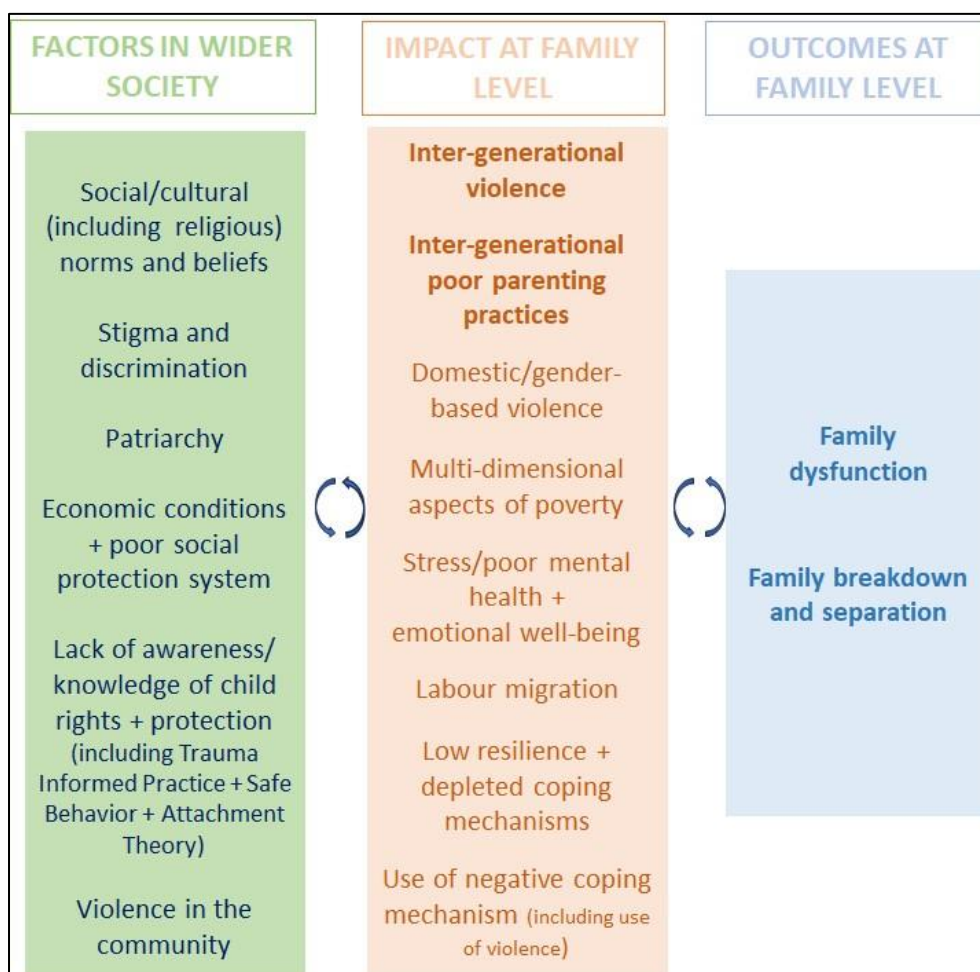
10.1. The multi-dimensional aspects of poverty

Our research has identified multi-dimensional issues related to poverty as a driver relevant to children's placement in alternative care in Indonesia. This includes children who are directly relinquished into alternative care by parents or, placed by the authorities into residential institutions because they provide 'social care' e.g. provision of shelter, food, clothes, access to health services and education etc. There is no available data to confirm the reasons individual children are in alternative care in Indonesia however, an analysis of the evidence gathered during our research would suggest that the vast majority of children in alternative care in Indonesia are placed there due to issues related to poverty.

Children and young people who participated in our research indicated their awareness of challenges facing families due to issues of poverty. This includes families not having enough financial resources and lacking basic needs such as food, adequate shelter and clothing. However, it is of note that answers directly related to financial poverty only constituted approximately 5% (22 of 484) of all their answers some of which, can be seen in Figure 25.

Figure 25. What makes children and young people feel worried or unhappy when they are at home (as answered by children and young people)

What makes children feel worried or unhappy when they are at home? (as answered by children and young people)

not having money

no food

no food has been bought

seeing people who work really hard to get an income

sad when see people work hard to fix their income

not having money

not having clothes

have no money

worry when having no mone6

rage because not having money

debt collectors

parents who cannot provide

Significantly more adults family members than children and young people raised the issue of poverty when asked 'what makes families worried or unhappy when they are at home? (Figure 26). Approximately half their answers related to poverty.

Figure 26. What makes families worried or happy when they are at home (as answered by adult family members)

What makes families worried or unhappy when they are at home? (as answered by adult family members)

financial problems

hard to find jobs

hard times because of lack of money

not enough food

don't have rice

not enough money to buy daily necessities

lack of daily needs

no money for the children

not enough money for children to go to school

no money for school uniform

unemployed husband

no employment

no house

house in bad condition

need to fix the home but cannot

no health insurance

lack of income

no money to go to the doctor for health care

hard to get an income

not officially recoded by the government so don't get enough help from the government – means they don't get help as a widow or a poor family

Lack of money for daily necessities including food is a concern for adult family members. Not being able to afford to send children to school or to pay medical costs if anyone falls sick was also cited as a significant worry, along with lack of employment and adequate housing. Access to government health insurance is an issue for some although they are aware of their entitlements. Some respondents said

SOS CHILDREN'S VILLAGES

they understood that, according to regulations, they should be automatically in receipt of such support but it had not been forthcoming and they faced challenges registering for this assistance.

Interviewees frequently referred to issues related to poverty as being a direct and principal driver associated with separation of children from parents and placement in alternative care. Below is a selection of the answers provided by interviewees when directly asked about reasons children are placed in alternative care.

> *"The first is economic, financial because the parents cannot provide for the children …"*

> *"financial problems…"*

> *"Usually the number one reason is the financial situation. Then the second one is because they have a lot of children. Sometimes, when we do an assessment of the family, we realise that they do not have the financial capacity to care for the children."*

> *"It is because of the economy and because of financial reasons and then they get divorced and the children become the victims".*

> *"…the first is economic…because their financial situation is not good."*

> *"the main reason is predominantly due to finances"*

> *"Actually what I have seen, it goes back to the issue of poverty you know. Why they are sending their children to orphanage for example."*

> *"and they [parents] get to a point where they cannot provide for the children."*

One interviewee however, wanted to highlight the important fact that there are families living in poverty who are able to continue looking after their children.

> *"… poverty is not that strong a reason because there are families that are poor that can look after the children. And still have a good quality of their marriage. But poverty could be one of the reasons. But it is not the primary reason".*

When asked whether children from rich and poor families are received into alternative care, overwhelmingly respondents said it is children from poor families. One interviewee said for example, *"violence in rich families, it is rare."*

In our online survey, when respondents were asked about reasons children are separated from parents and placed in alternative care in Indonesia, many think the issues related to poverty that were listed in the questionnaire 'often' or 'sometimes' lead to placement (Figure 27). For example, 71.4% (20) of all respondents think the fact that parents do not earn enough money is 'often' or 'sometimes' a reason. Some respondents also believe not having enough money for such basic commodities as food and water etc. is also a reason children are 'often' or 'sometimes' placed in alternative care.

Figure 27. Reasons children are separated from parents and placed in alternative care due to issues related to poverty

SOS CHILDREN'S VILLAGES

Reasons children are placed in alternative care

	Parents do not earn enough money in the employment they can obtain	Parents do not have enough money for basic commodities such as food and water, etc.	One or both parents do not have a job	The family live in a house that is in a very bad condition or not big enough	The child is being neglected i.e. not being fed enough or kept clean or properly clothed	The child is being left alone in the house whilst the parent/s go to work	The family do not have a house to live in
■ Often	11	10	8	7	7	5	3
■ Sometimes	9	12	12	14	16	14	18
■ Never	8	4	6	5	3	6	6
■ I don't know	0	2	2	2	2	3	1

10.2. Labour migration

One of the concerning consequences of poverty is the push for one or both parents to migrate to other countries or, to move within Indonesia, to find better employment and remuneration opportunities i.e. labour migration.

Labour migration was identified by interviewees as a reason children are placed in alternative care in Indonesia. This included cases where children are relinquished by parents into residential alternative care settings or, after a child is left with relatives who then cannot cope and they place them in institutions.

"There are many children in residential care that still have the parents but who are going to abroad to work, as a worker in another country."

"The most number of children [placed in alternative care] are there because the parents are working outside the city... After that the second reason is because, for a lot of children, their mother is working abroad not in Indonesia."

"...but some of the people also have difficulties and struggle with their life. So some are willing to relinquish the children to the orphanage or alternate care because they are willing to go to other countries or, have to work in other cities...I think this is also a risk especially when children are then staying with an aunt or uncle, or especially when staying with their grandparents. It is also a risk of them going into alternative care."

"But there are a lot of cases in Indonesia where the parents go abroad...so they leave the children. So the children are abandoned.... If the person still has relatives and family, they tend to bring the children to their relative. But sometimes if they don't have relatives they just take the children to a neighbour...if the neighbour does not have a good relationship with the parents they will just give up and give them to a facility here for adoption."

SOS CHILDREN'S VILLAGES

"… sometimes [they work] in Indonesia far away from where they live. Or sometimes it is outside the country. But because it takes too long to find a job so their partner gives up the children."

"…but the other reason, after the parents left for work, they are just too busy and sometimes they just lose contact and then they don't want to take the responsibility of the children anymore. After that usually, the grandparents that takes care of the children cannot really provide for them. For the financial, for the material things, and after that things get worse. So they go to the government to report that they cannot take care of the children because of financial problems."

When respondents to the online survey were asked about reasons children are placed in alternative care, the majority indicated this is 'sometimes' due to a mother or father or both parents leaving to work 'in another country' or a different part of Indonesia (Table 4). Some think this 'never' happens or 'don't know'.

Table 4.Reasons children are placed in alternative care

Reason for placement in alternative care	Often	Sometimes	Never	I don't know
The mother or the father or both - have gone to find work in another country	2	16	7	3
The mother or the father or both - have gone to find work in another part of their own country	3	18	5	2

According to data published by the Better Care Network, in 2020, 14% of children in Indonesia had been left behind by parents because of labour migration.[205] The think tank ODI suggests an 'estimated 9 million Indonesian labour migrants work abroad – approximately 7% of the country's labour force.'[206] The International Labour Organization (ILO) also report on vast numbers of Indonesians moving for work purposes. They estimate that in 2023, 'more than 270,000 Indonesian migrated abroad, with more than half (61 percent) comprising women.'[207] Recognition has been given to the range of social welfare packages made available by the Government of Indonesia including those for families struggling with household finances.[208] Nevertheless, according to information collated during our research, there is still a grave concern that in order to combat lack of economic opportunities, labour migration continues and, is a significant factor contributing to the placement of children in alternative care. As an additional note, the World Bank has spoken about the lack of formal child care as a factor limiting women's access to local employment.[209]

10.3. Child labour
A further issue related to poverty is that of child labour and how this can place children at risk of child-parent separation. During the research workshops no child, young person or adult family member made reference to child labour. However, interviewees identified this as an issue that can bring children to the attention of social services.

---

[205] Please see: https://bettercarenetwork.org/regions-countries/asia/southeastern-asia/indonesia
[206] Please see: https://odi.org/en/publications/political-economy-analysis-of-indonesian-migrant-workers-vulnerabilities-to-exploitation-in-malaysias-palm-oil-sector/#:~:text=An%20estimated%209%20million%20Indonesian,of%20the%20country's%20labour%20force.
[207] Please see: https://www.ilo.org/resource/news/art-performance-and-exhibition-migration-cycles-mark-launch-protect#:~:text=In%202023%20alone%2C%20more%20than,Hong%20Kong%2C%20Taiwan%20and%20Malaysia.
[208] US Department of Labor 2022
[209] World Bank 2020

SOS CHILDREN'S VILLAGES

Some interviewees did say that going out to work was sometimes the choice of children themselves as they wanted to contribute to the household income. Others referred to parents who send children out to work. Interviewees also indicated that when cases are brought to the attention of the social welfare services, the situation is usually addressed by means of support to the family in the first instance unless it also involved the child not going to school. In these instances we were told that an offer can be made by social services to place the child in a residential setting providing education i.e. a 'boarding school'.

> *"…there are a lot of cases like that where the children do not go to school but they have to go to work. But it is not forced by parents, it is the will of the children because they want to help the parents. They might sell something etc. Even though there is law that forbids it, but the children still do it to help the parents."*

> *"So, if there is a case like that where the children go to work and not to school, so they will be helped. For example by giving financial aid for the children to be able go to school."*

> *"Some of the cases when children go to work the parents know about it, and maybe sometimes they are forced by the parents. Usually after the assessment in the case of children having to go to work because of the household finances, and are forced by the parents, we will refer them to the social department to provide education to the parents and to help them with their financial problems."*

Due to lack of published disaggregated data on children in alternative care in Indonesia it has not been possible to confirm the number of children whose placement relates to their engagement in child labour.

In terms of the numbers of children who may be at risk of coming to the attention of the welfare services due to child labour, data published by Save the Children indicates how, in 2018, 7% children aged 10-17 years (estimated to be approximately 2.5 million) were forced to work. Children engaged in labour also leads to their dropping out of school.[210] The US Department of Labor has acknowledged the steps taken by the Government of Indonesia to prevent child labour, including additional funding for the labour inspectorate to $15.1 million in 2022 and an increased staff numbers from 267 to 1,570. Nevertheless, children continue to work in different sectors including those subjected to the worst forms of labour working on tobacco, palm oil and rubber plantations, in forced domestic work, and commercial sexual exploitation at the behest of by Indonesians and foreigners.[211] A need for more rigorous, comprehensive and regular data collection on this issue was also noted.

A report issued by the Ministry of Women's Empowerment and Child Protection in 2022 also indicated that a more children aged 0-17 years are engaging in work in rural areas (11.26%) than in urban settings (6.99%).[212] Child labour has been attributed to poor economic conditions, lack of education including poor educational attainment level of parents as well as children dropping out of school, the challenging situation in female headed households, and 'usual practices that are passed down from 'generation to generation in the family.'[213]

10.4. Costs and access to education

The cost of sending children to school and lack of access to local education are factors contributing to placement of children in alternative care. A small number of children, young people and adult family members

---

[210] Save the Children 2019 p. 14
[211] US Department of Labour 2022
[212] Ministry of Women's Empowerment and Child Protection 2022
[213] Ministry of Women's Empowerment and Child Protection 2022:247-248

SOS CHILDREN'S VILLAGES

highlighted difficulties accessing local education. This includes the costs associated with sending children to school. Interviewees also spoke of financial constraints as a reason children do not attend education.

When asked about reasons children are placed in alternative care, and especially residential education institutions, interviewees said,

"Because they [parents] don't have the funds to send the children to school."

"…in terms of education the reason why the parents put their children into the residential setting is because they want their children to have an education. To go to school and have a good facility in the residential setting….mostly because they cannot pay the school tuition etc . And the other is that they just want to hand over the responsibility to the residential care setting."

"It is more like that we get the report about children that drop of school and most of these are because of financial reasons. But we don't take the children to residential care but usually we send them to a boarding school. We offer them to go to boarding school – places where they can go to school and also reside there…. The boarding school is from the government programme. Usually children that are sent to the boarding school do not have to pay. This is completely free."

"We ask the children how they are feeling and after that we ask the children if they want to go to school or not. And after that, if the children want to go to school we will ask the families if they still want to take care of the children or not. If the families choose to keep the children we really want to make sure that the children really goes to school and not just drop out and do nothing. And if we see the family want to keep the children but they don't have the capabilities to send the children to school, like no financial capacity, we offer them children's residential care and there they can go to school."

So in the context of Indonesia, of course you have seen also from different literature that actually one of the push factors is really about poverty. Actually they are saying the access to education is very important so when you are in that poverty level and you want your children to have education then that is really a push factor [to send them to alternative care].

A report jointly issued by Save the Children, UNICEF and the Government of Indonesia also confirmed that access to education was amongst the 'primary drivers for children being placed in residential care'.[214]

It is apparent from some of the answers provided by interviewees that residential schools are not always recognised as alternative care settings i.e. the use of boarding schools was not identified by professionals as being relevant to situations that deprive children of the daily (and overnight) care of their parents. Perhaps this is due in part to the use boarding schools being the remit of education and social welfare rather than child protection services. It is the consideration of the lead author of this report however, that use of such residential educational settings would meet the criteria of alternative care as laid out in the UN Guidelines for the Alternative Care of Children.

---

[214] Save the Children, DEPSOS RI and UNICEF, 2007:7

SOS CHILDREN'S VILLAGES

In relation to questions associated with education in the online survey, it is interesting to note that almost as many respondents thought issues related to education were 'never' the reason for placement in alternative care which contradicts information provided by interviewees (Figure 28). It is also of interest to see the significant percentage of respondents who think lack of access to education for children with special needs disabilities, is 'never' a reason for placement. It has not been possible to seek further clarification regarding to these answers. However, there may perhaps be a correlation between a lack of recognition by some as mentioned above, that residential schools are a form of alternative care. With regards children with disabilities, these results may be related to the information provided by interviewees indicating it is not common practice for many residential alternative care providers to accept these children into their facilities.

Figure 28. Reasons children are placed in alternative care

Reasons children are placed in alternative care

	The child does not go to school on a regular basis as parents cannot afford to pay for uniforms, books, transport, etc.	There is no access to education for children with disabilities	There is no school in the local community so the child does not go to school	The child does not go to school on a regular basis because they must go to work	The child does not go to school because their parents do not think education is important	Schools do not accept girls
Often	7	3	3	3	2	2
Sometimes	10	5	12	10	13	3
Never	10	17	11	12	10	22
I don't know	1	3	2	3	3	1

No publicly available data has been found that would confirm how many children are in alternative care for reasons related to challenges accessing local education. In terms of a correlation between access to education for children with disabilities, neither have we been able to find data that that would indicate to what degree this might be a reason children are placed in alternative care.

The Government of Indonesia does have different programmes that support vulnerable families which incorporate assistance with children accessing local education. For example, in 2022, the US Department of Labour reported on a Government scheme called 'School Operation Assistance' (Bantuan Operasional Sekolah) that compensates schools for the loss of income when waiving their fees for poor and vulnerable children in primary, junior secondary, and senior high schools. [215] This is in contrast however, to the information we were provided indicating the readiness of Government child welfare departments to use residential schools as a means of children obtaining education for poorer families.

---

[215] US Department of Labor 2022

SOS CHILDREN'S VILLAGES

10.5. A correlation between issues related to poverty and family dysfunction and breakdown

Our research findings illustrate how some children are at risk of placement in alternative care as a direct consequence of the negative impact poverty can have on the unity of families

As noted above, children, young people, adult family members wrote about lack of financial resources and access to services being a challenge and causing unhappiness and worry in the home. Adult family members who participated in our research workshops particularly highlighted the struggles of daily life and the concerns they have in relation to providing for their children.

In addition, interviewees made specific linkages between the stress caused by issues of poverty and family dysfunction and breakdown, and even violence in the home.

> *"So, of course stress is a worsening factor of violence. When someone is under pressure of stress he is likely to be violent. During COVID 19, during lock down, when people could not go out, there was stress and the violence rate at this time was very high"*

> *"The poverty conditions causes violence because the family are not stable…"*

> *"…poverty of families. Most of the people who support the families are women and most of these women are widows and they face a lot of issues"*

In this respect, we believe there is a correlation between the ability to cope with such daily challenges as providing food, adequate shelter, paying bills, keeping children in school, and finding adequately renumerated employment etc., and the stress and tension within some households. [216]These ongoing challenges can exacerbate feelings of distress, anger, poor mental health, and for some, an inability to cope. This in turn may diminish resilience and impact the ability to maintain strong relationships in the household with outcomes that include, family dysfunction, poor parenting ability, and even violence. This corresponds to research findings also drawn from other parts of the world.[217]

10.6. Living in a patriarchal society and domestic and gender based violence

It is understood that the impact of living in a patriarchal society as well as suffering domestic and gender-based violence within the home can lead to family separation in Indonesia. UNICEF has defined patriarchy as a 'social system in which men hold the greatest power, leadership roles, privilege, moral authority and access to resources and land, including in the family.'[218] Patriarchy has further been described as 'a system of relationships, beliefs, and values embedded in political, social, and economic systems that structure gender inequality between men and women.[219] Attributes seen as "feminine" or pertaining to women are undervalued, while attributes regarded as "masculine" or pertaining to men are privileged.' [220]

As noted previously, some children and young people wrote about violence and discord between parents (Figure 29).

---

[216] See also: Ho et al. 2022
[217] See for example: Lau et al. 1999; Lodder et al. 2020; Malley-Morrison 2004
[218] UNICEF Regional Office for South Asia 2017
[219] Nash 2020:43
[220] ibid.

SOS CHILDREN'S VILLAGES

Figure 29. What makes children, young people worried or unhappy when they are at home?

What makes children worried or unhappy when they are at home? (as answered by children)
domestic violence
conflicts between parents
parents are fighting
parents fight
parents arguing
parents quarrelling
parents are angry, they argue
no understanding between parents
parents are angry with each other

What makes young people worried or unhappy when they are at home? (as answered by young people)
conflict in the family
when parents don't have agreement
parents quarrelling with each other

A number of adult family members also acknowledged the issue of domestic violence (Figure 30).

Figure 30. What makes children, young people worried or unhappy when they are at home?

What makes families worried or unhappy when they are at home? (as answered by adult family members)
lots of violence between parents
violence against women
violence between husband and wife
violence between parents
violence
when parents quarrel all the time

When exploring reasons children may eventually enter alternative care, interviewees referred to a culture of male dominance in the household and how this can contribute to family breakdown and separation. And whilst one interview suggested domestic violence is not a social norm, others recognise the persistence of domestic and gender-based violence within society.

"Yes there is domestic violence in Indonesia."

