Policy Networks Model and Efforts to Reduce of Childs Abuse of Indonesia

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Abstract: *The poverty remains a major social problem of the Indonesian now. The poverty has become a major cause emergence of mistreatment against children or child's abuse. The evidence suggests that the social problems of children are becoming increasingly severe. Though children's are the future generation of this country. This indicates that the state did not succeed in fulfilling the basic rights of its citizens, so that is categorized as a class deserves a failed state. Although many models of policy and social services for children conducted by the government, but the results have not be effective. There are still many obstacles and hurdles stymie. That's why, now required a reform or policy changes to against a variety of policy strategies and models of the social services, which proved unsuccessful. Policy changes must be made by applying a policy network approach to strategy of policy network in assessing and addressing social problematically of the children, especially the impact of the launch of abuse against children or child abuse.*
Keywords: *child's abuse, failed state, policy networks model*

I. Introduction

The social problems are referred to as child maltreatment is a derivative of the main problems faced by the country. The main problem is and being experienced by Indonesia today is the low quality of Indonesian human life. This is shown by the low Human Development Index (HDI) when compared to other countries. HDI rank of Indonesia as shunted by the Human Development Report (HDR) [1] is that the HDI this country still ranks 108 out of 169 countries in the world. One of the actual conditions is an indicator that the quality of Indonesian human through these alerts is the issue of poverty is still a crucial issue. The number of poor people in Indonesia from year to year always showed a high rate, both absolute and relative terms, both in rural and urban areas. Poverty has a negative impact is spread (multipliers effects) against the social order as a whole. Many studies show that poverty is the outcome of other social problems. For example, the problem of street children, abuse of children (child's abuse), domestic violence, rundown houses, crime, drink alcohol, ignorance, and unemployment all related to the problem of poverty.

One of the social policy issues that continue to be crucial in this country and need to be addressed in a comprehensive manner is called a kind of social problems with abuse of children or Perlakuan Salah Terhadap Anak (PSTA) or "child's abuse". Attention to the institutional state "child protection" lasted just about a decade, precisely when the promulgation of Law No. 23 of 2002 on the Protection of Children. Affirmed in the law, that the state must ensure the welfare of each of its citizens, including the protection of children's rights that are part of human rights, because the child is the mandate and the gift of God Almighty, who in her inherent dignity and worth as a human completely.

Why should the state or government institution responsible for child protection issues? The answer of course because children are budding, the potential, and the younger generation successor to the ideals of the struggle of the nation, has a strategic role and has special characteristics and properties that ensure the continued existence of the nation and the state in the future. So that the child should receive the widest possible opportunity to grow and develop optimally, both physically, mentally and socially, and noble, necessary protective measures and for the welfare of children by providing a guarantee of fulfillment of their rights and their treatment without discrimination.

Basically, the government has established two institutions oriented towards the protection of children, it's are the Protection Commission for Indonesian Childs (PCIP) or Komisi Perlindungan Anak Indonesia (KPAI), through Presidential Decree No. 77 of 2003 on the Protection Commission for Indonesian Childs (PCIP) and the National Commission for Child Protection (NCCP) or Komisi Nasional Perlindungan Anak (Komnas PA). Both the child protection agency is independent and aims to improve the effectiveness of child protection in Indonesia. Nonetheless, it seems that the problem of child abuse (child abuse) still continues even more escalated and varied forms. The description of the problems the wrong treatment for children in Indonesia, we can see in the following section.

II. Description of the Childs Abuse Problems in Indonesia

An observer of the child, John Gray [2] in his book entitled Children Are from Heaven, telling how children are born good and innocent. However, we often are not responsible for wisely support them so that the potential and talent drawn out. Therefore, children need us (meaning adults) to fix them or make them better. Children rely on our support to grow. Children who are still dependent, of course, different from adults who are generally theoretically and practically no longer be classified as a vulnerable group. In contrast to adults, in the world of reality children often become targets and victims of violence with long and permanent impact.

The problematic of children's, by Suharto's [3] and [4], said has a social policy researcher describing the problem child into three concepts. The third conception of child problems is that the concept of abuse of the child or PSTA (child abuse or child maltreatment), the concept of child neglect (child neglect), and exploitation of children (child exploitation). However, in this context will be used the same terminology for these three concepts namely child maltreatment (PSTA), which includes three aspects: firstly, the physical (physical abuse) is torture, beatings, and torture of children, with or without the use of certain objects, which cause physical injury or death to the child. Triggers physically child's abuse is generally because the behavior of children who do not favor his parents.

Secondly, psychological (mental abuse) includes scolding, delivery rant and dirty, showing books, pictures and movies pornography in children. Children who received this treatment showed symptoms of mal-adaptive. Third, sexually (sexual abuse) can be pre-treatment sexual contact between children and larger (through words, touch, visual images, exhibitionism), and treatment of direct contact between children and adults (incest, rape, sexual exploitation). Finally, social (social abuse) can include child neglect and exploitation of children. Neglect of children is the attitude and treatment of parents who do not give proper attention to the process of growing up. For example, children excluded, removed from the family, or not given education and proper health care. Child exploitation refers to discrimination against children who do family or community.