" Yes we have a lot of cases where there is domestic violence between the parents…"

" we have handled cases where domestic violence has happened within the family and we see that the children are not safe anymore. The children are in danger. And the children don't have any relatives anymore. And the mother is not in a safe condition and the father not in a safe condition too, so we decided to take care of the children in residential care."

"…there are a lot of cases of domestic violence cases"

SOS CHILDREN'S VILLAGES

" For domestic violence where men are beating their wife, it is not a social norm. But the norm in Indonesia is that the role of the man is that the man works and the women stay at home. But maybe the man is not working and he does not have a job and has no income but the wife keep pressuring the husband to fulfil the needs and the man becomes violent. So instead of finding solutions he become violent."

One interviewee recognises the efforts being made to prevent domestic violence in Indonesia which includes the development of relevant legislation.

" We also have a law to reduce domestic violence from way back in 2006. And then, very recently, there is also the criminal law on sexual violence. It was ready last year. So actually, in this regard, we can see that at the normative level there is a commitment in regard addressing the issue around violence against children and women. However, in reality we can also see that there is this violence."

In the online survey respondents were asked whether violence between adult family members a reason for child-parent separation and placement in care. Of 28 respondents, only 4 think this is 'often' a reason whilst 19 think it can 'sometimes' be a causality (Figure 31).

Figure 31. Are children being separated from parental care and placed in alternative care because of violence between adult family members?
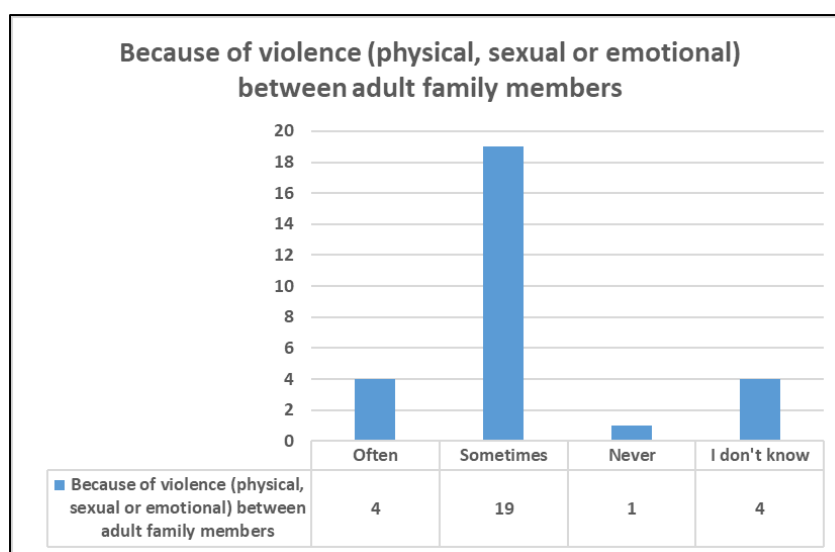
When online survey respondents were asked about support for those affected by domestic violence, 64% said they think there is 'not enough' help.

The Government of Indonesia has set in place a programme of legislation, policies and projects to combat domestic and gender-based violence.[221] Information clearly indicates a significant number of female victims are experiencing such violence.[222] Findings by Noer et al. for example, show 406,178 cases of violence against women were recorded in 2018: a rise from 348, 446 cases in 2017. They also referred to previous surveys showing 1 in 3 women in Indonesia had experienced violence in their lives caused by a partner or someone they know.[223]

---

[221] BERANI 2018
[222] Noer et al. 2019
[223] ibid.

SOS CHILDREN'S VILLAGES

Noer et al. also provided details of previous research conducted in Papua province in 2013 in which 60% of men admitted to having committed physical and/or sexual violence against an intimate partner.[224] They also noted how the rape of women was in part, attributed to an understanding of men's sexual rights, and that 67% of male respondents believed if a woman did not physically resist then it is not considered rape. In total 97% of men agreed or strongly agreed that a woman should obey her husband, 92% said that to be a man they had to be tough, and 74% believed that men should have the final say in all family matters.

A World Bank report issued in 2020 said 'violence against women and girls including early marriage, domestic violence, and harassment, is prevalent in Indonesia.'[225] Data from 2019 showed 1 in 3 females aged between 15-64 years old had experienced violence mostly inflicted by spouses or others close to them and the majority of the abuse faced by women happens behind closed doors as a result of domestic and dating violence[226]. It was also noted how gender based violence manifests itself as 'structural violence whereby social structures and institutions perpetuate conservative norms that prevent them from meeting their basic needs and full potential'.[227] It is understood that this 'can have significant economic costs in terms of increased expenditures on service provisions, reduced productivity, lost income for women and their families, and negative effects on future human capital formulation.'[228]

All the above information is particularly relevant in consideration of our research findings regarding the placement of children in alternative care due to violence in the home, the result of marital/relationship breakdown, and the financial and social struggles facing female-headed households.

10.7. Violence in the community

Being raised in communities in which violence is prevalent can have an impact on family life and has even been associated with violent relationships in the home.[229] Although not an issue raised by any research respondents, we felt it important to understand the context in which children and families are living and the magnitude of community-based violence to which they may be exposed.

Recognition has been given to the Government of Indonesia in its quest to advance peaceful democracy in the country. For example, the US donor agency USAID has acknowledged how over 'the last two decades, Indonesia has emerged as a regional leader whose democracy, prosperity, and continued stability are critical to the Indo-Pacific region.[230] Nevertheless, our literature review also found various reports illustrating the ongoing presence of violence in communities across the country. According to Alexandra et al., 'compared to the period of 1960s and early 2000s that experienced various systematic state-to-civilian violence and other major episodes of communal and separatist violence', [231] Indonesia is now 'relatively peaceful'.[232] However, they also report that, whilst 'major atrocity crimes are relatively absent, Indonesia continues to face other forms of small-scale violence and violations of rights'[233] that range from resource-based conflict in Kalimantan, vigilantism violence in Sumatra, and hate speech campaigns against vulnerable minorities such as Shi'as in Madura and Ahmadiyyas in West Java. Alexandra et al. also raise concerns regarding observations related to

---

[224] ibid.
[225] World Bank 2020:36
[226] ibid.
[227] ibid.
[228] World Bank 2020
[229] Dong et al. 2004; Eltanamly et al. 2021; Hillis et al. 2016; Sim et al. 2018
[230] Please see: https://www.usaid.gov/indonesia/democracy-human-rights-and-governance. See also: https://library.fes.de/pdf-files/bueros/indonesien/08003.pdf
[231] Alexandra et al. 2022:2
[232] ibid.
[233] ibid.

SOS CHILDREN'S VILLAGES

collective violence and how in 2021, there were 1,221 such incidents meaning an average of 101 incidents per month.

An article written by the Director of Human Rights Watch in Indonesia, has also made reference to recent violence in the community.[234] This includes examples of conflict related to tension between different religious denominations, and the targeting of indigenous minorities and migrant communities. Other reports refer to political tensions as well as government operations that lead to violence against the population, especially those engaged in protests, as well as military operations in which people are killed, tortured or become victims of other forms of maltreatment.[235]

10.8. Violence in schools

Whilst considering violence that happens outside a child's own home, such abuse in schools is a significant issue. Particularly, as already explained in this report, it is possible that experience of violence in childhood can unfortunately manifest itself in abusive behaviour throughout someone's life including when becoming parents.

According to the current UNICEF Indonesia website[236] peer to peer bullying in schools is a common occurrence with 18% of girls and 24% of boys being affected. Teachers also frequently use physically and emotionally violent forms of punishment to discipline children. A 2016 study published by the Government of Indonesia illustrated data gathered by International Center for Research on Women and Plan International.[237] This showed how, of 1,739 students aged between 12 to 15 years old, 84% said they had experienced some form of violence in school in the 6 months prior to the study. The report went on to say that children are being subject to sexual violence whilst at school inflicted both by teachers and other pupils.[238]

10.9.Climate change

One interviewee spoke of a connection between concerns for children and climate change. This was specifically with regard children being left behind whilst parents migrate for work purposes and especially, those working in agriculture.

> *"Also now it is climate change that is happening and it is also a factor of course. I think as our case as (name or organisation removed) we are also trying to understand that dimension about family separation in relation to climate change. But we can see the movement of the people. It is the movement of the people that means children are being left behind. Parents and care givers have been looking for better opportunities for example."*

10.10. Social and cultural norms, practices and beliefs, and a lack of awareness of child rights and protection mechanisms

The subject of how negative social and cultural norms and practices can contribute to concerns about protection and other situations that lead to the placement of children in alternative care has been previously noted in this report. This includes stigma and discrimination against persons with disabilities as well as norms in society that allow for gender inequalities and the perpetuation of domestic and gender based violence.

---

[234] Please see: https://asiasociety.org/causes-conflict-indonesia. Please also see: https://www.indonesia-investments.com/business/risks/ethnic-religious-violence/item244; Alexandra et al. 2022
[235] Please see: https://www.amnesty.org/en/location/asia-and-the-pacific/south-east-asia-and-the-pacific/indonesia/report-indonesia/
[236] Please see: https://www.unicef.org/indonesia/child-protection#:~:text=One%20in%20three%20women%20and,per%20cent%20of%20boys%20affected.
[237] Republic of Indonesia 2016
[238] ibid.

SOS CHILDREN'S VILLAGES

Our research also shows how religious beliefs are thought to play an important role in family life and influence actions in terms of love and care of children. For example, some interviewees spoke about religion in this way,

> *"So, it is basically like this. It depends on the parents' faith in God. if the faith of the parents is weak, they will give up the children. But if the faith of the parents is strong, no matter how poor they are, they will keep the children."*

> *"…in my experience the family that loves their children is because they have a strong faith in religion. Maybe even families have the same status like low education and low economy, but if one family has a strong and good faith and are surrounded by the community that have a strong faith and religion, and they believe in the culture of religion, they will always love their children and not harm their children. But the family that doesn't have a strong faith, usually they are one that abuse the children".*

> *"…because of their faith they [parents] are also willing, whatever their circumstances, to stay with their own children."*

> *"Yes, if they have a really good faith with religion usually, they are afraid to do harm or inflict domestic violence. They are usually not really afraid with the law but if they have a good faith, they are usually afraid to commit domestic violence."*

When asked why people provide money and other help to their faith based residential institution for children, an interviewee answered,

> *"Because…they want to do a good deed. It is because of their belief that they want to do good deeds. They want to get a blessing from their God. They want to enter the God's heaven. Because of that they are dedicated to help the children. And even though this is a Muslim institution we still accept charity from other religions because we don't want to make them feel like they don't have the chance to provide charity or do a good deed".*

When asked also asked why they had established their children's residential institution they said it was because they *"want to go to heaven."*

Participants in research undertaken by McLaren and Qonita in 2019 expressed their belief that in Indonesia, 'religious teachings continued to have a stronghold over the value of orphanages generally……One participant talked about the need to have children in orphanages for a long duration to ensure Islamic character building, and that returning children to poor parents (who were blameworthy for their own poverty) would be meaningless.' [239] The research went on to reveal a belief that supporting children in residential alternative care institutions would be 'heaven rewarded'[240] and a strong motivation, 'for community altruism towards orphans and social work practice in Indonesia.' [241] It is also understood that 'a deep entrenched Indonesian social mindset that orphanages can care better for children than poor parents'[242] and this has led to the growth in orphanages that promise education 'and a better life.'

---

[239] McLaren and Qonita 2019 p.6
[240] ibid.
[241] ibid.
[242] ibid.

SOS CHILDREN'S VILLAGES

11. The phenomenon of inter-generational violence and inter-generational poor parenting capacity

It is evident from the findings above that multiple and interconnected factors contribute to the circumstances within the family home that may lead to children's placement in alternative care. When examining these circumstances further, a specific theme has emerged in relation to the perpetuation of dysfunction and breakdown within, and separation of, families. This is the inter-generational aspect of violence, inter-generational poor parenting capacity, and the connection between the two (Figure 32).

Figure 32. Inter-generational violence and poor parenting ability and family separation
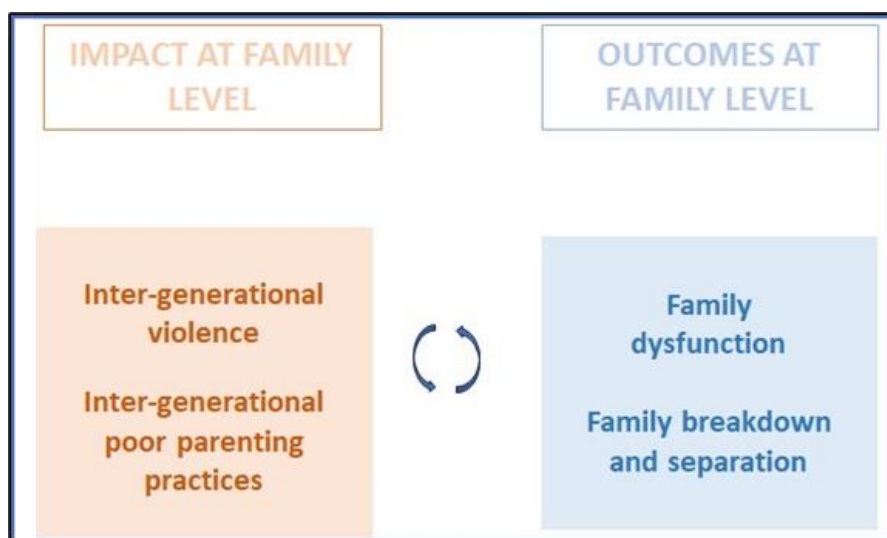
In relation to parenting abilities, when workshop participants were asked what makes children and young people unhappy when they are in the home, many wrote about issue suggesting poor parenting abilities are a concern (please see Figure 19). Interviewees told us that in their opinion some *"parents don't have the capability to take care of the children"*, *"do not have enough knowledge to be good parents"* and *"do not know how to parent their children."* When asked for recommendations to achieve positive change, many spoke of parenting education and training.

Whilst discussing parenting skills and issues of positive bonding and attachment, almost all interviewees referred to the negative childhood experiences of parents which then impacts their own ability to parent well. In this way, impaired relationships between children and their parents, violence, and family dysfunction, is being repeated from generation to generation and as a result, an ongoing contributing factor related to children being placed in alternative care.

> *"That is a serious issue the generation to generation violence that is transmitted."*

> *"So to the best of my knowledge about eighty percent of the parents who grow up in an abusive environment will reproduce the same when they grow up. And here in this Centre we have what we call parental school... An example is how on one occasion, a parent knew, learned, that what he was doing was bad. He grew up in an abusive environment. And it was because of this abusive environment that now he was abusing his children. So he understood that he had to change..."*

SOS CHILDREN'S VILLAGES

"...but some people in Indonesia, maybe they also experienced past violence... they did not have good experiences in their past....Many times this happens in families where there is domestic violence because in their parents' marriage there was beating. So they did not gain a good experience from their parents And their parents got it from their parents...It is coming from the grandparents. So when this type of family has children, if there is also some trigger in the family, whether economic or physical conditions, so the domestic violence will be happening."

"This may be explained by the fact that the parent themselves were abandoned when they were children. So when they grow up and become parents, they think that they can abandon the child as well. It is like someone who grows up in a violent environment, when he grows up and becomes an adult, he wants to reproduce the same violence around him."

"They don't know the reason why they are parents. They do not know what it implies. And maybe they went through such abuse when they were still young. You can only give what you have received."

It is probably because of their parents not actually having good parenting skills so it becomes a repetition. And after that the parents leave their children to be taken care of by the grandparents. But the grandparents do the same poor parenting of the children... so it is just a repetition."

"...so they have poor parenting skills. Intergenerational poor parenting. Because when the parents were children they were abused and had a bad childhood. And now there is bad parenting because they in turn and do it to their children . Because the children learn from their parents. They behave like their parents."

"In my experience, what kind of environment stimulates domestic violence is in the first instance the parents have had trauma in their childhood."

Conversely some interviewees also spoke *about 'healthy"* family situations that help ensure future generations of good parenting.

"Usually it is because of the parents...the inter-generational aspect of being parents... like when the grandparents teach the parents well, and teach them how to behave well, and how to have a good attitude, and how to have a good behaviour. So even though they have a low level of education, even though they have economic problems, they still have a good behaviour. They still become good parents."

In my opinion children are very good at recording things. They record everything. So whatever they record when they are growing up builds their character. If the children are growing up in a healthy family it will lead to children with a good personality and a good character."

In this manner, interviewees spoke about the lack of adequate parenting ability in some families, and how ongoing experience and witnessing of violence in the home is an inter-generational phenomena. They also

SOS CHILDREN'S VILLAGES

acknowledge how such adverse childhood experiences (ACES),[243] can contribute to learned behaviour that may be repeated both in childhood and in later life when also becoming parents. This, they believe, is contributing to the cycle of violence and breakdown within families in Indonesia and how as a consequence, children continue to be separated from parental care.

The topic of inter-generational transmission of violence in Indonesia is an issue recognised in a 2022 report issued by the Ministry of Women's Empowerment and Child Protection.[244] Acknowledgment was given to the perpetuation of beliefs, cultural norms and practices that consider violence as acceptable behaviour being passed from generation to generation within families.

These findings are further confirmed by studies conducted in other parts of the world illustrating how violence can be a learnt behaviour and the inability to parent well is being passed down from one generation to another.[245] One example being the work of Conteras and del Carmen Cano who noted how, through 'observation, learning and imitation'[246] of adults, and/or being a recipient of violence and neglect, there is a risk that children grow up to also display negative behaviours.[247]

12. Decision making and the national child protection system

As previously noted, we consider the decision to place a child in alternative care to be influenced by two particular factors: the circumstances they are living in as explored in the previous sections of this report, and the decision making of those with responsibility for children, their safeguarding, and judgements about placement in alternative care. To this end, the research framework for this study included a focus on decision makers and factors influencing their decision making. Most especially consideration has been given to decision making within the context of the national child protection system (please see Figure 3).

Gatekeeping mechanisms and provision of alternative care should be an integral component of a national child protection system. An effective system requires a holistic view of childhood and mitigation of the multi-sectoral factors placing children at risk of placement in alternative care. It also needs effective partnership working between the State, families, communities, and NGOs amongst others, to build a protective environment that prevents violence and placement in alternative care. The laws, strategies and policies that mandate for the operating of a national child protection system must contain everything needed to protect the rights of children with family strengthening and prevention of child-parents separation amongst the primary aims. Likewise, effective functioning of ministries and other bodies responsible for oversight and delivery of the system should place safeguarding and prevention of separation as a high priority. This requires not only programmes and services but a highly trained workforce of sufficient numbers. Accurate data is necessary to inform appropriate policies and programme development as well as steps to raise awareness and advocate for positive change.

We have taken all these important objectives and principles into account when developing our research framework and reviewing the child protection system in Indonesia. We have used a research focus that seeks evidence and understanding of how 'gatekeeping' works in the country, steps to prevent unnecessary separation, and the support available to children and families when experiencing difficulties. The information

[243] SOS Children's Villages International and CELCIS, Centre for Excellence for Children's Care and Protection, University of Strathclyde; SOS Children's Villages International 2022
[244] Ministry of Women's Empowerment and Child Protection 2022:263
[245] Moylan et al. 2010
[246] Conteras & del Carmen Cano 2016:44
[247] Conteras & del Carmen Cano 2016; Bevans & Higgins 2002

SOS CHILDREN'S VILLAGES

provided in this section of the report is predominately the result of our desk review in relation to the national child protection system and alternative care provision in Indonesia complimented by information gathered from professional stakeholders in Indonesia.

The literature review for this study reveals a child protection system in Indonesia that is founded on a comprehensive system of legislation and policies and strategic plans focussing on child rights and child protection. Efforts are also being made to implement deinstitutionalisation programmes and prevent child-parents separation. This includes the rolling out of a case management approach and a general understanding that Government policy regards prevention of separation as important.

Our research only allowed for two weeks in-country field work and it has not been possible to complete a fully accurate assessment of how well legislation and policies are understood by front line workers and the efficacy of child protection case management tools currently being used by professionals. Findings do suggest, despite ongoing, and sometimes significant, investment in social welfare, social protection and other interventions, implementation of policy is not yet sufficiently addressing the underlying causalities of child-parents separation and, in particular, drivers contributing to violence and family breakdown. Furthermore, the current child protection system remains essentially reactive rather than preventive There remains a severe shortage of child protection officers and a significant and a well-established reliance on a large number of residential care institutions across the country.

12.1. The Normative Framework

In line with the UN Convention on the Rights of the Child, national laws, bylaws and regulations, policies and statutory guidance should guarantee children's right to protection from all forms of violence, abuse, neglect, and exploitation. The normative framework provides professionals and caregivers with the guidance and understanding of how children should be protected and cared for and how to conduct appropriate gatekeeping. In this manner, it should reinforce the primary responsibility of parents for the care and protection of children, obligate the State to support families, and allow for intervention if and when necessary to support and protect a child.

International conventions and treaties

Table 5 lists a number of international and regional conventions and treaties that have been acceded to, or ratified, or signed by the Government of Indonesia.

Table 5.. International Conventions ratified by the Government of Indonesia

Convention	Year signed/ratified/ Accession
Convention Concerning Forced or Compulsory Labour (ILO No.29)	1950
Convention on the Elimination of All Forms of Discrimination against Women	1980
Convention against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment	1985
United Nations Convention on the Rights of the Child (UNCRC)	1990
Abolition of Forced Labour Convention (ILO No.105)	1999
Convention on minimum age (ILO No.138)	1999
International Convention on all forms of Racial Discrimination	1999
Convention on the worst forms of child labour (ILO No.182)	2000
Optional Protocol to the Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour	2000
Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women	2000

SOS CHILDREN'S VILLAGES

United Nations Convention against Transnational Organized Crime	2000
Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others	2003
International Covenant on Economic, Social and Cultural Rights	2006
International Covenant on Civil and Political Rights	2006
Convention against Transnational Organized Crime and Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children	2009
Convention on the Rights of Persons with Disabilities	2011
Optional Protocol to the Convention on the Rights of the Child on the sale of children child prostitution and child pornography	2012
Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict	2012
ASEAN Declaration on the Elimination of Violence against Women and Violence against Children	2013
ASEAN Regional Plan of Action of Elimination on Violence against Women and Children	2015

A National normative framework for child protection and alternative care

Decision making and protection and support for children and their parents is influenced by the national legislation and policies of a country. In Indonesia, these include, but are by no means limited to, the legislation, regulations and policies listed in Table 6.

Table 6. A national normative framework for child protection and alternative care in Côte d'Ivoire

Legislation	Year
Penal Code	1918
The Constitution - mandates that every child has right to live, grow and develop and has the right to protection from violence and discrimination (Article 28B clause 2).	1945
Law on Child Welfare	1978
Act No. 23 of 2004 Concerning Elimination of Domestic Violence	2004
Law on Domestic Violence 2004	2004
Guidelines for the provision of non-institutional social services to neglected/abandoned children	2004
Guidelines for children in sheltered accommodation	2004
Guidelines for children in need of special protection	2004
Government Regulations on the Appointment of Guardians	2005
Government Regulation No. 4/2006 on Implementation and Coordination of Family	2006
General Guidelines for the Provision of Social Services to Children in Childcare Institutions	2007
Act No. 21 of 2007 concerning Eradication of Human Trafficking Crimes	2007
Government Regulation No. 54 on Adoption	2007
Guidelines for family and community-based social services and neglected	2008
Government Regulation No. 47 of 2008 Concerning Compulsory Education	2008
Decree of The Minister of Social Affairs of The Republic of Indonesia No. 30/HUK/2011 National Standard of Care for Child Welfare Institutions	2011
Minister of Women Empowerment and Child Protection No. 07/2011 Regulation on Policies to Increase Family Resilience of Children Needing Special Protection	2011
Ministerial Regulation No. 6/2011 on Protection of Women and Child Victims of Violence	2011
Minister of Women Empowerment and Child Protection Regulation No. 11/2011 on Policies for the Development of Child-Friendly Districts/Cities	2011
Minister of Women Empowerment and Child Protection No. 06/2011 Regulation on Guidelines for Preventing Violence Against Children in Families, Communities, and Educational Institutions	2011
Act No. 24 of 2011 Concerning Social Security Management Body	2011
Act No. 11 of 2012 Concerning the Criminal Child Justice System	2012

SOS CHILDREN'S VILLAGES

Act No. 10 of 2012 - requires the State to protect children from all forms of violence, both in terms of prevention and response, including provision of assistance and protection for victims of violence (Article 19).	2012
Government Regulation No. 9/2012 on Social Welfare Implementation	2012
Law No. 9/2012 on Ratification of the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict	2013
Presidential Instruction No. 5 of 2014 Concerning the National Movement for Anti Sexual Crimes Against Children (- provides mandate to take special action in preventing and responding to sexual violence against children.	2014
Law No. 31/2014 on Amendments to Law No. 13/2006 on Protection of Witnesses and Victims	2014
Law No. 35/2014 on Amendments to Law No. 23/2002 on Child Protection	2014
Minister of Women Empowerment and Child Protection Regulation No. 8/2014 on Child Friendly Educational Unit Policy	2014
National Strategy on the Elimination of Violence Against Children 2016-2020	2015
Minister of Women Empowerment and Child Protection Regulation No. 5/2015 on Provision of Gender Responsive Work Facilities and Child Care in the Workplace	2015
Law No. 8/2016 on Persons with Disabilities	2016
Government Regulation in Lieu of Law No. 1/2016 concerning the Second Amendment to Law No. 23/2002 on Child Protection	2016
Law No. 12/2017 on Ratification of The ASEA Law No. 12/2017 on Ratification of The ASEAN Convention Against Trafficking in Persons Especially Women and Children	2017
Government Regulation No. 44/2017 on Implementation of Child Care	2017
Community-Based Integrated Child Protection Strategy (PATBM)	2017
Minister of Women Empowerment and Child Protection Regulation No.4/2017 concerning Special Protection for Children with Disabilities	2017
Government Regulation No. 44/2017 on Implementation of Parenting	2017
Minister of Women Empowerment and Child Protection Regulation No. 6/2017 on the Task Force for Handling Problems of Women and Children	2017
Presidential Regulation No. 33/2018 on Amendment to Presidential Regulation No. 75/2015 concerning the National Action Plan for Human Rights	2018
Minister of Social Affairs Regulation No. 15/2018 on Integrated Referral Service System for Handling the Poor and Poorest	2018
Law No.16/2019 on Amendments to Law No. 1/1974 on Marriage	2019
Government Regulation No. 59/2019 on the Implementation of Child Protection Coordination	2019
Minister of Women's Empowerment and Child Protection Regulation No. 7/2019 on Guidelines for Child Protection from Radicalism and Criminal Acts of Terrorism	2019
Minister of Social Affairs Regulation No. 05/2019 on Integrated Social Welfare Data Management	2019
Minister of Social Affairs Regulation No. 20/2019 on Distribution of Non Cash Food Aid.	2019
Presidential Regulation No. 65/2020 on the Ministry of Women's Empowerment and Child Protection	2020
Law of the Republic Of Indonesia Number 17 of 2007 on Long-Term National Development Plan of 2005-2025,	2020
Decree N° 2023/89 of February15, 2023 Setting the norms and standards applicable to child alternative care establishments	2023

It is apparent that the Government of Indonesia has, and continues, to invest in the development of many different laws and regulations pertaining to children's rights to care and protection. This includes an ongoing focus to protect children from all forms of violence and supporting those facing different vulnerabilities. It is also recognised that child care reform in Indonesia is extremely complex considering the immense size and diversity of Indonesia. This may account for our observation that overall application of legislation, policies and strategies and implementation of the child care reform process may not be gaining traction in a timely enough manner. This was confirmed in a published interview with the Indonesian Child Protection Commission in 2021

SOS CHILDREN'S VILLAGES

UNIVERSITAS ISLAM BANDUNG

who said, "child protection laws in Indonesia are not having the desired effect and that tougher laws and enforcement are needed".[248]

It is clear there is much legislation and statutory guidance that child protection and welfare personnel need to have knowledge of. During the specific period available for our research it was not possible to ascertain how well the different laws and regulations have been disseminated to, and understood by, those responsible for their application. We suggest this may be a topic in need of further study.

As there are many national laws and regulations that relate to the protection and welfare of children, we have chosen to highlight a few we feel are particularly significant. This includes the **Law on Child Protection 2014** issued as an amendment to the 2002 Law on Child Protection. It integrates some of the key principles and articles of the UNCRC. The Law also affirms the responsibility of the Government's responsibility to protect children and introduces the concept of children in need of special protection (CNSP) which includes those who are:

- in emergency situations (including refugees, in armed conflict and victims of riots)
- in contact with the law
- from minority and isolated groups
- being exploited economically or sexually
- victims of substance abuse including narcotics, alcohol, psychotropic substances and other addictive substances
- victims of pornography
- victims of kidnapping and/or trafficking
- with HIV/AIDS
- victims of both physical and/or psychological violence
- victims of sexual crimes
- victims of terrorism networks
- with disabilities
- victims of wrongdoing and neglect
- with social deviant behaviour
- victims of stigmatisation related to the condition of their parent

The Law recognises the primacy of the role of parents in relation to the care and protection of children (defined as persons under 18 years of age). It also lays out the punishment for those who threaten and/or commit violence against a child. The State has a responsibility when the duty of parents or close family to protect and look after a child is not, or cannot be, upheld. A child has the right to be raised by his or her own parents unless there are valid reasons and/or legal regulations indicating that separation is in the best interests of the child. The Law also regulates guardianship as a form of temporary care, and refers to the development of government regulation on provision of the child protection system and alternative care.

Abandoned children are described as those children whose needs are not met properly, whether physical, mental, spiritual or social. We note how this definition does not specifically relate to the usual definition of an abandoned child i.e. one whose parents are unknown. Children with 'disabilities' are defined as having long-term physical, mental, intellectual or sensory limitations who, in interacting with their environment and community attitudes, may encounter obstacles that make it difficult for them to participate fully and effectively based on equal rights. The definition of a foster child is one who is cared for by a person or institution where they are given guidance, maintenance, care, education and health because one or both parents are unable to

---

[248] Please see: https://www.ucanews.com/news/indonesia-records-sharp-rise-in-child-abuse-cases/91359

SOS CHILDREN'S VILLAGES

unable to guarantee the child's normal growth and development. The State, Government and Regional Government must supervise the implementation of child protection across Indonesia.

The Government of Indonesia continues to develop **technical and strategic guidelines, plans and policies** in support of implementation of legislation as for example, the Guidelines for the Care of Children in Need of Special Protection (2004) and the 'National Strategy for the Elimination of Violence against Children 2016-2020'. Strategic plans also include the National Long-Term Development Plan 2005-2025 recognised as providing 'a clear indication of the country's national vision and its commitment to strengthening the child protection system'[249] including the development of child protection indicators and the strengthening of community participation and multi-stakeholder collaboration through a 'Community-Based Integrated Child Protection Strategy' (PATBM).

Also of significance is the National Standard of Care for Child Welfare Institutions of 2011. One aim of these standards is the promotion of deinstitutionalisation in Indonesia and establishment of a continuum of child welfare services.[250] The Standard promotes improvements to, and transformation of, the operations of all child welfare service providers including government institutions, non-government child welfare institutions i.e. those running residential settings), and child welfare organizations. All forms of child welfare providers should be registered as a Child Welfare Institutions (LKSA) in line with the Standard (National Standard of Care for Child Welfare Institutions, 2011). It is understood that transformation of Child Welfare Institutions (LKSA) from institutional facilities into family services centres and prevention of children placement in institutions is a key parameter of the national deinstitutionalisation process.

Our research indicates that although there is a plethora or laws and regulations governing child protection and alternative care they are not being rigorously applied by all. For example, children are received into some alternative care settings that we were told, do not follow government legislation and procedures. In addition some providers remain unregistered. There may also be residential settings able to avoid alternative care regulations and official child protection or welfare case management procedures by registering as an educational establishment even though primarily established to offer 'social care'.

12.2. Structures for child protection system delivery, coordination and oversight

As noted in this report, children are placed in alternative care for many reasons including their protection as well as 'social care' which is usually related to issues of poverty. We define alternative care settings that offer 'social care' (or 'social welfare') as being providers whose primary aim is to offer shelter, food, clothes, access to health services and education etc. In particular, the Ministry for Social Affairs holds responsibility for welfare/social care of children but also administers alternative care for children impacted by violence. The Ministry for Women's Empowerment and Child Protection also has a responsibility for child protection but this does not include direct service provision.

We recognise the numerous initiatives of the Government of Indonesia through education, social protection, health and social welfare services and programmes to support vulnerable families and children. These initiatives are too great in number to detail in this report but nevertheless are of great importance when considering prevention of child-parents separation.

Below is a brief description of some of the principle bodies and Ministries engaged in the setting of policies and development and delivery of child protection services and alternative care provision.

---

[249] O'Kane and Lubis 2016:36
[250] Agastya et al. 2024

SOS CHILDREN'S VILLAGES

Indonesian Commission for Child Protection (KPAI)
The Indonesia Commission for Child Protection (*Komisi Perlindungan Anak Indonesia – KPAI)* was established through Presidential Decree No. 77 Year 2003 and, based on the mandate of the Law No. 23/2002 on Child Protection, has a responsibility to increase the effectiveness of child protection activities across the country. [251] The KPAI is purportedly a body that is independent of government however KPAI Commissioners are selected by parliament, and according to a previous study, the Commission's secretariat and budget are under the Ministry of Women Empowerment and Child Protection bringing into question 'the integrity of the Commission's 'independence'.[252] NGOs are also invited to participate in the KPAI.

According to UNICEF Indonesia, the KPAI has a wide-ranging remit, including supervision of child protection policy implementation and promotion and independent monitoring. The Commission is also responsible for monitoring and evaluating progress of implementation of the Law on Child Protection. It can make recommendations to the President but has no mandated authority on issues related to policy budgeting or technical aspects of policy implementation. [253]

In addition, inter-ministerial level coordination on child protection includes the **National Task Force on Child Protection** and a range of other 'issue-focused inter-agency committees'[254] as for example, the National Action Committee for the Elimination of the Worst Forms of Child Labour.[255]

Ministry of Social Affairs (MOSA)
As stated in the Presidential Decree 45/2015, the Ministry of Social Affairs is primarily responsible for social rehabilitation, social security, social empowerment, social protection, and interventions for people experiencing poverty including children in need of special protection. Within the Ministry is the Department of Social Affairs (DEPSOS). Within DEPSOS are three directorates: Directorate of Social Empowerment, the Directorate of Social Security and Assistance and the Directorate of Social Services and Rehabilitation. The latter has a separate Directorate for Social Services for Children and under which several sub-Directorates hold responsibility for children's protection and social care, including within alternative care settings.

It is understood that the focus of the MoSA's support for children in difficult circumstances, either through family support or provision of alternative care, is administered and delivered by *sakti peksos* social workers located in local government Social Affairs Offices *(Dinas Sosial).[256]* Each province has a provincial and a district/city Social Affairs Office with a Section or Directorate responsible for social services for children. In their study of the alternative care system in 2016, O'Kane and Lubis noted how the Ministry was taking steps through these offices to 'increase regulation and gatekeeping to prevent family separation, to promote quality care, family reunification, and family based care options.'[257] However, it was also noted that whilst increased funds were being allocated to support children living in their families, the Ministry continued to provide considerable funding for residential alternative care institutions.[258] Furthermore, it was understood that the capacity of the Ministry to support and supervise services for children and their families at the local level was limited. In part this was attributed to the vast support needed to reach over 500 Regencies and Municipalities, and the limited resources, and therefore capacity, at local level to administer and oversee social services.[259]

---

[251] US Department of Labor 2022
[252] UNICEF Indonesia 2015:15
[253] UNICEF Indonesia 2015 page 15
[254] UNICEF Indonesia 2015:15
[255] O'Kane and Lubis 2016
[256] O'Kane and Lubis 2016:41
[257] ibid.
[258] ibid.
[259] ibid.

SOS CHILDREN'S VILLAGES

It is understood the responsibilities of the Social Affairs Offices include the:

- Use of case management including assessments to ascertain the situation of individual children and their family and development and implementation of care plans that ensure any care and protection is in their best interests.
- Preparing letters of agreement for children who fulfil the criteria to enter an alternative care institution.
- Identifying substitute families through fostering, guardianship or adoption for children and monitoring the care of children in those families.
- Responding to referrals from child welfare institutions to support families and/or family reunification.
- Monitoring of child welfare institutions (residential alternative care facilities) and their provision of alternative care
- Assessment and issuing of permits to social welfare organisations delivering social welfare programmes.
- Regular monitoring and evaluation (at least once a year) of services provided by the alternative care institutions to ensure they conform with the National Standards of Care.[260]

Official guidance has also been issued requiring Social Affairs Offices to uphold the principles of gatekeeping and prevention of unnecessary family separation. Relevant programmes for the support of children and their families under the management of the MoSA include an integrated social welfare programme known as PKSAI.

Child and Family Support Centres (Pusat Dukungan Anak dan Keluarga- PDAK

A system of Child and Family Support Centres that use a case management approach to child protection, known as the 'PDAK model', has been established and piloted through a partnership between Save the Children and the MoSA. According to Save the Children, this model provides professional social workers with tools to implement an individual case management approach and referrals with the aim of preventing family separation, supporting family based care and protection, and family reunification. [261] In this manner, the PDAK programme was established to:

- Provide direct professional and effective support to children who need protection and care services.
- Work with children, families, alternative care institutions and governmental social service agencies to determine the best long term approaches to prevent children being unnecessarily placed in institutions.
- Support child welfare organisations in implementing the National Standards of Care for Child Welfare Organizations (SNPA) including the review the cases of children placed in institutions, preparation of care plans, encouraging reunifications, and conducting referrals.
- Improve the skills of local NGOs in conducting case management with the aim of reunification of children in care with their families and help facilitate their access to social services. [262]

The use of the PDAK approach employs a case management system which is described in further detail later in this report.

An integrated social welfare programme (*Program Kesejahteraan Sosial Anak Integratif* – PKSAI)

PKSIA has been described by UNICEF Indonesia as a social welfare system that 'includes all of the elements required for a strong child protection programme' and to this end, the Ministry of Social Affairs has received support from the UN agency in its development and implementation. UNICEF describes the programme aims as being those 'to better protect vulnerable children and families, particularly child victims of violence, abuse, exploitation and neglect, by addressing complex challenges related to policy implementation, service delivery

---

[260] O'Kane and Lubis 2016 p.41
[261] Save the Children Indonesia 2016
[262] ibid.

SOS CHILDREN'S VILLAGES

and decentralization.'[263] UNICEF describes a key strength of the PKSAI model, that has been piloted in a number of regions, as actions that can improve access for children and families to health services, legal support, education and birth registration. It is understood an aim of this integrated approach was addressing the lack of coordination between different service providers within the child protection system.[264]

The Ministry of Women's Empowerment and Child Protection (KPPPA)
The Ministry of Women's Empowerment and Child Protection plays a role in oversight of child protection. However, the Ministry does have departments or structures for child protection service delivery. Rather, duties include the formulation of child protection policies, as for example, the 'National Strategy for the Elimination of Violence against Children 2016-2020'.[265] This strategy contains detailed indicators that aim to prevent violence including an improved normative framework, access to a range of basic and specialist services for children and their families such as health care, justice and social welfare, development of positive life skills, improved parenting, and ending the use of violent discipline. The strategy also incorporates provides for the use of standing operating procedures (SOPs) for cases of child abuse and the provision of safe houses, shelters, and 'homes' for 'treating' child abuse at the district and city level.

It is understood the Ministry does provide crisis centres for women and children as for example, those run in partnership with the police and health services. This includes the establishment of crisis centres in hospitals, known as P2TP2A. These centres accept referrals from individuals, police, health and other government and community services, as well as NGOs. [266] In 2016, O'Kane and Lubis said the quality and provision of these services differed between locations and suggested that there was a need for more coordination with other service providers and child protection initiatives. They also felt the need for investment so as to increase the training for, and the number of, fully-qualified staff.[267]

A further initiative relevant to prevention of child-parents separation is that of the Family Learning Centre Programme known as PUSPAGA. These centres reportedly provide a 'one-stop family service' that includes access to professionals such as psychologists and counsellors for children, parents and other family members, guardians, and prospective parents. [268] According to Nihaya and Basuki , the programme offers information, counselling and support for those facing challenges within the family with a view to preventing escalation of problems and increasing parenting skills. [269] It is understood that another aim of these Centres is the prevention of child marriage.

Noer et al. have also called attention to the Ministry of Women's Empowerment and Child Protection's responsibility toward the development and improvement of child protection data collection and management systems that will enable the gathering and use of relevant information at a local, provincial and national level.[270]

It is clear that the remit and work of the Ministry is significant in the protection of children and women across Indonesia. However, previous studies have also highlighted the need for further investment by the Ministry and 'sufficient resources and institutional standing to perform the function of general coordination across all government authorities when implementing cross-cutting child protection programmes'. [271]

---

[263] UNICEF Indonesia 2020b:7
[264] ibid.
[265] Noer et al. 2019
[266] O'Kane and Lubis 2016
[267] ibid.
[268] Nihaya and Basuki 2024
[269] ibid.
[270] Noer et al. 2019 p.5-6
[271] O'Kane and Lubis 2016:42-43

SOS CHILDREN'S VILLAGES

In addition to the two Ministries mentioned above, although not mandated with specific roles in the Law on Child Protection, others have also been recognised as having a mandate to protect children. This includes the Ministry of Justice and Human Rights, the Police, the Ministry of Labour, the Ministry of Health and the Ministry of Education and Culture.[272] The Indonesian National Police Force also becomes involved in cases of violence against children, domestic abuse, child trafficking and child labour. O'Kane and Lubis have also highlighted the role of the Ministry of Religious Affairs 'in holding responsibility for formal and informal Islamic schools management in Indonesia, including *pesantren* (Islamic boarding schools)'.[273]

According to O'Kane and Lubis, in 2016 there were 'increasing efforts being made by the government and non-government agencies in to support prevention of family separation, alongside complementary efforts to prevent vulnerability to poverty and risks to violence, abuse, neglect and exploitation.'[274] This included social protection schemes, parenting education initiatives, community based child protection mechanisms and increased access to education. Such efforts have also been spoken about by interviewees during our research. However, as mentioned frequently within this report, the lack of data on children in alternative care means it is not possible to assess how successful such governmental policies and programmes have been.

12.3. Provision of Alternative Care

Decisions on whether or not to place a child in care is also influenced by the availability of alternative care places and how much of an accepted and/or promoted practice is it to utilise such provision. As for example, the degree to which a government promotes the use of alternative care. Of concern is an observation that although the Government' of Indonesia has a vision of deinstitutionalisation, it has also previously expressed wish to build more 'residential care structures'[275]. As seen in other countries, the perpetuation of institutions means inevitably more children continue be placed there regardless of child protection reforms.[276]

Almost all the provision of formal alternative care in Indonesia is through the provision of **residential alternative care institutions**. It has not been possible to ascertain the official number of children in alternative care in Indonesia or the number of care placements available in either residential or family-based formal care. Several previous publications refer to between 7,000 and 8,000 residential alternative care institution and figures of up to 500,000 children being in these settings. Data was published by O'Kane and Lubis on numbers of residential alternative care institutions supported by the MoSa in 2014 (Table 7) whilst they also acknowledged the serious challenge in obtaining accurate data.[277]

Table 7. Number of Child Social Welfare Institutions supported by the Ministry of Social Affairs (2014)

Cluster	Number of Child Social Welfare Institutions supported by MoSA *
Children under 5 years old	171
Neglected children	5576
Street children	85
Children in conflict with the law	81
Children with disabilities	157
Children in need of special protection	35
TOTAL	**6,105**

---

[272] Martin 2011
[273] O'Kane and Lubis 2016
[274] O'Kane and Lubis 2016 p.54
[275] ibid.
[276] Chege and Ucembe 2020
[277] O'Kane and Lubis 2016

SOS CHILDREN'S VILLAGES

(Source: O'Kane and Lubis 2016:29) *(Original data sourced from Suharto 2016 from data October 2014)

Information currently published on the MoSA website suggests that, as a response to the COVID 19 pandemic, by 2019, 183,104 children were being supported through a Child Social Rehabilitation Programme (Progresa). [278] This included 6,572 Children Needing Special Protection (AMPK), 8,320 street children (Anjal), 8,507 infants under five years (Toddlers), 92,861 children needing social function development (AMPFS) and 64,053 abandoned children. Of the 183,104 children, 106,406 were in Child Welfare Institutions (LKSA) and 76,698 in their Family. It is not clear however, if this is all the number of children in residential care known to the MoSA or those institutionalised specifically as a result of the COVID-19 pandemic.

During our research no interviewee could verify the number of children in alternative care but several mentioned the figure of 8,000 residential institutions without knowing where this data had come from or when first announced. A request was made for official data on number of children in all forms of alternative care through the SOS Children's Villages office of Indonesia, however, no data was forthcoming. Our observation is that due to the lack of officially available data, researchers have remained reliant on the continuous re-use of previously published information.

Although the MoSA is the principal body responsible for provision of alternative care, it has been recognised that the majority of residential facilities are run by faith-based or non-governmental organisations many of whom receive funding from the Ministry through the Department of Social Affairs (DEPSOS). [279] An undated report (containing data up to 2017) published by the James Martin Foundation, estimated that the 'vast majority of the child care centres' are founded/run by Muslim organisations with religion being a fundamental approach to provision of alternative care in Indonesia.'[280] The report also recognised that institutions were being run by Christian and Buddhist faith based organisations. [281] The report went on to highlight the,

> discrepancies as to the total number of government operated orphanages and child care centres in Indonesia. Oftentimes it is stated that there are only 40 government operated child care facilities, however this number does not take the decentralized system of government into account.. . The number of government run orphanages pales in comparison to that of alternative child care NGOs and private organizations, which account for upwards of 7,500 of the total 8,000 orphanages in Indonesia. Meanwhile, the overall number of government operated child care institutions is somewhat low, accounting for only 0.5% of the childcare institutions in all of Indonesia.'[282]

According to O'Kane and Lubis, in 2016, more than 90% of residential alternative care institutions for children were privately owned and many of which, were run by faith based organisations, particularly Islamic bodies. [283] Observation of these institutions undertaken during our field work indicates the understanding of charitable giving by members of the community contributes significantly to the ongoing use of these institutions with individuals providing money as well as help in kind. Furthermore, the James Martin Foundation also identified the presence of over 27,000 pesantren Islamic boarding schools in Indonesia with more than 3.3 million children residing in them managed by the Ministry of Religious Affairs.[284]

---

[278] Please see: https://kemensos.go.id/en/ministry-of-social-affairs-commitment-to-help-children-in-covid-19-conditions-through-progresa#:~:text=Based%20on%20the%20Integrated%20Social,and%2076%2C698%20in%20the%20Family.
[279] James Martin Foundation undated; Save the Children, DEPSOS RI and UNICEF 2007
[280] James Martin Foundation undated:21
[281] James Martin Foundation undated
[282] James Martin Foundation undated p.16
[283] O'Kane and Lubis 2016 p.43
[284] James Martin Foundation undated:21

SOS CHILDREN'S VILLAGES

As previously noted, the Ministry of Women's Empowerment and Child Protection also provides residential settings for children taken into their care in the form of crisis centres, shelters and through medical facilities.

As seen in policies and strategies, the Government of Indonesia clearly have an understanding as to the importance of gatekeeping, and prevention of unnecessary placement of children in alternative care, and deinstitutionalisation. However, although relevant government issued standards, accreditation and monitoring systems have been set out in legislation, regulations and statutory guidance, based on our research findings, it is our opinion that implementation should be strengthened. It is also understood that the decentralised structure of the social welfare system in Indonesia has 'reportedly led to myriad problems regarding the implementation of the National Standards for Care of Child Welfare Institutions (2011).' [285]

Interviewees also confirmed their belief that there are many residential facilities that remain unregistered and that the Government, under the auspices of the Social Welfare Institution Accreditation within the Ministry of Social Affairs, has not sufficient resources to effectively monitor alternative care provision or penalise providers that do not conform to laws, regulations and standards.[286] This situation means it is more likely that children can easily be placed and accepted into residential facilities without any formal assessment process or social worker or judicial involvement. In turn this means it is much easier for some facilities to 'recruit' children into their services as well as parents being able to relinquish children directly into their care.

"Most child welfare organisations are following the government regulations but of course some are not. I think there is a lack of monitoring from the government. They have limited people to do that work…Because of the 8000 organisations, some of them are not willing to be controlled by the government…because some of them don't want to lose their money from donors."

"…sometimes those who left from here [residential institution] and are already independent, they go back to their home town where they will find children that need help and they call me. And they say, 'Sir these children need your help'. And then they will bring the children that need help here. And I'll accept the children."

"I am not very sure about the government commitment to close institutions. Not very sure. Because it is like ninety-percent of these institutions are religious based institutions…so closing them totally, especially with the religious based, it is very challenging."

"…some of the residential care facilities are a business for them…And another reason probably the residential care provider doesn't follow the rules of the government because the residential care doesn't depend on the government because they have charity. They get support. That is why they are brave enough to not follow the government rules."

"They should report first to the social worker in the regional level but practically, the parents sometimes do give their children straight to the residential care centre. But after that, when the parents give their children to residential centre, the residential setting, should report this to the social work centre. But quite often it is not happening."

---

[285] James Martin Foundation undated
[286] O'Kane and Lubis 2016 p.51

SOS CHILDREN'S VILLAGES

" there is a majority of residential care settings that mostly receive social funding, especially through philanthropy. So they may not depend on the government subsidy and that is one of the reasons that maybe the children who are living in the residential care are not registered with the government."

"There are a lot of unregistered institutions."

"There are a lot of factors when talking about gatekeeping. Most of these institutions are very religious based and of course when you are religious based you want to do something really good. So how can you reject when you know somebody that is coming to your gate and you know they are bringing their child here they want to help...So I think it goes back to the capacity, as well the capacity of the personal around and within the institution. But also the awareness and understanding of the community and the family about children living in institutions. There is also that behaviour aspect within the community that nobody thinks that institutional care is not good, that it is the determinantal to the development to the child."

McLaren and Oonita believe 'many orphanages, Islamic boarding houses and local community members operate in good faith, care for and educate their children'.[287] However, their research went on to note how 'Muslim Indonesians identify children living in children's institutions as orphans, irrespective whether the children have parents or family.'[288] They went on to write about children being 'recruited and trafficked to the orphanages'[289] for money making purposes because 'the financial incentivization supports it',[290] and philanthropy has led to a vicious cycle of increased donations, government support and increasing numbers of orphanages. The culture of entrusting children to orphanages in hope for better food and education, and religious faith resulting in values of helping orphans, has ensured a strong, sustained orphanage trade.'[291] McLaren and Oonita believe that more needs to be done to change customs and beliefs so that 'kind-hearted'[292] gifts do not need 'to go to orphanages to fulfil the central tenet to alleviate poverty, but instead could be better directed towards helping parents and communities strengthen capacity to care for their own children.'[293]

All the above information suggest a complex and not fully transparent system of alternative care provision in residential institutions with an overall analysis that overall, gatekeeping mechanisms are poorly adhered to.
Our research also suggests that although many children are in informal kinship care there is still very little **formal family-based care,** i.e. foster care, being made available across Indonesia. The only data that could be sourced on this issue was information published on the Better Care Network webize indicated that in 2020, there were 963 children in formal foster care and, based on Save the Children 2021 data, 30 foster families/parents.[294] This is a very small number in comparison to the thousands of children it is believed are situated in residential facilities. It is also reported that the aforementioned PDAK programme incorporates work with the local authorities and a group of informal foster parents to develop a formal model of foster-care for children who cannot be reunited with their own parents.[295] Interviewees, when asked about the development of foster care, illustrated the way the term is used for different forms of family-based care, the different understanding of the terminology and interpretation in practice.

---

[287] McLaren and Qonita 2019:2
[288] McLaren and Qonita 2019:6
[289] McLaren and Qonita 2019:8
[290] ibid.
[291] ibid.
[292] ibid.
[293] ibid.
[294] Please see: https://bettercarenetwork.org/regions-countries/asia/southeastern-asia/indonesia#workforce
[295] Casky and Gale 2015

SOS CHILDREN'S VILLAGES

Foster care. This is not familiar in the community. Especially the terminology of foster care in Indonesia. But in Indonesian language, foster care is not a familiar social concept in the community….practically there are many families who do not realise what is foster care - to take care of the children. The terminology like it is used in English is not familiar."

"Yes when the children they do not have parents anymore it [foster care] is culturally accepted."

"So I think in the legal framework it is there. But the real application, highlighting the importance or the implementation of this [of foster care] at the practical level is something that needs to be strengthened."

"So, in 2014 they [the Government] already began with the foster care. Particular in child care. But still foster care is not in the cluster of care…So there is government regulation number 44 from the year 2017, about childcare. Under that regulation there are two definitions of foster care. The first one is living under the extended family, living the grandfather etc. …the second definition is for the social worker to recruit a family. They do the assessment and recommendations, and if qualified, the children then will be put in the non-biological family."

According to Save the Children, in 2019, Foster Care Technical Guideline were drafted by the MOSA and being tested in 4 provinces as part of encouraging family based alternative care. [296] Apart from one, no interviewees indicated their awareness of these guidelines or any other statutory regulations and guidance.

The laws of Indonesia also allow for legal **guardianship**. According to Martin, this is established under two legal systems, the religious court system and the civil law system, with both systems allowing for the appointment of an individual to act as a child's legal representative, especially in decisions related to marriage or inheritance, if a child's own parents are declared legally incompetent or their whereabouts are unknown.[297] The Law on Child Protection (2014) also reinforces the court's role in decisions to appoint a guardian. In 2016, UNHCR, recognising this new form of care whilst acknowledging there was a need for more investment to ensure appropriate piloting and monitoring.[298] Children are also placed into adoption.

12.4. Reintegration

Only two interviewees referred to the topic of reintegration and the process by which children in alternative care and re-unified with parents or other family members. This was particularly in reference to children who were victims of violence and placed in protection shelters under the auspices of the Ministry of Women's Empowerment and Child Protection.

"So, for the children that are submitted here the first thing we do is child protection. We work with the children to the point where they feel safe and comfortable. Then we will do the family tracing to trace and find the family. After the family tracing, we undertake family case management and then we will reunify the child with their family."

It is also understood that the aforementioned PDAK programme has a focus on children leaving alternative care and family reunification. However, our search in the English language for evaluations on the efficacy and success of this particular aspect of the programme did not reveal any further information.

---

[296] Save the Children Indonesia 2019 p.19
[297] Martin, 2013
[298] UNHCR Progress report 2016

SOS CHILDREN'S VILLAGES

Information collected during our research indicates some children in residential institutions regularly go home e.g. on weekends and for the summer holidays. This information was gained from informants who provide alternative residential care in the form of 'social care'. Our research did not find very much information on whether this also applies to children who are placed in care for reasons of protection nor the extent to which children are being successfully reunified with their families. However one informant indicated that some children in some forms of care do regularly go home to visit their families as part of the reunification process.

12.5. Initial decision making

In relation to a process that may result in children being placed in alternative care, initial decision makers are those who first decide to report a concern to an official or approach a government department or NGO or faith-based organisation. This might be to help seek help for a child or their family due to protection and/or social welfare concerns. It might be parents or family members asking to relinquish a child. It also includes those who take the decision to abandon their children.

According to interviewees, initial decision makers who report concerns include parents, other family members, neighbours, police, hospitals, teachers and members of community bodies and children themselves. These reports might be made directly to members of governmental social welfare or protection teams, the police, or to CBO/NGOs who come into contact with the family. There are also telephone hotlines they can use. Some make a decision to go directly to alternative care providers and there are also providers who decide to actively seek out families and children.

> *"So usually we get the report from the parents. The parents report that they cannot provide for the children" (member of a social welfare office)*
> *"…usually in a village there are organisations. Where the organisation has a group that works for child protection usually if the programme is running, that is the one that usually reports children."*
>
> *"So yes there are cases where the teacher reports that the children need help. Because the teachers see that the children are not in a good state. Do not have clean clothes and the children look hungry and very weak. So the teachers report and ask the social worker to visit the parents. Because the teacher is afraid that the children might not be being cared for and maybe the children are being abused."*
>
> *"…sometimes from police and sometimes from the hospitals"*
>
> *"The leader of the community will probably decide whether the children just need mediation between the parents and the children. Or maybe they need a solution from external organisations".*

One interviewee noted reasons for cases not being reported as for example, when concerning domestic violence.

> *"First it is taboo to report domestic violence. It is their own business… So, the first reason for this taboo is the culture. It is taboo for them to report what happens in the family. There is probably a case but they don't really report it to us [local authorities]."*

SOS CHILDREN'S VILLAGES

Another interviewee said people decide not to report a concern because violence within families has become an accepted norm: *"because in Indonesia it is very common for abuse to occur, like inter-generational poor parenting."*

12.6. Child Protection Case Management and the role of social workers in decision making

Once a child comes to the attention of either a social welfare of child protection department, social workers or social welfare officers play an important role in deciding what is ultimately in the best interest of a child and whether to recommend their placement in alternative care or support within their family. To assist decision making, the use of child protection case management has been introduced to social work practices in Indonesia although it is not clear from current reports as to the extent it is currently being utilised across all of Indonesia. The Ministry of Social Affairs supported by Save the Children introduced this approach known as PDAK (Pusat Dukungan Anak dan Keluarga) in 2010. It is understood that at that time the approach was piloted , it was only rolled out across a small number of local authority social welfare offices.[299] A Handbook on PDAK Case Management provides detailed guidance on how to undertake each step of the case management process and a series of forms to be used at different stages of decision making. This includes guidance on how to undertake child and family assessments. According to the guidance, social workers should meet with the family as well as gathering information from other relevant people including professionals who know the child as for example, teachers, health workers, religious leaders etc.[300]

According to the issued case management guidance, steps include identification, planning and implementation of decisions that should be in the best interests of the child. Based on the assessment from social workers, the Social Affairs Office should then decide whether a child fits the criteria to enter a residential institution, or alternatively whether the child can be supported within their parents as for example, through financial support targeted at a helping a child remain in school.[301] The diagram below has been taken from the Save the Children issued handbook on PDAK case management and illustrates the primary steps of decision making (Figure 33).[302]

Figure 33. PDAK Case Management Process

[299] O'Kane and Lubis 2016
[300] ibid.
[301] O'Kane and Lubis 2016:5
[302] Save the Children Indonesia 2016:16

SOS CHILDREN'S VILLAGES

Figure 3
Case Management Process in PDAK
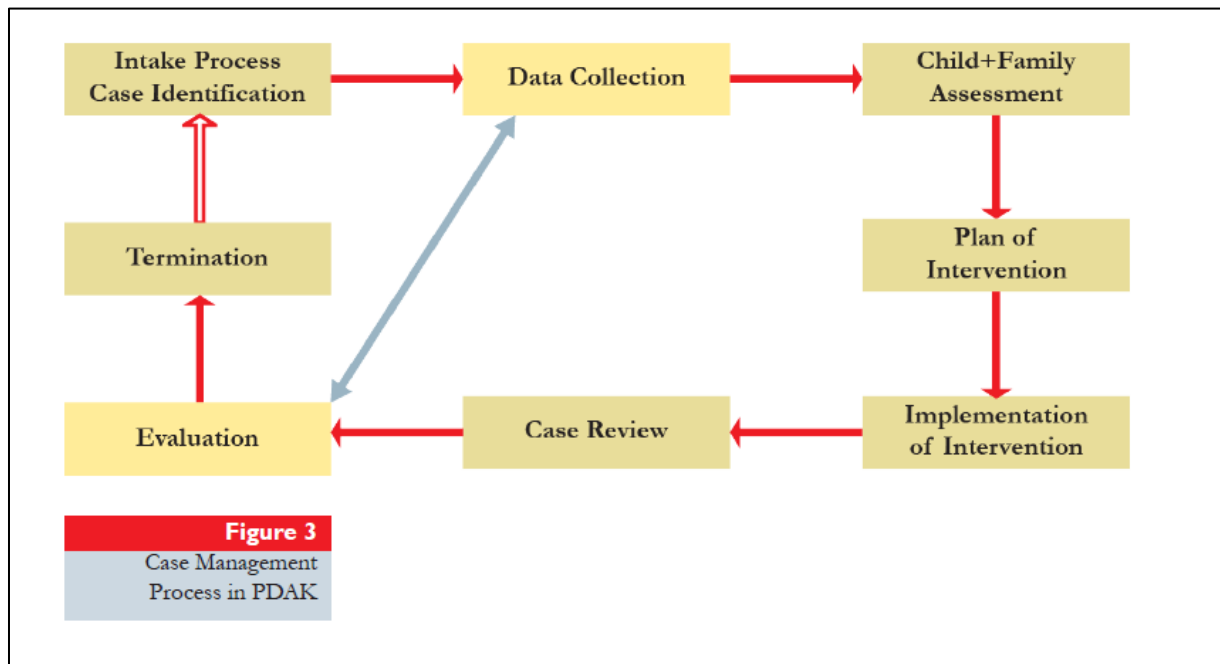
(Source: Save the Children Indonesia 2016:16)

O'Kane and Lubis considered the PDAK case management process in 2016. They noted how social worker's responses had made strides to ensure care and protection of children through support with 'parenting skills, counselling, material support, skill training, referral to services and linkage with social assistance, legal advice, access to education or health services, or support to get identity papers.' [303]

It has not been possible to ascertain just how many social workers or social welfare officers have been trained and are fully using this case management process. However, a number of interviewees working in government offices and NGOs did speak about an assessment and decision making process. These interviews were only conducted in several locations around two regions however.

According to those we interviewed, it is understood that an official decision about a child should be made through an assessment by a government social worker.

> *"So the person who does the assessment is actually the social worker…the social worker that has a certification from the Ministry. Usually they take a look at the psychology of the parents and the conditions of the parents and also sometimes they get reports from the local environment like from the neighbour. The neighbour will report that the children are not being taken care of by the parents and after that they will send team to check the facts and if the report they received is true….After that they also see the house where the children are living and the overall conditions of the children."*

> *Yes, after they get the report, the social worker will go to their home . If it involves a crime the police will go with the social workers.*

> *"For the assessment we do one for both the children and the family. For the children, we see the general physical and social conditions And then we see the spiritual condition of the children. But we mostly talk with the children like a story time so the children will tell the story*

---

[303] O'Kane and Lubis:61

SOS CHILDREN'S VILLAGES

of themselves, how are they feeling, how they feel when something happens, and if there is something urgent that happens, what do they do and what they are feeling at that time…. So after that we also ask the family questions, and we see their daily activities how their life goes. And we look at the financial capacity of the family."

"First, after we get a report of a child protection incident, we will do an assessment. But first we do fact checking to see whether the report is true or not. So we will check the identify card, the family card. And then we do fact checking for the background of the family. Second, usually we will find out the story of what happened in the family. The third step is we offer help or services. But before that we aways provide the family with education if it is a case is of sexual abuse or violence. I always tell the family if we want to report this to the police that they will have to provide any evidence that the police need and that probably a lot of people will know this problem has happened. Because for some people in Indonesia this could do create a bad image to their family. But if they still want to report it to the police I will assist them to report and guide them throughout the whole process…. Of course there is an official form that we have. It needs to be filled about the family and about the children and what happened and it will be signed by the family and the victims."

"In the case of sexual abuse we always send the social worker to do the assessment. Then the social worker will do the assessment and decide what the children really need."

"We will detail the history of what has happened from the start to its current state. And after that we will make an analysis. Then we will conclude with what we need to do to help this case. If there is sexual abuse probably we will do a report to the police. Or if children need education, then we will refer to a department that will take care of the children's education. If the children need a health care…then we will refer them to the hospital."

Interviewees were asked about the efficacy of assessments and decision making undertaken by social workers and staff in the child protection department and, whether the right decisions for children were being taken in relation to placement in care. With a few exceptions, most of those who answered this question said they believe the decision making process is a good one.

"Yes, sometimes they make the decision and sometimes not. But they try to find a solution. The most important thing is what do the children want. If the children don't want something then they will stop the assessment."

"There are actually doing a very good job and they have a very fast response."

"Yes I think so far. Because for the children I came into contact with, the social workers made the right decision for children to put them into residential care. In the case of children taken into temporary care, temporary residential care, usually after the report, we will discuss together what is the best decision for the child. And then the social worker will make a decision very carefully because there are already sworn to make the best decision. And now the Government of Indonesia government have a law that guides the social workers."

"…because they have an educational background in social welfare and then they have standard procedures and a handbook etc.so the social workers have a good competence to make a decision. They also have a supervisor."

SOS CHILDREN'S VILLAGES

"From my opinion, I have already worked here for years, the decision when involves abuse of the children is good enough. The judge makes a good decision. The sentence for the abuser is good enough. Like maybe for rape, they will stay in the jail for 12 years. "

A few interviewees working in alternative care facilities did say however, that upon the arrival of a child, it is necessary to undertake a further assessment due to insufficient information.

Only a small number of interviewees spoke of cases going to a court when decisions to place children in alternative care were taken and, this was usually in relation to cases of sexual abuse. It is also noticeable that the Handbook on the PDAK system of case management does not provide details of how to make a referral to the courts although there is a form for referral to a 'third party'.[304] This infers that, as depicted in Figure 35, and as queried with a professional informant, the placement of a child in alternative care in Indonesia remains the same as reported by Child Frontiers in 2010 and does not require a judicial decision unless related to a child who is the victim of violence.

Figure 34. Framework model for the care of children in need of special protection as depicted by Child Frontiers (2010)

---

[304] Save the Children Indonesia 2016:45

SOS CHILDREN'S VILLAGES

The intervention options listed are all **institution-based and directed primarily at the child.**

The process is visually presented in the Guidelines as follows:

Framework model for the care of children in need of special protection

STAGE I	STAGE II	Other services:
(Eliciting information)	*Assessment*	Clarification, Recovery in social relations, Mediation, referral, etc
1. Public reports	1. Field Investigation	
2. Referral	a. Home	
3. Outreach / special investigation	b. Documentation	
	2. Other evidence	

YES

STAGE III
Taking Decision
Form

STAGE IV	STAGE IV	STAGE IV
Interventions	*Interventions*	*Interventions*
Legal Approach	**Social Approach**	**Medical Approach**
1. Rescue	Case Management	
2. Litigation		
3. Non-litigation		

CHOICES

STAGE V
Termination and Follow-up

• Resocialization Reintegration
• Community
• Other service sources (support)

(Source: Save the Children Indonesia 2016)

Several interviewees said children are still being placed in alternative care without any formal decision making process. Results of the research undertaken by McLaren and Qonita in 2019, also revealed how ' incentives drove some social workers and other orphanage employees to abandon intake criteria and admit any child from poor or rural areas to meet orphanage capacity. It was considered important to meet capacity as fewer children could impact government funding allocations, the receipt of the gift from philanthropy and the individual

SOS CHILDREN'S VILLAGES

incentive remunerations to be earned. [305] Furthermore, administrators of children's residential institutions reportedly maintained 'beliefs about benevolence and philanthropy' and 'what was good for children from families like them [poor families].' [306] It was also suggested that 'managers often challenged deinstitutionalization and resisted the social workers who attempted to implement it.'[307]

In defence of the efficacy of decision making, some interviewees spoke of challenges and how decisions are impacted by the serious lack of social services staff and other resources within children's welfare departments and child protection units. We were told that in some instances there are only two social workers for an entire district or region. This brings with it, pressure of high caseloads, lack of time and other resources, which would help them achieve higher standards of work.

> *"Actually I do not enough time to respond to all the reports [about child protection] that come to me because we are only two people for the whole region of (name of region removed) especially for children. But we do have DINSOS (Department of Social Welfare at Provincial and District level) who accept the report from the people. But they still come to us when there is a need to check the children. So we don't really have enough time to respond to all cases.*

> *"Yes it is very challenging for us. Especially for us, the social workers. We have to handle the case. Every case, every day. And especially when the family is in denial that they abuse…And the second, we are always intimidated by the abuse, by the family, they threaten us because they don't want us to be involved… And the third is geographical problems because (name of region deleted) is mostly mountains and rice fields and gardens and small villages up in the mountain. It is really hard to go there to visit the family"*

> *"No, there are not enough social workers. I am the only social worker for the protection of women and children in this whole region".*

> *"…but the number of social workers is still very very limited. Not enough to give our support for the large number of children… so I think government should add more social workers to take care".*

> *"Sadly, I would say that we are still very much constrained in terms of the number of social workers…There are still lots of gaps and challenges that need to be actually addressed. And that is why gatekeeping is not really happening on the ground. Because…you know, maybe there are only one or two social workers. We are still working on how we can establish a ratio between one social worker and the population. It is a really really huge problem. There are also social workers for example, doing the social protection, which is very huge, but you know this is the different social worker practice, very administrative. It is not the child protection social workers that we would like to have."*

Some interviewees spoke about the issue of decentralisation and how important, and challenging, it is to advocate for additional recruitment of social workers and their equivalent at district level across the entire country.

---

[305] McLaren and Qonita 2019:5
[306] McLaren and Qonita 2019:6
[307] ibid.

SOS CHILDREN'S VILLAGES

"The way to understand this is Indonesia is very decentralised and the role of the sub national in terms of the service delivery is very crucial. So it is actually like if we advocate for the recruitment of social work, if we advocate for more investment for that, we have to advocate at the local level… So, you know there is a very complicated structure here that we have to work on."

One interviewee referred to the importance of professional social work supervision and the support social workers in their role.

" Another actual challenge is also around the supervision in social work, so I think we are also very much really still having that challenges in terms of the quality and also the quantity of supervisors that can really help the practice on the ground."

A 2019 survey undertaken by the Global Social Service Workforce Alliance and UNICEF Indonesia, found a total of 68,745 social workers in Indonesia of which 45,000 worked within a government service.[308] This figure did not include an estimated 90,000 volunteers. This made a ratio of 80 professional social workers per 100,000 children. Overall however, only 1,740 professionals and para-professionals, including 1,458 social workers and 282 social extension workers/social campaigners, worked within the MoSA.[309] There were also 388 provincial and district case workers in Centres for Child Protection and Women's Empowerment.[310]

In 2016, O'Kane and Lubis recognised the efforts the Government of Indonesia were making to strengthen the professionalism of social workers including the development of a Social Worker Law that recognises and regulates the workforce.[311] However, they also noted the insufficient numbers of social workers, especially those working in the area of child protection, as well as a need to improve training, support and supervision. In 2018, O'Leary et al. highlighted the need for increased funding as well as efforts to raise the status of social workers. And in 2019, Save the Children wrote about the 'increased legal status of social worker, mandatory of competency certification and licence that impacted social workers who are working in child protection.'[312]

12.7. Responsibility of other stakeholders and decision making

Role of the judiciary

Judges are key decision makers in child protection cases. However, many placements into alternative care are being made without a judicial review and legal decision are not required in the case of placement into social welfare settings.

Overall, interviewees provided very little information about the role of the judiciary apart from a few who recognised such responsibility for child protection cases. One interviewee spoke about the fact that any judge can rule on child protection cases and therefore, the lack of knowledge and specialism within the judiciary. They also spoke about the lack of time judges have which they believe, leads to rushed decision making and inadequate consideration of cases. In addition, they referred to the need for emotional support for judges who must take decisions in cases of violations against children.

If the children is the victim then the judge will give the decision to the government.. They will decide whether the children stay with the family or go into a residential care…

---

[308] The Global Social Service Workforce Alliance and UNICEF Indonesia 2019
[309] ibid.
[310] UNICEF Indonesia 2020d
[311] O'Kane and Lubis 2016
[312] Save the Children Indonesia 2019 p.19

SOS CHILDREN'S VILLAGES

"In my opinion they [judges] need more improvement for [decision making] both for children. Either if the women have been victims or the children has been the perpetrator. I think that we need more training for the judges to make a sentence or make the decisions… maybe the judge needs more training to make a decision on whether the children needs to go to residential care, to the jail or back to the family."

" It is very hard for the judges because they have so many cases and so sometimes it makes them delay making a sentence or making a decision. So, I think it is very important to give an education to help the judges about the emotion aspect of cases so they will give a good sentence or a good decision…What I mean is more detail for emotional cases."

"In Indonesia we don't have a specific judge for child protection cases so they are genera;. They have a lot of cases aside from women and child protection. Because there are so many cases to handle, it makes them hard in handling the cases. That is the reason why we need more care for the judges emotions and we need more specific judges for women and child protection so that they will make good decisions for the cases, especially for women and child protection…."

".. the lack of number of judges makes them overworked. So it affects decision making for the cases. And then maybe we need to also evaluate whether the judge gives good decisions. Because of being overworked, it affects the quality of the decisions… Why they create bad quality decisions is because they do not have enough time to analyse the case in depth and they do not see the details, and do have not enough time. They have to make a decision in a hurry."

Furthermore, very little reference is made to the role of the judiciary in child protection cases in any of the reports reviewed during our desk review.

The role of police

Interviewees made little mention of the role of police. Several interviewees mentioned the role of police in respect to referrals of children who are victims of violence or those who have been found abandoned. They said police either refer the cases to government social work services or, are asked to accompany social workers when a suspected case of abuse have been reported. Neither was information found about the role of police and children at risk of placement in alternative care in reviewed reports.

The role of national, local and international NGOs, UN bodies and faith based organisations

As identified within this report, local and national NGOs and faith based organisations are significant providers alternative care, and most especially through provision of residential institutions. There is also evidence that UN agencies, including UNICEF and UN Women, along with national and international NGOs are supporting Governmental ministries and departments at national and local level to develop child protection and gatekeeping systems, policies and programmes. They are also responsible for gathering of data, the publishing of reports, and providing a public overview on both achievements and continuing challenges in realising an effective national child protection system that promotes deinstitutionalisation and prevention of child-parents separation.

When asked about coordination and cooperation between organisations, one interviewee spoke about the Alliance on Alternative Care. They said the Alliance provides a platform that brings together alternative care providers with the aim of improving and regulating provision. This includes advocating with the Government, and especially the MoSA, for improvements to regulation and inspection of residential institutions and increasing the

SOS CHILDREN'S VILLAGES

focus on deinstitutionalisation and prevention of family separation. Interviewees said they felt some progress was made in the past however, due to changes in the parliament, they think this has '*stopped. It has not continued because of the politics.*'

It was not part of our remit to assess alternative care facilities including those being run purely as an opportunity to earn money and/or gain social recognition and standing within a community rather than upholding the central principle of necessity for a child's protection and other best interests. However, in the online survey only 3 respondents think providers of residential care 'often' persuade parents to relinquish their children and 11 think this happens 'sometimes' (Table 8). Almost half the respondents said this never happened or they didn't know. These answers may have been impacted by the notable number of respondents who are working in residential alternative care facilities.

Table 8. Reasons children are placed in alternative care: the persuasion of care providers

Reasons children are placed in alternative care	Often	Sometimes	Never	I don't know
Because someone from an alternative care facility has persuaded the parents that it would be best to put their child in that facility	3	11	11	3

The role of community based child protection mechanisms

The Government of Indonesia has developed a system of different community child protection structures. A small number of interviewees spoke of different initiatives at a *'local'* and *'village'* level and their role in decision making about the situation of children. They said one reason for the local community child protection mechanisms, whether formally or informally organised, was to compensate for the lack of professional social workers. It is understood training is provided to members of some of the community-based mechanisms.

> *"Actually for this whole region of (name of region deleted) we only have three social workers. That is why we have a programme where we choose people in every community so when a case happen they will handle the case. And if they cannot handle the case the case will go to a village level. But if it cannot be handled by the village level, then it comes to the social worker in the (name of region deleted) region and then we handle the case. The social services department only has three social workers but they have people that they choose in every community to handle the case first and then maybe if it is hard to be handled it will be linked to the PUSKESOS (organised at a very local/village level)…Usually we have a requirement that the people that we choose are those who are active in the community. They have already joined a lot of community organisations"*

> *" Yes PUSKESOS. This is actually the programme under the Ministry of Social affairs, I not sure if it is still in existence in all the communities but in areas…actually it started like in 2014… That was quite a good initiative but it did not really pick up everywhere. It is still very secular*

> *"There is an initiative that has been launched by the Ministry of the Village…we call it PAPPA which actually stands for a child and women friendly village or something like that. This is like a follow up of the directive from the President really looking at the other side empowering women. On the other side is really the protection of children looking at issues around child protection including child marriage. Including child labour. Including how to strengthen care of children within the family. Here I can speak a little more on that so because currently we are working on the guideline for community-   based   child*

SOS CHILDREN'S VILLAGES

UNIVERSITAS ISLAM BANDUNG

protection mechanism. There is also the village funds which is really administrated at the village level, and this is where actually, how we can guide the villages or the village government to allocate a budget for child protection... It is practical guidelines that we are looking at if these are the issues how the community should actually respond or mitigate for doing these activities how much budget is needed from the village funds or something like that."

"Usually in the village or at the community level we have some organisations that have like a forum. It is a forum for children".

"Yes in the village level they still have informal organisations but according to their faith. And also in their culture they have to protect the children."

"PKK Is a women's organisation, and they are very active, and they are sort of semi-government. It is voluntary but it is very well organised. Very well structured from national level down at the community level. At the national level this is under the Ministry of Home Affairs so the head of the Ministry of Home Affairs is really the one that is leading the PPK movement. Maybe it is not really a movement because it more of a programme. They are really instrumental in terms of building awareness... because they are doing lots of work in terms of educating the family for parenting for example. There are different issues that we can channel through the PPPK because it is very effective. One trained volunteer for example covers 10 families and 10 householders and they are actually able to monitor the status within the family.

Recognition has also been given to the previous work of Plan Indonesia in support for the establishment of more than 230 Village Child Protection Committee (*Kelompok Perlindungan Anak Desa* ,KPAD). It is understood that the agency influenced national level plans by the Ministry of Women's Empowerment and Child Protection to adapt and scale up a model of integrated community based protection in each province.

A further example of community based child protection mechanisms is the programme Perlindungan Anak Terpadu Berbasis Masyarakat (PATBM).[313] This is a community initiative comprised of networks or groups of citizens at the community level who work together to promote child protection, build community awareness, and create positive change in understanding, attitudes and behaviour.

In relation to the different community based child protection mechanisms, O'Kane and Lubis noted challenges related to referral of cases into the formal child protection system.[314] They also highlighted the importance of sensitisation and training for members, especially as they were almost all volunteers.

The above initiatives can contribute to the prevention of violence and therefore, children's placement in child protection alternative care settings. Overall however, we sense some complexity in the provision of community based child protection mechanisms due to the differing initiatives and the lack of training and support identified in some reports.

---

[313] Please see: https://www.kominfo.go.id/content/detail/26787/panduan-perlindungan-anak-terpadu-berbasis-masyarakat-patbm/0/virus_corona
[314] O'Kane and Lubis 2016

SOS CHILDREN'S VILLAGES

12.8. Training for decision makers

The efficacy of decision making and the use of case management tools to inform decisions can depend greatly on the understanding and knowledge of, and the training of social workers/child protection case workers. This includes not only the efficiency in collecting necessary information about a child and their situation, but also how to analyse assessments, understand risk thresholds, and make informed decisions.

Although we gathered information on this topic, it was not within our remit to conduct an in-depth assessment as to the understanding and competency of different social and child protection workers across Indonesia, nor the quality of higher education or other training opportunities that would provide them with the necessary skills. Overall interviewees referred to two principle sources of training: that provided by the government and education provided in universities. Interviewees have mixed opinions regarding quality and quantity of training but overall, they signified a need for improved and additional. A snapshot of opinions include:

"Yes, they [social workers] get good training, and they get good certifications.... Certification means that they are capable social workers with a social worker qualification."

" So there is still lots of education that we need…"

"For me personally [the training and education] it is not enough even though there is routine training from the government… Even though there is a programme from the government it is not enough, and it is not updated."

"Yes even though I get a lot of training from the government… it is still just technical. But the real situation is what helps me learn a lot. What I am doing directly because I learn case by case everyday by experience."

"Social workers are normally given training from the government. But their background is mostly still from the social courses at university. And also if there is no-one from coming from university they will be trained and also accredited by their respective government department."

"Yes, I know [training for social workers] it is now quite good because the students coming from the social university are also in greater numbers now and increasing. The number of social workers coming from that background, and the training from the government, is also good I think."

"They get good training and good education at the university level, but they still need improvement. But because things are moving all the time, they need to continue to be trained to improve their knowledge"

"The training is needed in specific, in certain areas, like conflict management and in children's care because we manage a lot of conflicts here between husband and wife. And about children."

"I will mention two main trainings that are needed. The first training is training on the investigation process and how they will carry out investigations and many need this training…"The second training that is important for us is how to write and report because all the letters that are sent to the judge are sent with a report. Social workers need to know how to write a report. If they write a report with a lot of mistakes then this will not be taken into

SOS CHILDREN'S VILLAGES

account. They will not consider this kind of report. So they need to be trained on the investigation process and to be trained on how to write a proper report"

"The social workers have a good university training at the university level. They have good teachers and training and most of those teachers were former social workers who retired and have gone back to share their experiences and training with the new ones. The subject that they deal with their during the training are also good subjects. These subjects have evolved over the years and have improved. But there is still a need more..."

In relation to standards of social work, in 2009, the Government of Indonesia passed the Social Welfare Regulation No.108 accompanied by the Ministerial Regulations on the Certification of Professional Social Workers and Social Welfare Officers.[315] This provided for the establishment of a Social Work Certification Body and an Accreditation Body for Social Welfare Institutions in Indonesia. This in turn, according to O'Leary et al., saw the formation of the Indonesian Social Work Consortium comprising members from social work education, practice, and social welfare. It also required social workers to obtain a legal certificate and/ or license to practice social work. The law also 'draws strict delineation between the various forms of social work and social workers, such as social welfare officers, professional social workers, social educators and volunteers.'[316]

Research initiated by O'Leary et al. in 2018 recognised efforts to establish and build capacity of the social work profession. [317] However, they also called for increased capacity of those specialising in child protection and supporting families especially, if prevention of unnecessary separation and placement in institutional care was to cease. They also identified a specific challenge related the MoSA recognised qualifications and the MoSA National Excellent Social Worker Award. This award is only open to untrained social workers which they said, added to a belief that those such as volunteer workers, religious leaders and government officials who call themselves social workers, seem to be more valued than trained social workers.[318] They also thought the 'lack of practice by professional social workers and the visibility of unqualified 'social workers' is a major issue in developing the profession in Indonesia'[319] and called for improvements to social work education.

A survey undertaken by the Global Social Service Workforce Alliance and UNICEF in 2019, found 86% of social workers who took part in the study held a degree and 14% a diploma of which, 60% were relevant to social work.[320] At that time there were 28 universities in Indonesia offering a bachelor's degree in social welfare, two a bachelor's degrees in social development and one a bachelor's degree in community development. Master's degrees in social welfare were being offered at four universities. The MoSA also has a School of Social Work providing bachelor and master's programmes for the MoSA staff as well as other students. In addition, there is the Vocational School of Social Work, which is a high school offering a four-year programme to enable students to major in social work at the secondary school level.[321] The authors of the survey identified the Indonesia social service as being 'highly educated'[322] and the wide range of higher education social work and welfare programmes on offer. However, they also found that only 61% of respondents said they had education and training in fields relevant to social services work. In total 95.75% of respondents said there was a need for additional training with many identifying topics relevant to foundational social work knowledge and skills such

---

[315] O'Leary et al. 2018
[316] James Martin Foundation undated:15
[317] O'Leary et al. 2018
[318] ibid.
[319] O'Leary et al. 2018:824
[320] The Global Social Service Workforce Alliance and UNICEF Indonesia 2019
[321] ibid.
[322] The Global Social Service Workforce Alliance and UNICEF Indonesia 2019:36

SOS CHILDREN'S VILLAGES

as counselling, case management, and community development. Cost of training was identified as a barrier by half the respondents.

Training of judges was also a topic discussed with our interviewees. Only a few answered this question but they all agreed there is a need for better training for judges.

"Actually, first is to give them an understanding specifically in relation to the law to protect women and children and how they can make good decisions. How they make a good sentence for cases that involve women and children protection. And then maybe we do some tests to see if the judge are qualified enough, or not qualified specifically for women and child protection. Because in Indonesia we do not have specific judges for women and children's protection."

"So first they need the training specifically in terms of women and child protections and second is emotional training. Because the training specifically for emotional is very rare. Because we need the judges who can manage their emotions. So when they manage their emotions in a good way they make their decision or sentences based on law. And they will make decisions that are best for the society. So they will make a decision, a good quality decision, and a good quality sentence."

"First they do not yet understand about child and women protection and the second it is more about how they handle the case, how to communicate with women and child and with women and child abuse cases. And how they approach the women and child emotionally. And how they handle the case. And how they place themselves in front of the women and the children. And the skills they need especially to handle women and child protection cases.... because if they don't understand the child protection in terms of they don't understand the victims' feelings. And then they do not know how to analyse the case and how to not make the women and the children afraid when they ask the questions. And then they need serious training because they need a special way of approaching the cases of women and child protection."

We recognise that only partial information was collected during this research relating to the topic of social services workforce decision making, along with analysis of the efficacy of delivering the child protection system and those working within it. It is suggested this topic requires further investigation.

Overall our findings suggest that decision making that is always in the best interest of the child is being hampered by insufficient investment in the social workforce, lack of universal dissemination and use of gatekeeping tools, and a need for further improvements to social work education and training.

12.9. Data collection and management information systems

The UN Guidelines for the Alternative Care of Children[323] advise states on 'development and implementation of coordinated policies. Such policies should be based on sound information and statistical data. The necessity of accurate and systematic data collection for information on characteristics and trends of child protection and alternative child care is crucial for the development and application of appropriate and evidence-based policy, practice and services.

---

323 UN General Assembly, Guidelines for the Alternative Care of Children : resolution / adopted by the General Assembly, 24 February 2010, A/RES/64/142, available at: https://www.refworld.org/docid/4c3acd162.html

SOS CHILDREN'S VILLAGES

Following an intensive search for government data on child protection cases, violence against children and details of those in alternative care, it has not been possible to identify reliable current information that identifies the number of children in alternative care, where they are, and the reasons for their placement. Although it is understood that various data collection and management systems have been set up by both the MoSA and the Ministry of Women's Empowerment and Child Protection, our inability to obtain access to such databases signifies a lack of regular and rigorous data collection and/or public access to such information in Indonesia.

In 2016 it was reported that due,

> 'to insufficient budget and human resources the National Database has not been maintained or updated. It is estimated that the data entered represents only a partial picture. Insufficient data on the numbers of children living in alternative care and basic information relating to their care hinders planning and budgeting for effective program and policy developments.'[324]

In 2019 Noer et al. also wrote about the unreliability of data gathered by the Ministry of Women's Empowerment and Child Protection. And again in 2019, Arifiani et al. noted how Indonesia lacked reliable prevalence data on violence against children in part due to incomplete population-based surveys.[325]

As previously mentioned, we believe the lack of registration and accreditation of private, NGO and faith-based alternative care providers as well as poor monitoring and holding to account by the government, also contributes to this lack of data.

12.10. Participation of children in decision-making

Laws, regulations and policies issued by the Government of Indonesia considered during the desk review for our research highlighted the importance of participation. According to interviewees, the degree to which they are being implemented varies. Some social services workforce members did refer to the inclusion of children in assessment and decision making in terms of being asked what they wanted to happen. This topic was not explored with children themselves during our field work.

---

[324] O'Kane and Lubis 2016:69
[325] Arifiani et al.2019

SOS CHILDREN'S VILLAGES

13.   Solutions to challenges provided by research participants

It was very important to ask children, young people and family members who participated in our research workshops for their ideas regarding solutions to the challenges families are facing.

To do this, children were asked to draw themselves as superheroes and write the three things they thought most important to change for families using their superpower (examples are shown below as Figure 36). As each child provided their own answer, there was no overall ranking. They wrote about using their super powers to make people happy and help solve their problems, to defend people, to solve conflict, heal people, and fight off *'bad'* people. They also wrote about doing good deeds, being good listeners and becoming better adults. One child wrote about using their superpower to radiate warmth in the family. Several wrote about bringing dead people back to life.

Figure 35. Example of a super hero drawn by children

SOS CHILDREN'S VILLAGES

to radiate warm light in the family

1. mempunyai kekuatan memancarkan cahaya hangat kedalam sebuah keluarga

2. mempunyai kekuatan hijau membantu orang yg kesusahan dalam sumber daya alam dan ekonomi (keluarga)

Have green power to help people in need for sources and economi

FAIRY

3. mempunyai kekuatan terbang untuk mengelilingi bumi dan membantu orang yg kesusahan, dengan kekuatan nya.

Can fly to travel the earth and help people in need with my power

In the workshops with young people, participants broke into groups to speak about solutions to the challenges that families are facing. Their offered solutions were split between support that would help protect children and improve relationships and communication within the family, and more practical actions to address issues related to poverty. They felt holding discussions within the family and especially those between parents and children was important. They want families to have the ability to confide in each other. Addressing practical needs included the need for employment, having a business and working hard. Solutions also include families having enough money including being able to buy food, eat more, and eat more healthily. They think parents should not punish their children and should be more patient.

When considering solutions, it is important to also consider the situation in the household that contribute to the happiness and care of children. We were told that children and young people want to feel loved and supported, and that family unity, tolerance, communication, acknowledgement, harmony and respect within the family are important. Children and parents doing things together was a major theme and in particular, eating meals and spending leisure time together. Children want to be listened to and not punished. Equity within the family is also important and children do not want some siblings to be given preference over others. Families having money and enough food as well as other material goods is important and being given gifts are issues that contribute to the happiness and unity of families. Furthermore, being able to go to school is important as is having friends. Young people wand parents to give them more freedom.

SOS CHILDREN'S VILLAGES

Adults attending the family workshops were also asked about solutions they thought would help address the challenges they had raised and contribute to unity of the family. Of 105 written answers, 76 referred to improvements to the economic situation of families including help with setting up a business, especially for women, and training that would help people find employment. Improved access to basic services includes help with the cost of medical care and access to the national insurance programme. Being able to afford to send children to school is important and this includes access to scholarships. Government support and services are seen as key to these solution but the importance of the work of NGOs is also recognised. The remaining solutions referred to issues of family relationships, improved communication, love, honesty and understanding. They want an end to violence in the home and parents more time to spend with their children.

Interviewees were asked for their recommendations regarding actions and services that could help improve the situation for families and prevent child-parents separation. They stressed the need for more investment in parenting programmes and especially those that promote positive parenting skills. This included support that would facilitate happy and harmonious relationships within the household and prevent the transmission of violence and poor parenting passing from generation to generation. Prevention of violence against children was a repeated theme. In this respect they thought more awareness raising about child rights and protection would help families and communities be aware of what are violations against children. Some interviewees want more done to address the lack of equality and prevention of domestic and gender-based violence. Others spoke about the importance of improved support for people with disabilities, ending stigma, and promoting an understanding that *"everyone is special".* It was also recognised that provision of community recreational facilities could help families spend more time together.

Addressing structural poverty and economic empowerment is recognised as essential to helping strengthen families including more access to employment and small business development, especially for women. Improved quality of, and access to, education and health services was a frequently raised issue with education being seen as a hope for future generations to have *"better lives".* This means families being able to afford to send their children to school i.e. to cover the cost of books, uniforms etc. Provision of legal support was also mentioned with reference to help obtaining birth registration and certification for adults and children. Something that is essential to accessing services.

In terms of the national child protection system, there are calls to 'optimise' the MoSA in terms of more staff, improved quality of training, quicker response time to support children at risk and better coordination with other sectors, especially at a ministry level.

As seen in Figure 37, when respondents to the online survey were asked about access to all forms of basic and specialist services and support for families who are at risk of separation, the vast majority of respondents answered, 'there is not enough help'.

Figure 36. Is there enough help?

SOS CHILDREN'S VILLAGES

Is there enough help?

	Financial help with improvements to the house	Help with paying for electricity, water and other utility bills	Help with affordable housing that is in adequate and safe condition	Free food	Financial support through cash payments e.g. payments when someone is unemployed or sick	Financial support through loans	Helping adults get work	Training for adults so they can get employment or better employment	Free clothes	Help with school expenses as for example, school uniform or cost of books
■ This is not enough help	91%	88%	83%	79%	79%	78%	71%	71%	63%	58%
■ This is enough help	9%	13%	17%	21%	21%	22%	29%	29%	38%	42%

14.   Conclusions and Recommendations

The recommendations in this section of the report have been informed by the information provided by children, young people, and adult family members during research workshops. These findings have been triangulated with the knowledge and understanding provided by professionals holding responsibility to protect children and support families in Indonesia, as well as information gathered during a desk review.

The research framework, analysis of findings, and development of recommendations have been guided by the UNCRC and the 2019 United Nations General Assembly Resolution, 'The promotion and protection of the rights of children' as well as the UN Guidelines for the Alternative Care of Children. Recommendations are therefore addressed in reference to children's rights. Although these rights are indivisible, and all are essential to the well-being of children, we have chosen to develop recommendations based on a certain number of rights thought most applicable to the findings of the research and prevention of child-parents separation.

We recognise that responsibilities to address drivers of child-parents separation and prevention of placement of children in alternative care is primarily that of the Government of Indonesia through the provision of national and local socio-economic programmes and services. This is a significant responsibility. Our research has not included an in-depth analysis of all these different aspects of government responsibility but has considered some of the gaps in provision. We also recognise that UN and other international bodies play a significant role in service provision alongside national and international NGO, CBOs and private enterprises, and these differing roles and responsibilities should be a consideration when reading the conclusions below.

Noted throughout the report are a number of online survey respondents who answered that they did not know the answers to the survey questions, or that certain situations 'never' resulted in placement in alternative care. We suggest this requires further investigation as it may indicate a lack of knowledge, understanding and expertise amongst some professionals.

SOS CHILDREN'S VILLAGES

Overall our findings highlight two distinct influences related to placement of children in alternative care. The first is the impact of the wider society that families live in and how this impacts the circumstances within a family that can subsequently lead to children being placed in alternative care. The second is the functioning of the national child protection system in which gatekeeping decisions are made. Below are our recommendations. We appreciate this list may appear daunting. However, we also believe that strong partnerships between government and non-governmental agencies can bring about change when responsibility is shared and each organisation works to its own strengths and expertise.

Protection

Articles of the UNCRC that afford children the right to protection include, safeguarding from violence, abuse and neglect (Article 19 and Article 37(a)), from sexual exploitation and abuse (Article 34) and, from sale, trafficking and abduction (Article 11, Article 35, Article 36, Article 39).

In particular, Article 19 requires:

> States Parties shall take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child.

Recognition is given to Government of Indonesia for the different legislation, regulation, strategies and programmes being developed with the aim of addressing the issues of child protection, deinstitutionalisation, domestic violence, and prevention of children losing the care of their parents.

A conclusion of our research however, is that the continuing violence against children is leading to the placement of children in alternative care. Children and young people, along with other research participants, identified the presence of violence within families. Interviewees recognised all forms of violence are being inflicted on children and specifically spoke about those who experience sexual abuse and those witnessing domestic violence. A significant proportion of children and young people also identified emotional violence as an issue and the importance of children feeling attached to their parents, loved, protected, listened to, and cared for. Very little information was made available during our research on purposeful neglect. Rather, children going without food or schooling was deemed an issue related to poverty.

The prevalence of violence against girls and women is a concern. This is in part, attributed to a culture of male dominance and social norms and expectations. Domestic violence, which is predominantly experienced by women, is a factor contributing to risks of children being placed in alternative care. For example, when domestic violence results in the separation of parents and as a consequence, the placement of their children in alternative care. In part, domestic violence is also resulting in women becoming single-headed households with all the pressures and challenges this can bring. Research shows how female-headed households face specific challenges in terms of poverty, lack of employment opportunities and child care, and the stress of coping alone. Struggling with such issues, especially if also lacking support can, as also in households with both parents, mean loss of coping mechanism that may spiral into poor and broken relationships with their children. The stigma and disgrace that surrounds the issue of violence against children and women is impacting their ability to seek help. Fighting within the home is also leading to some children facing risks when they run away and become street connected.

It should not be overlooked that some men are also struggling within the family home, especially with societal expectations that place responsibility on them to adequately provide for their families. This can also affect their

SOS CHILDREN'S VILLAGES

mental health which, as previously mentioned in this study, can result in violence against children and partners. Men also need support that will help them maintain strong and caring family relationships.

Inter-generational violence is a particularly worrying phenomenon in Indonesia. It has been recognised that violence can be a learnt behaviour[326] through 'observation, learning and imitation'[327] of adults, and/or being a victim.[328] Our perception is, with each generation in which families in Indonesia repeatedly experience and witness violence and connected to this, a lack strong attachment to each other, that ongoing family dysfunction and breakdown will continue. It means within each generation there is the concern of an ever weakening ability to parent in a loving and caring and protective manner in some households. This can then lead to acts of violence, either between adults, and/or towards children.

Recommendations

- There is an urgent need for further investment in violence prevention programmes for adults and for children to help break the inter-generational cycle of violent behaviour. These programmes should be systematically applied in an ongoing and sustainable manner. For example, provision of violence prevention programmes could reach children at an early age if built into the school curriculum and become part of continuous learning that promotes positive messages and behaviour throughout a child's school life. Violence prevention could also be built into family strengthening programmes that work with all members of the family. This should include attention to the emotional well-being of family members and enhancing communication and understanding between household members.

- Article 2 of the UNCRC guarantees children protection from discrimination. Violence prevention programmes should include efforts to combat factors that contribute to the presence of abuse and exploitation including discrimination, stigmatisation, and lack of equality. They should incorporate clear messages that promote tolerance and understanding. Issues of gender equity, preventing stigma and discrimination against persons with disabilities or from different religious, ethnic, or other specific backgrounds, and acceptance of those identifying as LGBTQI+ are examples of topics that should be included.

- In order to help break the cycle of inter-generational inadequate parenting ability, all professionals working with children and their families would benefit from a more in-depth understanding of such topics as attachment theory, including the impact of separation from loved ones that children face when placed in alternative care, the negative impact of adverse childhood experiences (ACEs),[329] and trauma-informed practice.[330]

- Those living in situations of domestic violence and gender-based violence, most especially girls and women, need improved access to such services as counselling and psychosocial support that is provided within a caring and safe environment. Early detection and support in situations of domestic abuse will also help prevent situations from deteriorating to the stage where children may be separated and placed in alternative care.

---

[326] Moylan et al. 2010
327 Conteras & del Carmen Cano 2016:44
328 Conteras & del Carmen Cano 2016; Bevans & Higgins 2002
[329] Please see: https://www.eif.org.uk/report/adverse-childhood-experiences-what-we-know-what-we-dont-know-and-what-should-happen-next.See also: SOS Children's Villages International and CELCIS, Centre for Excellence for Children's Care and Protection, University of Strathclyde 2021; SOS Children's Villages International 2022
[330] SOS Children's Villages International 2022

- Men should be actively involved in family strengthening and other programmes that help them understand the importance of, and how to maintain, strong and caring family relationships. This should include awareness on issues of gender parity, strong relationships, and prevention of domestic and gender-based violence.

- Article 42 of the UNCRC requires States Parties to make the principles and provisions in the Convention 'widely known, by appropriate and active means, to adults and children alike.' Efforts to increase the awareness of child rights amongst the general public as well as the harm to children when they lack love, affection and are victims of violence - including impact of separation from parental care - can help strengthen the protective environment in the home and community. Messages might also include information about risk of violence and exploitation children face as for example, if spending time on the streets, engaged in child labour, and being exposed to other harmful situations.

Adequate standard of living and well-being

Article 27 of the UNCRC requires States Parties to recognise the right of every child to a 'standard of living adequate for the child's physical, mental, spiritual, moral and social development.' The Article also calls on States Parties to take appropriate measures to support and assist parents with their responsibility toward children and 'shall in case of need provide material assistance and support programmes, particularly with regard to nutrition, clothing and housing.' Other articles within the UNCRC also include a right to health (Article 24), education (Article 28 & 29) and survival and development (6).

The 2019 United Nations General Assembly resolution[331] on the 'Promotion and Protection of the Rights of the Child' calls on States to 'improve the situation of children living in poverty, in particular extreme poverty, deprived of adequate food and nutrition, water and sanitation facilities, with limited or no access to basic physical and mental health-care services, shelter, education, participation and protection' (Article 1). Furthermore, the resolution clearly says that,

> financial and material poverty, or conditions directly and uniquely imputable to such poverty, never should be the only justification for the removal of a child from the care of his or her parents or primary caregivers and legal guardians, for receiving a child into alternative care or for preventing his or her reintegration, but should be seen as a signal for the need to provide appropriate support to their family, benefiting the child directly.

We have observed how issues related to poverty significantly contribute directly and indirectly to children's placement in alternative care in Indonesia. Poverty is an inter-generational as well as a multi-dimensional issue with measurements of poverty taking into account not only financial means, but other factors that contribute to well-being.[332]

Indonesia does have a social protection system and various financial programmes of support available to families. However, concerns raised by children, young people, adult family members signalled many areas of their lives in which they are struggling with issues related to poverty and how this can lead to child-parents separation. This includes parents who use residential institutions that offer 'social care' in the form of shelter, food, clothing, medical care etc. as well as placement of children, including by social welfare teams, in 'boarding schools' for purposes of providing education. It is apparent from the information we gathered that residential

---

[331] United Nations General Assembly Resolution 'Promotion and Protection of the Rights of the Child', December 2019 'A/74/395
[332] Please see: https://www.worldbank.org/en/topic/poverty/brief/multidimensional-poverty-measure#:~:text=The%20Multidimensional%20Poverty%20Measure%20(MPM,the%20%242.15%20international%20poverty%20line; https://ophi.org.uk/video-poverty-in-el-salvador-from-the-perspective-of-the-protagonists/

SOS CHILDREN'S VILLAGES

schools are not always recognised as alternative care settings i.e. the use of boarding schools was not identified by professionals as being relevant to situations that deprive children of the daily (and overnight) care of their parents

Placements into care are sometimes due to the persuasion of providers of residential institutions offering 'social care' and education as well as the belief of some professionals that such provision is a form of positive response for children living in poverty. In 2019 , McLaren and Qonita whilst recognising the Government's commitment to deinstitutionalisation, went on to speak about active recruitment by some providers and how 'orphanage-based social work in Indonesia, particularly since the practices associated with orphanage recruitment and Islamic philanthropy sustaining practices associated with orphanages has not significantly changed.' [333]

Parents are also relinquishing their children into residential facilities when migrating for purposes of finding work. Furthermore, children are being abandoned due to poverty.

Respondents spoke of their difficulty registering for social protection and national insurance programmes and reports also highlighted the manner in which lack of birth registration and certification is hampering access to services. Our research findings also suggest a correlation between parent's daily challenges related to issue of poverty such as providing food, adequate shelter, paying bills and for health care, sending children to school, and finding adequately renumerated employment etc., with stress and tension that can ultimately lead to breakdown within households.

Although we have seen how issues related to poverty contribute to family dysfunction, violence, and separation, nevertheless, it is important to recognise that many families living in very difficult circumstances are supportive and caring of one another and create a safe environment for children. This illustrates how strong loving relationships are an important factor in helping families stand up to the impact of poverty and other shocks experienced by households. And this in turn can contribute to a violence free household.

All the information above would indicate that, according to international standards, there is ongoing unnecessary use of alternative care in Indonesia. It is clear not one agency can respond to all the multi-dimensional aspects of poverty leading families into crisis. However those in the child protection sector, as with other sectors, very often work in a silo rather than forging partnerships with other professionals (and indeed, alternative care is often seen as a separate issue/sector to child protection). There are gaps therefore, in terms of coordination and service delivery between Government and non-governmental bodies and agencies including those responsible for education, health, security, social protection and social welfare, justice, and child protection. Steps to address this are highlighted in Government policy but we believe, not yet sufficiently addressed through practice.

Recommendations
▪ It is beyond the remit of this report to provide detailed recommendations regarding government efforts to strengthen the national economy. It is also recognised that the Government of Indonesia is investing in services and outreach programmes of social welfare and social protection. It is suggested however, this is not reaching all families that need support. There is also a need for social welfare and child protection actors to instigate advocacy for change programmes and share data and other information that would help government policy makers, and others, gain an even clearer understanding of efforts needed to prevent children's placement in alternative care. Especially information that takes into account the multi-

---

[333] McLaren and Qonita 2019:4

SOS CHILDREN'S VILLAGES

dimensional aspects of poverty and the impact this is having on child-parent separation. This requires awareness raising that informs the establishment of an evidence based multi-sectoral and family-centred approach to the design, development and delivery of support to families with the understanding it is often more than one pathway or issue that contributes to family breakdown and placement into care, and most especially residential facilities offering 'social care'.

- Children should not be placed in alternative care solely for the reason of poverty. Alternative care should only be used when absolutely necessary for children in need of protection and not when placement is preventable through different means of support. It is understood thousands of children are languishing in residential institutions across Indonesia where they have been placed for issues related to poverty. There is therefore, an urgent need to increase the rigour and speed of efforts, as per the UN Guidelines for the Alternative Care of Children, to eliminate all residential institutions in Indonesia. This includes a clear political will to identify the different providers of children's residential care facilities, including boarding schools, run by government, NGOs and faith-based organisations and work in partnership to carefully and safely reunify children with parents where possible or, provide more adequate family-based care settings if reunification is not in a child's best interest.

- Efforts should be made to refocus the use of funding, especially charitable donations, which perpetuate the use of residential institutions towards supporting families who are struggling in terms of poverty and social exclusion. A social and cost benefit analysis as to the advantages of stopping children' care in institutions and development of family support programmes may assist in promoting this focus. It will also necessitate working closely with providers of alternative care who either profit financially from the provision of residential facilities and/or believe their charitable approach to taking care of children is the right one.

- Helping families address the many challenges they are facing requires closer multi-sectoral cooperation and improved coordination between Government and non-governmental bodies and agencies, UN entities, academics, faith-based leaders, the private sector, and donors, including those responsible for education, health, security, social protection and social welfare, justice, and child protection. There should be a concerted effort together, and within each organisation, body, or department, to assesses and recognise where each can most effectively contribute: whether it be direct service provision, advocacy to effect change, signposting so that families know how and where to receive the support they need, fundraising, or even leading/supporting such coordinated response. Organisations should also look at the breadth of their outreach to ensure they are reaching vulnerable families including those residing in hard to reach and rural areas.

- Families need informed and coordinated access to service provision in a way that will address all the inter-related challenges they face. This should be available universally to address the concern that support often comes too late and so that vulnerability of families might be prevented. To this end consideration should be given to providing families with signposting and support to access basic and specialist services as well as ensuring joined-up provision in a way that overcomes barriers of access e.g. access to all support coordinated in one location rather that family members having to move from agency to agency to agency to resolve their problems. In some countries for example, this is sometimes called a 'one-stop shop'. [334]

- Supporting families undertake the responsibility they seek to provide for everyone in the household might include increased help in obtaining stable, well remunerated employment. This should be linked easily available and free training programmes and other capacity building opportunities, especially for women.

---

[334] Please see: https://www.undp.org/botswana/news/undp-supports-establishment-one-stop-shop-public-services-botswana And: https://www.undp.org/kazakhstan/stories/one-stop-shop-window-problem-solver-people-difficult-life-situations

SOS CHILDREN'S VILLAGES

Such economic and training programmes require highly skilled facilitation and should be undertaken by organisations that have the particular focus and specialism to implement them.

- Article 18 of the UNCRC requires States to 'take all appropriate measures to ensure that children of working parents have the right to benefit from child-care services and facilities for which they are eligible.' Access to affordable, or preferably free, day care for children would help women find their way into the work force. Such provision may also provide respite for those overwhelmed by the challenges they face in their everyday lives, and help alleviate pressure building up within families.

- Increased efforts are needed to ensure access to free health care services and/or provision of national health insurance schemes.

- Whilst the Government of Indonesia has set targets to achieve 100% birth registration, structured programmes of legal assistance should be made available to help adults obtain such certification as needed for accessing necessary services.

Support with parenting

The preamble to the UNCRC states that the 'family, as the fundamental group of society and the natural environment for the growth and well-being of all its members and particularly children, should be afforded the necessary protection and assistance so that it can fully assume its responsibilities within the community'. This requires States to provide parents, and other primary caregivers, with the support needed so that children have the best protection and opportunities in life.

Children and young people want the love, respect and understanding of parents. They wrote about the importance of parents being good role models. They want to feel cared for, trusted, and respected by their parents, have better communication within the family, and to live in an environment where there is unity, support and happiness. When asked why families reach a situation where placement of children in care is a consideration, interviewees drew attention to lack of harmony and dysfunction in the family due to what they consider to be 'poor' parenting skills. They see the lack of parenting skills as a significant factor related to deterioration of child-parents relationships which in turn, may ultimately lead to violence against, or neglect of, children.

Interviewees also identified how lack of positive parenting skills is not only impacted by socio-economic circumstances as described above, but can be an inter-generational phenomenon. Findings in our research indicate the negative experience some parents had during their own childhood is impacting their own ability to parent, as well as having a detrimental effect on other aspects of their life. One outcome being an inability to maintain harmonious, unified, supportive relationships in the home leading to family breakdown, and even the manifestation of violence. In relation to this situation, for some professionals, especially those encouraging parents to place children in their care facilities, there is a lack of understanding of such topics as trauma-informed practice, and the negative impact of adverse childhood experiences (ACEs).[335] Interviewees that that did speak of how violence, rejection, lack of love, care and attention can have a life-long impact on social, emotional, educational and physical development, urge further dissemination of this topic and enhancement of professional skills that could help address this situation. In this regard, programmes that provide not just material but also emotional and psycho-social support to families are needed.

---

[335] Please see: https://www.eif.org.uk/report/adverse-childhood-experiences-what-we-know-what-we-dont-know-and-what-should-happen-next

SOS CHILDREN'S VILLAGES

We recognise the Government of Indonesia has issued policies and provide programmes with the aim of supporting parents in their role to care for children. We hope that many of the recommendations in this report will contribute ideas to enhance this support to parents struggling with their role to better protect and care for their children. Furthermore, that support reaches children and families all across Indonesia.

Recommendations

▪ In parallel with other recommendations we have made, actions are needed that will break any inter-generational cycle of poor parenting. This requires consideration of parenting programmes that take a holistic and family-centred approach and incorporate such topics as attachment theory, the negative impact of adverse childhood experiences (ACEs),[336] and trauma-informed practice.

▪ It is important that professionals working with families are in receipt of training, knowledge and understanding that prevent them taking decisions based on negative social and cultural norms and beliefs, as for example, those that classify parents as being 'bad' parents when something goes wrong in the home. This requires a deeper understanding of the different factors impacting parents and their ability, family dynamics, what is necessary to maintain harmonious, unified, supportive relationships in the home, and ways to build on existing resilience and coping mechanisms.

Disability

Children with disabilities have the right to enjoy 'a full and decent life in conditions which ensure dignity, promote self-reliance and facilitate the child's active participation in the community (Article 23 of the UNCRC). Also contained within Article 23 of the UNCRC is provision of special care and assistance to ensure children with disabilities have, 'access to and receives education, training, health care services, rehabilitation services, preparation for employment and recreation opportunities'.

All the issues covered in the report and in this conclusions section apply equally to children with disabilities. Interviewees provided mixed opinions regarding whether those with disability are at heighten risk to being placed in alternative care. Other findings in our research do suggest that persons with disabilities do face specific challenges that may heighten risk of institutionalisation. This includes concerns regarding rejection as the result of stigma and discrimination as well as difficulties accessing basic and specialist services. In addition, children with disabilities are at heightened risk of experiencing violence, abandonment or placement into residential institutions that are segregated by the form of disability. Children whose parents have special needs or a disability are also vulnerable to placement in alternative care.

Recommendations

▪ Family support programmes should ensure the inclusion of families that have members with disabilities.

▪ Violence prevention programmes, as previously mentioned, should inherently incorporate the subject of protection of children with disabilities.

▪ Advocacy and awareness raising programmes should promote an understanding and acceptance of disability, both within families and amongst the general public. Public information campaigns should speak about fair and respectful treatment of people with disabilities, the harm of stigmatisation, and topics that would help prevent violence and exclusion. Advocacy programmes by and with people with disabilities are important and help bring a specific focus to improving services, opportunities, and support.

---

[336] Please see: https://www.eif.org.uk/report/adverse-childhood-experiences-what-we-know-what-we-dont-know-and-what-should-happen-next.See also: SOS Children's Villages International and CELCIS, Centre for Excellence for Children's Care and Protection, University of Strathclyde 2021; SOS Children's Villages International 2022

SOS CHILDREN'S VILLAGES

- Whilst recognising efforts being made by the Government of Indonesia, more should be done to include children with disabilities within local schools.

- Children with disabilities, as with other children, should not be placed in residential institutions. Consideration should be given to all forms of specialist support necessary to prevent the placement of children with special needs disabilities in alternative care.

Education

Article 28 of the UNCRC requires States Parties to 'recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity'. States Parties must also 'take all appropriate measures to ensure that school discipline is administered in a manner consistent with the child's human dignity and in conformity with the present Convention.' Furthermore, Article 23(3) recognises education should be provided free of charge in a manner that responds to the special needs of a disabled child. Article 24 of the United Nations Convention on the Rights of Persons with Disabilities[337] calls on States Parties to 'recognize the right of persons with disabilities to education. With a view to realizing this right without discrimination and on the basis of equal opportunity, States Parties shall ensure an 'inclusive education system at all levels and life long learning'. [338]

Participants in our research illustrate the importance that is placed on education and the manner in which it is highly significant when preparing children for responsible adulthood. Although data suggests there is a high of school attendance, our research suggests there are still some children missing out on education particularly because of associated costs e.g. uniforms, books etc. or because of such issues as child labour, and early marriage.

Not only is school education necessary for future well-being, as for example, gaining employment and an engaged member of society, but interviewees, as with previous research, suggest higher educational achievement may also be related to positive parenting, not least because of an increased understanding and skills to relate to, support, and communicate with others, including children. [339]

Recommendations

- Investment is needed in education provision that is free from costs of fees, materials and uniforms and other associated expenses and made available in all local communities.

- No child should be placed in a residential institution for reasons of gaining access to education.

- Access to inclusive education should be available for every child with a disability.

Play and leisure

UNCRC Article 31 of the UNCRC directs States to the right of children to rest and leisure and encourages access to cultural, artistic, recreational and leisure activity. This right is highlighted in this report, not just because of the importance to children's development, but also the opportunity recreational pursuits can play in strengthening family life.

---

[337] United Nations Convention on the Rights of Persons with Disabilities 2006
[338] ibid. Article 24
[339] See for example: Fruehwirth and Gagete-Miranda 2019

SOS CHILDREN'S VILLAGES

Children most emphatically wrote about the importance of time for recreation, both with parents, other family members, and friends. A sentiment repeated by young people and family members who highlighted the importance of spending time as a family, including eating and undertaking recreational activities together.

Time spent together is seen as being particularly important in the way it contributes to family unity and can help provide a respite from the stresses they may be facing. There might be parents who doing their utmost to provide for the family by working hard and long hours but do not also realise the benefits of trying to spend some time pursuing joint activities with their children and how this can help forge closer bonds.

Recommendations
- Activities that address important aspects of family unity and spending time together would add value to parenting and family strengthening programmes. This would include raising awareness amongst parents and professionals as to the important benefits of time spent as a family and how this can help forge closer bonds.

Addressing harmful social norms, attitudes and practices
Article 42 of the UNCRC requires States to make the principles and provisions in the Convention 'widely known, by appropriate and active means, to adults and children alike.'

Children and young people in Indonesia want violence to end. They want parents to understand they need love and kindness. However, our research notes a lack of education and advocacy campaigns that would address harmful social norms, attitudes and practices that may be contributing to violence. This includes stigma and discrimination against those with disabilities and, against women and girls. We recognise how the Government of Indonesia, and particularly through partnerships with UNICEF and UN Women, are trying to respond to this latter situation. However, as this remains as discrimination remains a significant issue, this suggests much more needs to be done.

Recommendations
- Advocacy and awareness raising campaigns are needed to help eradicate harmful social and cultural norms and beliefs that place children at risk of harm, addressing gender-based violence, and discrimination against children and adults including those with disabilities. Such campaigns would greatly benefit from meaningful participation of children, young people and other primary stakeholders.

The child protection system and capacity of professional decision makers
Article 1 of the 2019 UNGA resolution on the 'Promotion and the protection of children's rights', calls on States Parties to ensure,

> adequate and systematic training in the rights of the child, including by encouraging States to take the Guidelines for the Alternative Care of Children into account for professional groups working with and for children, including with children without parental care, including specialized judges, law enforcement officials, lawyers, social workers, medical doctors, care professionals, health professionals and teachers, and coordination among various governmental bodies involved in the promotion and protection of the rights of the child

SOS CHILDREN'S VILLAGES

International guidance relating to decision making and 'gatekeeping'[340] is outlined in a number of international documents including the UN Guidelines for the Alternative Care[341] and accompanying Handbook[342]. This guidance includes the use of case management tools that allow for rigorous multi-sectoral and participatory assessments upon which careful and well considered decisions can be taken and appropriate support plans developed and monitored. These decisions should always in the best interest of the child.

Decisions making by professionals in Indonesia is not only influenced by such factors as their personal understanding, beliefs and experience, but also the efficacy of the national child protection system they work in and the statutory and other guidance and training they receive. Decision making is ideally undertaken within, and guided by, the structure of national legislation, policy and statutory guidance however, we believe personal, social, religious and cultural beliefs are dominant subjective factors influencing some decision makers, especially those accepting, or even encouraging the placement of children in their alternative care facilities. For example, we observe the strong belief that children whose families are impacted by issues related to poverty would be better off in alternative care in Indonesia. The concept of charity and doing good deeds is also a significant factor in decisions to provide social welfare and education within residential settings and this we suggest, is leading to thousands of children being placed/accepted into these facilities unnecessarily.

It is clear that the Government of Indonesia has introduced a plethora of legislation, regulations, policy and strategic plans, including aims to prevent separation through support to families and the realisation of deinstitutionalisation. This includes a system of child protection case management as implemented through the PDAK programme. It was not possible to find any publicly available evaluation of the PDAK system of child protection case management including how well it is being applied and how many, and which, social workers are currently fully conversant with and using this approach. We did not assess the quality of training that different government social services and child protection workers or NGO personnel have received on the use of child protection case management tools, as well as their understanding of other statutory guidance and legislation however, interviewees suggested improved training and capacity building is required. The need for a more cohesive and comprehensive multi-sectoral approach that places even further emphasis on, and investment in, prevention of child-parent separation and family support has also been identified.

Our research suggests there are many people within the child protection and social welfare services workforce who are dedicated to their work. However, investment in the child protection and social welfare services workforce is urgently needed. For example, a significant factor impacting the quality of decision making, is the low numbers of professional child protection personnel, and other associated social welfare workers, employed across the country. One result being the lack of time to visit all reported cases, and we suggest, complete thorough child and family assessments. It is also important that different members of the workforce receive sufficient training and have the knowledge and experience necessary to make the correct decisions based on safeguarding principles.

An assessment of the quality of social work training in higher education institutions is missing from our research. Although a study on social work was undertaken by Global Social Service Workforce Alliance and UNICEF Indonesia in 2019, the final report contained very little information in terms of the quality of social work education across the country Interviewees also suggested the need to evaluate the knowledge and capacities of members of the judiciary. Evidence as to the quality of decision making by other relevant workers including those within the education and health services is also missing.

---

[340] For further explanation of the term 'gatekeeping' please see: Csaky & Gale 2015
[341] United Nations General Assembly 2009
[342] Cantwell et al. 2012

127

SOS CHILDREN'S VILLAGES

Recommendations

- We suggest the observance of legislation, regulations and policies with regard deinstitutionalisation, and prevention of unnecessary child-parent separation should be strengthened and implementation more closely monitored. This should include a focus on the protection of children whilst applying gatekeeping principles that prevent unnecessary placement in alternative care. Consideration should be given to specifically mandating that financial and material poverty, or conditions directly and uniquely ascribed, to such poverty, are never the only justification for the removal of a child from the care of parents, primary caregivers, or legal guardians.

- Consideration should be given to assessing the knowledge and understanding of applicable laws, regulations and standards of all those responsible for child protection, welfare and provision of alternative care.

- To inform the development of future social work education, training and capacity building, it is recommended that an in-depth assessment of the quality of social work training in higher education institutions, including training provided by the Government, is undertaken along with a review of provision and standards of in-service capacity building. If missing, topics of child rights, child protection and family strengthening should be included in social work courses and those of other professionals responsible for children e.g. teachers and health workers.

- Regular evaluations should be undertaken of the skills, knowledge and capacities of all those responsible for making decisions about protection and care of children including social workers, police, judiciary, health and education workers etc. Such programmes should consider their understanding of risk thresholds in relation to protection and how to apply the principle of the best interest of the child.

- If a regular review of the use of PDAK case management system is not being undertaken, we recommend this is initiated. This would inform any further developments in line with international standards and help evaluate current use including any gaps in the way it is understood and applied. This would also help inform further developments in training on implementation of multi-sectoral child and family assessments.

- Serious consideration must be given to those working in residential institutions and how to address any opposition to those employed in such settings to child care reform and deinstitutionalisation. This might also include opportunities to help them with re-skilling and future employment. If sufficiently trained, they could be introduced to and take up new roles in family strengthening programmes and provision of family and community based care.

- Investment is urgently needed to increase the number of qualified professionals working in child protection and other resources so that members of the social services workforce can effectively carry out their roles and responsibilities. Professionals should also be fully supported in their work as for example, having well-experienced and empathetic social work supervisors.

Data management systems

Legislation, policy, statutory guidance, planning and programme delivery, should be informed by evidence. The 2019 UNGA Resolution, highlights this by calling on States Parties to,

> improve data collection, information management and reporting systems relating to children
> in Improving data collection, information management and reporting systems related to

SOS CHILDREN'S VILLAGES

children without parental care in all settings and situations in order to close existing data gaps and develop global and national baselines.

In the first instance, the Resolution is referring to data related to children in alternative care, including the reasons for placement. It is further necessary to continue to collate evidence that includes consideration of the following:

- What is the situation of children affected by the issue of child-parents separation
- What are the main drivers of child-parents separation, and how are these influenced by various factors, e.g. gender, age, ethnicity, socio-economic circumstances, and access to services etc.
- How are children at risk of separation officially identified and recognised (e.g. in official data).
- Which child protection and social protection services are available to children at risk of child-parents separation and what are the gaps.
- What are the ideas and proposals of children, and other key stakeholders, about responses to the issue of child-parents separation and how they could be improved.

It is understood the MoSA and the Ministry of Women's Empowerment and Child Protection have established data information management systems. However, previous reports suggest there are serious inadequacies within these systems. Furthermore, we have grave concerns as to what appears to be a lack of data concerning the number of alternative care providers across the country, the forms and quality of care, and disaggregated data such as numbers of children, who they are, reasons for placements and length of stay etc. Without such data, it will not be possible to develop, fund, and implement effective policies and programmes with the aim of preventing unnecessary child-parent separation.

Recommendations
- Ongoing and speedy development of rigorous local, regional and national child protection data management systems that allow for the regular collation and analyses of evidence in terms of issues impacting children's protection and well-being. This should include a more comprehensive explanation as to the reasons children are separated from parents and placed in alternative care.

- An undertaking of an audit of all alternative care providers in Indonesia.

Participation
Article 12 (1) of the UNCRC requires,

> States Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child.

Our research suggests that children in Indonesia are not fully participating in the process of assessment in relation to their situation, or in decisions being made about their lives, including placement in alternative care.

Recommendations
- Children should be supported in a way that allows their full and meaningful participation in any decision making processes that will affect them, including their placement in alternative care.

- All children should be acknowledged as active citizens and afforded equal opportunity to contribute to their society. In this respect, policy makers and programme designers and implementers may need help

SOS CHILDREN'S VILLAGES

understanding that children are experts in their own lives. This will require challenging any negative assumptions regarding children's capacities to engage and participate and providing them with opportunities that allow them to build and demonstrate such capability.

Bibliography

Agasty, N.L.P.M., Wise, S., Kertesz, M. & Kusumaningrum, S. (2024) Transformation of child welfare Institutions in Bandung, West Java: A case of deinstitutionalization in Indonesia. *Children and Youth Service Review,* Vol.159.

Alexandra, L., Fitriani, & Satria, A. (2022) *Policy Brief: The Collective Violence Early Warning Dataset: A Snapshot of Violence and Intervention in Indonesia in 2021*. CSIS Indonesia.

Arber, S. (2006) *Secondary Analysis of Survey Data.* In: Gilbert, N. (ed.) (2006) Researching Social Life (2nd edition) London: Sage Publications Ltd. pp.269-286.

Arifiani, D.S., Handayani, S.A., Baumont, A., Bennouna, C. & Kusumaningrum, S. 2019) Assessing large-scale violence against children surveys in selected Southeast Asian countries: A scoping review. *Child Abuse and Neglect,* Vol. 93,pp. 149-161.

Asmundson, G.J.G. & Afifi, T.O. (2019) eds. *Adverse Childhood Experiences, Using Evidence to Advance Research, Practice, Policy, and Preventions*. Academic Press.

BERANI (2018) *Empowering Lives Better Sexual and Reproductive Health and Rights for All Indonesia (BERANI) Programme Information 2018-2023*. BERANI.

Beebeejaun, Y., Durose, C., Rees, J., Richardson, J. & Richardson, L. (2013) 'Beyond text': exploring ethos and method in co-producing research with communities. *Oxford University Press and Community Development Journal*.

Bevan, E., & Higgins, D. J. (2002) Is domestic violence learned?: The contribution of five forms of child maltreatment to men's violence and adjustment. *Journal of Family Violence*, Vol. 17(3), pp. 223–245.

Blanco, T.M., Sánchez-Lissen, E., Gil-Jaurena, I. & Romero-Pérez, L. (2022) Child-Led Participation: A Scoping Review of Empirical Studies. *Social Inclusion*, Vol 10(2).

Bradbury-Jones, C & Taylor, J. (2015) 'Engaging with children as co-researchers: challenges, counter-challenges and solutions', *International Journal of Social Research Methodology*, Vol 18(2), pp. 161- 173.

Bromark, K., Knutsson, O. & Weitz, Y.S. (2023) Co-designing a dynamic tool to enhance participation for young people: A participatory design project with young service users and social workers. *Child and Youth Services Review*, Vol 127, pp.1-10.

Bronfenbrenner, U. (1977). Toward an experimental ecology of human development. *American Psychologist,* Vol 32(7), pp. 513–531.

Bronfenbrenner, U. (1986) Ecology of the family as a context for human development: Research perspectives. Developmental Psychology, Vol 22(6), pp. 723–742.

Bruskas, D.& Tessin, D.H. (2013) Adverse Childhood Experiences and Psychosocial Well-Being of Women Who Were in Foster Care as Children. *The Permanent Journal*, Vol 17(3), pp.131-141.

SOS CHILDREN'S VILLAGES

Bryson, C., Purdon, S. & Skipp, A. (2017) *Understanding the lives of separating and separated families in the UK: what evidence do we need?* Brydon Purson Social Research LLP.

Cantwell, N., Davidson, J., Elsley, S., Milligan, I. & Quinn, N. (2012) *Moving Forward: Implementing the 'Guidelines for the Alternative Care of Children'.* UK: Centre for Excellence for Looked After Children in Scotland. University of Strathclyde, Glasgow: Scotland.

Cantwell, N. and S. Jacomy-Vite, (2011) *Assessment of the Alternative Care System in the Syrian Arab.* Republic, Ministry of Social Affairs and UNICEF.

Casky, C. & Gale C. (2015) *Making Decisions for the Better Care of Children.* Better Care Network and UNICEF.

Chaitkin, S., Cantwell, N., Gale, C., Milligan, I., Flagothier, C., O'Kane, C. & Connelly, G. (2017) *Towards the Right Care for Children: Orientations for Reforming Alternative Care Systems, Africa, Asia, Latin America.* SOS Children's Villages International.

Chevalier, J., & Buckles, D. M. (2019). Participatory action research theory and methods for engaged inquiry (2nd ed.). Routledge, Taylor & Francis Group.

Chege, N. & Ucembe, S. (2020) Kenya's Over-Reliance on Institutionalization as a Child Care and Child Protection Model: A Root-Cause Approach. *Social Sciences,* Vol.9(4), 57.

Contreras, L. & del Carmen Cano, M. (2016) Child-to-parent violence: The role of exposure to violence and its relationship to social-cognitive processing. *The European Journal of Psychology Applied to Legal Context,* Vol 8, pp. 43-50.

Cossar, J., Brandon, M. & Jordan, P. (2014) 'You've got to trust her and she's got to trust you': children's views on participation in the child protection system. *Child and Family Social Work,* Vol 21(1), pp. 103–112.

Cuevas-Parra, P. & Tisdall, K.M. (2019) Child-Led Research: Questioning Knowledge. *Social Sciences* Vol 8 (44).

Davidson, E. (2017). Saying it like it is? Power, participation and research involving young people. *Social Inclusion*, Vol 5(3), pp. 228–239.

Delap, E. & Mann, G. (2019)*The paradox of kinship care. The most valued but least resourced care option – a global study*. Family for EveryChild.

Delap, E. & Reale, D. (2013) *Protect my Future: The links between child protection and population dynamics.* An Interagency Publication.

Dong, M., Anda, R.F., Felitti, V.J., Dube, S.R., Williamson, D.F., Thompson, T.J., Loo, C.M. & Giles, W.H. (2004) The interrelatedness of multiple forms of childhood abuse, neglect, and household dysfunction. *Child Abuse & Neglect,* Vol.28(7), pp. 771-784.

Drew, C. (2023) Microsystem Examples & Simple Definition (Bronfenbrenner). Helpful Professor. Please see: https://helpfulprofessor.com/microsystem-examples/

SOS CHILDREN'S VILLAGES

Dube, R.S. Anda, R.F., Felitti, V.J., Croft, J.B., Edwards, V.J. & Giles, W.H. (2001) Growing up with parental alcohol abuse: exposure to childhood abuse, neglect, and household dysfunction. *Child Abuse & Neglect*, Vol.25, pp.1627–1640.

Dube, S.R., Anda, R.F., Felitti, V.J., Edwards, V.J. & Williamson, D.F. (2002) Exposure to abuse, neglect and household dysfunction among adults who witnessed intimate partner violence as children. *Violence and Victims*, Vol.17(1), pp.3–17.

Eltanamly, H., Leijten, P., Jak, S. & Overbeek, J. (2021) Parenting in Times of War: A Meta-Analysis and Qualitative Synthesis of War Exposure, Parenting, and Child Adjustment. *Trauma, Violence, & Abuse*, Vol. 22(1), pp. 147-160.

End Violence for Children (2018) *End Violence for Children: Indonesia Country Progress Fact Sheet*. End Violence for Children.

European Expert Group on the Transition from Institutional to Community-based Care (EEG) (2012) The Common European Guidelines on the Transition from Institutional to Community-based Care. European Expert Group on the Transition from Institutional to Community-based Care.

EveryChild 2009) *Every child deserves a family: EveryChild's approach to children without parental care*. EveryChild.

Everychild (2012) *Positive care choices: Working paper 4 - Family first: Prioritising support to kinship carers, especially older carers*. EveryChild.

Family for Every Child (2014) *Why Care Matters: The importance of adequate care for children and society*. London: Family for Every Child.

Fayette, R. & Bond, C. (2018). A systematic literature review of qualitative research methods for eliciting the views of young people with ASD about their educational experiences. *European Journal of Special needs Education*, Vol.33(3), pp.349–365.

Felitti, V.J., Anda, R.F., Nordenberg, D., Williamson, D.F., Spitz, A.M., Edwards, V., Koss. M.P. & Marks, J.S. (1998) Many of the Leading Causes of Death in Adults: The Adverse Childhood Experiences (ACE) Study. *American Journal of Preventive Medicine*, Vol.14(5), pp.245-258.

Fiscal Policy Agency (Ministry of Finance) and UNICEF Indonesia (2021) *Policy Brief: The Impact of Covid-19 on Child Poverty And Mobility in Indonesia.* UNICEF Indonesia.

Flick, U. (2006) An Introduction to Qualitative Research (3rd edition). London: Sage Publications.

Flick, U. (2009) An Introduction to Qualitative Research (4th edition). London: Sage Publications.

Fouché, C., & Light, G. (2011) An invitation to dialogue: 'The world café' in social work research. *Qualitative Social Work: Research and Practice*, Vol 10(1), pp. 28-48.

Fruehwirth, J.C. & Gagete-Miranda, J.(2019) Your peers' parents: Spillovers from parental education. *Economics of Education Review*, Vol.73.

SOS CHILDREN'S VILLAGES

Gale, C. (2018) *Children without Parental Care and Alternative Care: Findings from Research*. University of Strathclyde, Glasgow, Scotland.

Garcia-Quiroga, M. & Salvo Agoglia, I.S. (2020) Too Vulnerable to Participate? Challenges for Meaningful Participation in Research with Children in Alternative Care and Adoption. *International Journal of Qualitative Methods*, Vo 19, pp. 1–11.

Gilchrist, F., Rodd, H.D., Deery, C. & Marshman, Z. (2013) Involving children in research, audit and service evaluation. *British dental journal,* Vol. 214(11), pp. 577-582.

Grant, T. (2017). *Participatory research with children and young people: Using visual, creative, diagram, and written techniques.* In Evans, R., Holt, L., & Skelton, T. (Eds.), Methodological Approaches. Springer.

Hillis, S.D., Mercy, J.A. & Saul, J.R. (2016) The enduring impact of violence against children. *Psychological Health and Medicine,* Vol 22(4), pp.393-405.

Ho, L.L.K., Li, W.H.C., Cheung, A.T., Luo, Y., Xia, W. & Chung, J.O.K. (2022) Impact of Poverty on Parent–Child Relationships, Parental Stress, and Parenting Practices. *Public Health*, Vol, 10, pp.1-10.

Holland, S., Renold, E., Ross, N. & Hillman, A. (2008) *Rights, 'right on' or the right thing to do? A critical exploration of young people's engagement in participative social work research*. Economic and Social Research Council.

Howard, A.H., Gwenz, G.D., Taylor, T. & Wilke, N.G. (2023) The relationship between adverse childhood experiences, health and life satisfaction in adults with care experience: The mediating role of attachment. *Child & Family Social Work,* Vol 28(3), pp. 589-896.

Inter-agency group on Children's Reintegration (2016) *Guidelines on Children's Reintegration*. Inter-agency group on Children's Reintegration.

International Organization for Migration (IOM) (2013) *Children on the Move*. International Organization for Migration

International Organization for Migration (IOM) (2015) *Unaccompanied children on the Move*. International Organization for Migration

International Social Services (2017) Children on the Move: from protection towards a quality sustainable solution, a practical guide. International Social Services.

Jamieson, L., Feinstein, J.L., C., Kapell, A., & Dulieu, N. (2021). *Working together: Including children in research on violence against children. A resource pack for research practitioners*. End Violence Partnership Knowledge Network, End Violence Lab, and Save the Children.

Kania, I. (2022) Family Learning Center Service Innovation in The Implementation of Children's Education During The Covid-19 Pandemic. *Edukatif : Jurnal Ilmu Pendidikan,* Vol.4, pp.5256 – 5262.

SOS CHILDREN'S VILLAGES

Kendrick, A. (2012) Relations, relationships and relatedness: residential child care and the family metaphor. *Child and Family Social Work,* Vol18, pp77–86.

Kim, Y., Lee, H. & Park. A. (2022) Patterns of adverse childhood experiences and depressive symptoms: self-esteem as a mediating mechanism. *Social Psychiatry and Psychiatric Epidemiology,* Vol.57, pp.331–341.

Lake, D., & Wendland, J. (2018). Practical, epistemological, and ethical challenges of participatory action research: A cross-disciplinary review of the literature. *Journal of Higher Education Outreach and Engagement*, Vol 22(3), pp. 11-42.

Larkins, C., Nowland, R., Robertson, L., Farrelly, N., Sharpe, D., Roy, A., Morocza, N. & Bernardo de Lemos, J. (2021) *Peer Research by Children and Young People and their allies: Rapid Evidence Review of best practices in health and social science literature.* The Centre for Children and Young People's Participation.

Lau, J.T.F., Liu, J.L.Y., Yu, A. & Wong, C.K. (1999) Conceptualization, reporting and underreporting of child abuse in Hong Kong. *Child Abuse Neglect*, Vol.23, pp.1159-1174.

Laumann, L. (2015) *Household Economic Strengthening in Support of Prevention of Child Separation and Children's Reintegration in Family Care*. ASPIRES.

Lodder, A., Mehay, A., Pavlickova,H., Hoare,., Box, L.,. Butt, J., Weaver, T, Crawford, M.J., Clutterbuck, D., Westbrook, N., Manning, K., Karlsen, S., Morris, S., Brand, A., Ramchandani, R., Kelly, Y., Heilmann, J. & Watt, R.G. (2021) Evaluating the effectiveness and cost effectiveness of the 'strengthening families, strengthening communities' group-based parenting programme: study protocol and initial insights. *British Medical Journal of Public Health,* Vol 20, pp1-13.

Lundy, L., McEvoy, L. & Byrne, B. (2011): Working with Young Children as Co-Researchers: An Approach Informed by the United Nations Convention on the Rights of the Child. *Early Education & Development*, Vol 22(5), pp.714-736.

Ludwig, S. & Rostain, A. (2009) *Family Function and Dysfunction*. In Carey, W.B., Coleman, W., Crocker, A.C.. Elias, E. & Feldman, H. (Eds.), Developmental-Behavioural Paediatrics (Fourth Edition). Elsevier Inc.

McLaren, H. & Qonita, N. (2019) Indonesia's Orphanage Trade: Islamic Philanthropy's Good Intentions, Some Not So Good Outcomes. *Religions,* Vol.11(1).

Malley-Morrison, K. (Ed.). (2004) International perspectives on family violence and abuse: A cognitive ecological approach. Lawrence Erlbaum Associates Publishers.

Marcus, R., Khan, A., Leon-Himmelstine, C. & Rivett, J. (2020) *What works to protect children on the move*. UNICEF.

Martin, F. (2011) *Improving Child Protection Responses in Indonesia: Learning from the Protection Homes for Children (RPSA)*. Save the Children and the Indonesia Minister of Social Affairs.

Martin, F. (2013) *Changing the Paradigm: Save the Children's Work to Strengthen The Child Protection System in Indonesia 2005-2012*. Save the Children Indonesia.

SOS CHILDREN'S VILLAGES

Martin, F.S. & Zulaika, G. (2016) Who Cares for Children? A Descriptive Study of Care-Related Data Available Through Global Household Surveys and How These Could Be Better Mined to Inform Policies and Services to Strengthen Family Care. *Global Social Welfare*, Vol. 3, pp. 51–74.

Martin James Foundation (undated) *Republik of Indonesia Country Profile*. Martin James Foundation.

Ministry of Women's Empowerment and Child Protection (Kementerian Pemberdayaan Perempuan dan Perlindungan Anak) (2022) *Profil Anak Indonesia Tahun.* Ministry of Women's Empowerment and Child Protection.

Moesby-Jensen, C.K. (ed.) (2019) Diagnoser i myndighedsarbejde: Børn og unge med autisme eller ADHD (s. 49-73). København: Samfundslitteratur.

Moesby-Jensen, C.K. (2021). Advocacy and Participation: Young people with autism spectrum disorder and their experiences with statutory casework. In: Bruselius-Jensen, M., Pitti, I. & Tisdall, K. M. (red.).Young People's Participation: Revisiting Youth and Inequalities in Europe. Policy Press, s. pp.175-194 20 s.

Moesby-Jensen, C. K. (2022) Børn og unge med handicap. In: Socialfagligt arbejde med anbringelser: En grundbog. Henriksen, A-K. E., Nielsen, H. S. & Antczak, H. B. (eds.). 1 udg. København: Akademisk Forlag, s. 327-345 19 s.

Moylan, C.A., Herrenkohl, T.I., Sousa, C., Tajima, E.A., Herrenkohl, R.C. & Russe, M.J. (2010) The Effects of Child Abuse and Exposure to Domestic Violence on Adolescent Internalizing and Externalizing Behavior Problems. *Journal of Family Violence,* Vol. 25(1), pp. 53–63.

NGO Working Group on Children Without Parental Care (2013) *Identifying Basic Characteristics of Formal Alternative Care Settings for Children: A Discussion Paper'.* NGO Working Group on Children Without Parental.

Namey, E.H. & Brown, A.N. (2018) Learning About Integrated Development Using Longitudinal Mixed Methods Programme Evaluation. *IDS Bulletin*, Vol. 49(4), pp. 97-114.

Nankervis, K., Rosewarne, A. Vassos, M. (2011) Why do families relinquish care? An investigation of the factors that lead to relinquishment into out-of-home respite care. *Journal of Intellectual Disability Research,* Vol.4, pp.422-433.

Nash, C.J. (2020) Patriarchy. International Encyclopaedia of Human Geography (Second Edition), pp 43-47 Available at: https://www.sciencedirect.com/topics/earth-and-planetary-sciences/patriarchy

Nastia, G.I.P., Sulastri, S. & Hidayat, E.N.(2023) Neglected Children Protection Standard in Indonesian Child Social Welfare Institutions. *Journal of Universitas Airlangga,* Vol.25(3), pp.336-345.

Nihaya, K. & Basuki, A. (2024) Feminist Therapy Approach as an Effort to Prevent Child Marriage at the Family Learning Center (PUSPAGA) Bantul Regency. *International Journal of Multicultural and Multireligious Understanding*, Vol.11 (3), pp. 18-23.

Noer, U.K., Rudiatin. E., Ardiansyah, A., Siregar, M.,   Nurjanah, N., Bolat, K. & Ifan (2019) *Questioning The Role of the State And Society in Protection Women and Children: Central Assessment Integrated Empowerment Services Women and Children (P2TP2A) In Four Districts/Cities in West Java*. Pusat Kajian Wanita dan Gender Universitas Indonesia.

SOS CHILDREN'S VILLAGES

O'Kane, C. & Lubis, S. (2016) *Alternative Child Care and Deinstitutionalisation A case study of Indonesia.* SOS Children's Villages International and European Commission.

O'Leary, P. J., Young, A., McAuliffe, D., & Wismayanti, Y. (2018) Developing the social work role in the Indonesian child protection system. *International Social Work*, Vol.62(2), pp.814-828.

Octarra, H.S., Iustitiani, N.S.D. & Ajisuksmo, C. (2022) *Situational Analysis on Child and Adolescent Participation and Civic Engagement in Indonesia*. Atma Jaya Catholic University of Indonesia, Ministry of National Development Planning (BAPPENAS) & UNICEF Indonesia.

Ortea, C., Pérez-Padillab, J., Mayad, J., Sánchez-Prietoa, L., Amera, J., Sofía Baenad, S. & Lorencec, B. (2022) An Integrated Analysis of the Impact of Spanish Family Support Programmes with Informed Evidence. *Psicología Educativa.*

Petrowski, N; Cappa, C., Gross, P (2017): Estimating the number of children in formal alternative care: Challenges and results. *Child Abuse & Neglect,* Vol 70, pp. 388-398.

Pont, A.V., Hafid, F., Kadar, R., Al-Mutair, W.M., Irab, S.P. & Efendi, F. (2023) F actors associated with birth registrations in Indonesia. *Electronic Journal of General Medicine*, Vol. 20(2)pp. 1-7.

Republic of Indonesia (2016) *National Strategy Elimination of Violence against Children 2016-2020.* Ministry for Women's Empowerment and Child Rights.
.
Ritchie J., Lewis, J. and Elam, G. (2006) Designing and Selecting Samples. In: Ritchie, J. and Lewis, J. (eds.) <u>Qualitative Research Practice: A Guide for Social Science Students and Researchers</u>. London: Sage Publications.

Robson, C. (2002) <u>Real World Research </u>(2nd edition). Malden: Blackwell Publishing.

Roby, G. (2011) *Children in Informal Alternative Care*. UNICEF.

Sabo, K. (2001) *The benefits of participatory evaluation for children and youth, Participatory Learning and Action Notes Issue 42.* International Institute for Environment and Development London.

Save the Children, DEPSOS RI and UNICEF (2007) *Someone That Matters: The Quality of Care in Childcare Institutions in Indonesia*. Save the Children.

Save the Children Indonesia (2016) *Case Management and Child and Family Support Center / Pusat Dukungan Anak dan K206eluarga (PDAK).* Save the Children Indonesia.

Save the Children Indonesia (2019) Annual Report (BERPIHAK PADA ANAK). Save the Children Indonesia.

Shakespeare, T. (ed) (2015) <u>Disability Research Today: International Perspectives.</u>. New York: Routledge.

Shamji, Y. (2007). "'Our Voice' - A Project by Children and Youth with Additional Needs: A Children's Participation Case Study from Lebanon." *Children, Youth and Environments* Vol 17(3), pp. 66-83.

SOS CHILDREN'S VILLAGES

Sim, A., Bowes, L. & Gardner, F. (2018) Modelling the effects of war exposure and daily stressors on maternal mental health, parenting, and child psychosocial adjustment: a cross-sectional study with Syrian refugees in Lebanon. *Global Mental Health,* Vol.5, edition 40, pp. 1-12.

Simkiss, D. (2019) The needs of looked after children from an adverse childhood experience perspective. *Paediatrics and Child Health*, Vol 29(1), pp 25-33.

Social Research Association (2021) Research Ethics Guidance. Social Research Association.
Available at: https://the-sra.org.uk/common/Uploaded%20files/Resources/SRA%20Research%20Ethics%20guidance%202021.pdf

SOS Children's Villages International (2020) *Consultation Conducted with Children: Receiving Family Strengthening Services and Residential Care, A summary of findings*. SOS Children's Villages International.

SOS Children's Villages International and CELCIS, Centre for Excellence for Children's Care and Protection, University of Strathclyde (2021) *Safe Places, Thriving Children: Embedding Trauma-Informed Practices into Alternative Care Settings*. SOS Children's Villages International and CELCIS, Centre for Excellence for Children's Care and Protection, University of Strathclyde, Glasgow, Scotland.

Stein, M. (2005) *Resilience and young people leaving care: overcoming the odds*. Joseph Rowntree Foundation.

Stein, M. (2012) Young People Leaving Care: Supporting Pathways to Adulthood. London: Jessica Kinglsey Publishers.

Stuart, K., Robson, I., Henderson, E. & Browning, R. (2021) *Youth Participatory Research Resources*. NIHR Applied Research Collaboration (ARC) North East and North Cumbria.

Tarabah, A., Badr, L. K., Usta, J., & Doyle, J. (2016) Exposure to Violence and Children's Desensitization Attitudes in Lebanon. *Journal of Interpersonal Violence*, Vol, 31(18), pp.3017-3038.

The Alliance for Child Protection in Humanitarian Action (2019) *Discussion Paper, Review of Existing Definitions and Explanations of Abuse, Neglect, Exploitation and Violence against Children*. The Alliance for Child Protection in Humanitarian Action.

The Global Social Service Workforce Alliance and UNICEF Indonesia (2019) *The Social Service Workforce in the East Asia and Pacific Region: Multi-Country Review October 2019*. The Global Social Service Workforce Alliance and UNICEF Indonesia

United Nations Development Programme (UNDP) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) (2023) *The Paths to Equal: Two indices on women's empowerment and gender equality.* UNDP and UN Women.

UNDP & USAID (2014) *Being LGBT In Asia: Indonesia Country Report - A Participatory Review and Analysis of the Legal and Social Environment for Lesbian, Gay, Bisexual and Transgender (LGBT) Persons and Civil Society*. UNDP & USAID.

UNFPA Indonesia (2015) *Women and Girls in Indonesia: Progress and Challenges*: *UNFPA Indonesia Monograph Series No.5*. UNFPA Indonesia

UNFPA Indonesia (2019) *Annual Report Government of Indonesia - UNFPA Strategic Partnership Ninth Country Programme 2016-2020.* UNFPA Indonesia.

UNHCR Progress report, mid 2016, Indonesia Available at: https://www.refworld.org/policy/strategy/unhcr/2016/en/112301

UNFPA Indonesia (2019) *Annual Report Government of Indonesia - UNFPA Strategic Partnership Ninth Country Programme 2016-2020.* UNFPA Indonesia.

UNICEF (2020a) White Paper: *The role of small-scale residential care for children in the transition from institutional to community-based care and in the continuum of care in the Europe and Central Asia Region*. UNICEF ECARO Office.

UNICEF East Asia and the Pacific Regional Office and the Global Social Service Workforce Alliance (2019) *The Social Service Workforce in the East Asia and Pacific Region: Multi-Country Review*. UNICEF Bangkok.

UNICEF Indonesia (2015) Championing child rights and child protection in Indonesia. UNICEF Indonesia.

UNICEF Indonesia (2020a) *UNICEF Advocacy Brief: Child Protection. Implementing child protection and welfare in Indonesia – For every child.* UNICEF Indonesia

UNICEF Indonesia (2020b) *UNICEF Advocacy Brief: Child Protection. Developing strong policy and regulations for every child.* UNICEF Indonesia

UNICEF Indonesia (2020c) *The State of Children in Indonesia*. UNICEF Indonesia.

UNICEF Indonesia (2020d) *Infographic on Social Services Workforce Strengthening*. UNICEF Indonesia.

UNICEF Indonesia (2020e) *Child Protection*: *Integrated Child Welfare Service Model*. UNICEF Indonesia.

UNICEF Indonesia (2020f) *Child Marriage Fact Sheet*. UNICEF Indonesia.

UNICEF Indonesia (2020j) *Children with Disabilities and Education.* UNICEF Indonesia

UNICEF Indonesia (2020i) *Children Living Outside of Parental Care.* UNICEF Indonesia.

UNICEF Indonesia (2023a) *Discussion Paper: Key Issues for Children with Disabilities in Indonesia*. UNICEF Indonesia

UNICEF Indonesia (2023b) *Empowering Every Child: Embracing Diversity and Inclusion for All: Landscape Analysis on Children with Disabilities in Indonesia*. UNICEF Indonesia.

UNICEF Indonesia (2023c) Country Office Annual Report 2023. UNICEF Indonesia

SOS CHILDREN'S VILLAGES

United Nations Development Programme (UNDP) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) (2023) *The Paths to Equal: Two indices on women's empowerment and gender equality.* UNDP and UN Women.

United Nations General Assembly, *Convention on the Rights of the Child*, 20 November 1989, United Nations, Treaty Series, vol. 1577 (Preamble)

United Nations General Assembly. (2009). *Guidelines for the Alternative Care of Children*. Resolution A/RES/64/142.

United Nations General Assembly (2019) 'Promotion and protection of the rights of children' adopted by the General Assembly at its 74th session, 19 November 2019, A/74/395.

US Department of Labor (2022) *Findings on the Worst Forms of Labor- Indonesia*. Available at: https://www.dol.gov/agencies/ilab/resources/reports/child-labor/indonesia

Willi, R., Reed, D. & Houedenou, G. (2020) An evaluation methodology for measuring the long-term impact of family strengthening and alternative child care services: the case of SOS Children's Villages. *International Journal of Child, Youth and Family*, Vol 11(4.1) pp. 7-28.

Wilke, N.G., Howard, A.H., Todorov, S., Bautista, J. and Medefind, J., (2022) Antecedents to child placement in residential care: A systematic review. *Institutionalised Children Explorations and Beyond*, Vol 9(2), pp.188-201.

World Bank. (2020). *Indonesia Country Gender Assessment: Investing in Opportunities for Women*. World Bank.

Wulan, T.R., Dadan, S., Martono, N., Primadata, A.A., & Ihsan, A. (2023) *Policies to Protect Children during the Pandemic in Indonesia: Between Expectation and Reality.* KnE Publishing. Available at: https://knepublishing.com/index.php/KnE-Social/article/view/12844/20696

SOS CHILDREN'S VILLAGES