Among the four categories, the concept of child abuse socially include many more children problems, among others: (a) children who experience neglect (child neglect) and exploitation (child exploitation) such as street children (street children) and child labor (child labor) which works in the formal industrial sector that is dangerous and exploitative; (b) children who are in emergency situations, such as children in refugee camps, natural disasters, armed conflict and social unrest; (c) trafficked children (child trafficking), good for child prostitution as well as for domestic servants, children of minority groups and is derived from remote indigenous communities; (d) children involved crime or conflict with the law; (e) the child involved in the production and trafficking of drugs, including child victims of drug misuse; (f) the child victims of HIV / AIDS and (g) child victims of social discrimination.

After outlining a description of the problems of children, especially the problem of abuse against children (child abuse), the following are also presented factual description about the problems of children who shunned by a number of institutions that come into contact with child protection in Indonesia. Based on data collected by the NCCP in 2007 [5], a case of child abuse is detected reached 1,510 cases. A year later the number had risen to 1,826 cases. Then in 2009 the number jumped to 1,998 cases. Well, get in 2010 through the third week of September there were already 2,044 cases, the increase is around 20-38 percent.

The three of categories of violence defined by PCIC, namely are physical violence, sexual violence, and psychological violence commencing during 2007 to 2009, cases of psychological violence is ranked first with 2,094 cases, followed by sexual assault cases totaled 1,858 cases, and as many as 1,382 cases of physical violence case. The number of cases of child abuse NCCP is obtained through public complaints that come directly or by phone in Jakarta and surrounding areas. While the levels of violence nationwide in 2010 reached 21 million cases, an increase of 18 million cases in 2009 before. In 2010 there were at least 292 people were killed after being tortured, and 70 percent of the perpetrators are women who are victims of domestic violence (domestic violence).

Meanwhile, in the notes to the end of 2010, PCIC revealed portrait dull problem child in this country. They are supposed to be forefront of protecting angels of God entrusted this, not even consciously aware of conspiring to damage them. State, government, society, and the elderly, should be responsible for guaranteeing the rights of children. Indeed, otherwise just sharing sin. In late 2010 notes the PCIC, shunt that: firstly, there are millions of children in Indonesia until now has not had the opportunity to attend school. In 2009, in the group of 7-15 years, there are 2.5 million children who are not schooling. While at the age of 13-15 years 1.8 million children are not in school. Indonesian children who live in overseas areas too, such as palm oil plantations in Tawau and Sabah, Malaysia, in 2009 there were more than 30,000 children of school age who do not have a birth certificate that could not go to school.

Secondly, the state is also ignorant fulfill children's rights in the health field. According to the United Nations specialized agency dealing with children's rights, UNICEF in 2009 and then announced there are 10 million children less than 5 years (toddlers) in Indonesia are malnourished and protein? By the Ministry of Social Affairs of Indonesia released that there are 464 Indonesian children under the age of 15 years of

HIV/AIDS contracting via syringe and the transmission of HIV from their mothers. At the end of 2010 were struck also by the "baby smoker". NCCP discovered there were 5 cases of children who are addicted to smoking. Thirdly, during the year 2010 NCCP also found 405 cases of child trafficking were sold for sexual exploitation. In addition, also received 7 cases about infants who traded under the guise of adoption through the clinic when illegal. Finally, a children victim of natural disasters also needs special attention. One example is the case of the assessment results NCCP at the refugee victims of the eruption of Mount Continuous Karo, North Sumatra, there are 1,385 children living in these places.

In the assessment of the ICCP, as announced at the end of 2010 records, there are several factors that cause the appearance of a series of problems of children in Indonesia. Where these factors also become barriers and obstacles also in minimizing the problem of children, especially that caused by the presence of child abuse earlier. The factors in question are weak involvement and participation of the community to prevent violations of the rights of children in each community environment, lack of public knowledge about the family, especially children's rights that have been guaranteed by a variety of positive law and parenting are still more promoting family authority (in the name of discipline) unequal participatory parenting. Then it must be admitted also that there has been a degradation of values and a crisis of solidarity between the people to each other to prevent violence against children in their respective communities. As well as knowledge of the government, especially law enforcement officers concerning children's rights set forth in the International Convention on the Rights of the Child positive law is still lacking, though the Government (Police, Prosecutor's Office and the Supreme Court of) have signed a Memorandum of Understanding for the treatment of children in conflict with the law.

In addition to the things mentioned there are still some factors that assessed the constraints and barriers to minimize the issue of children, among others: approaches used to resolve this issue as long as the child still sectored and less involving other stakeholders in the community, coordination between Child Protection Agency in society and government institutions have not been effective. Many cases the public complained to institutions such as the Child Protection Agency and the National Commission for Child Protection; have not received adequate responses by each local government; still very lack of budget allocated by each local government for child protection matters and the last is still a factor regulatory steps that ensure child protection in the form of local regulation (regulation) on the regulation of child protection guarantees both at the district / city and province.

In addition to a variety of factors that constrain and hurdles that still seem very normative as described above, there are also several internal and structural factors that inhibit a case PSTA (child abuse) resolved in a comprehensive manner. as Zastrow [6]; Suharto [3] and [4], describes these factors include: (a) the denial of the victim, the victim did not report the abuse for fear of the consequences that would be accepted either of the perpetrator (threats) and from the events themselves (traumatic, disgrace); (b) manipulation of the offender, the offender is generally larger people (adults) often rejects accusations that he was a culprit with accused child to lie or to experience the "wild imagination"; (c) consider the case of a family who suffered the ignominy of PSTA as if expressed in general; (d) the assumption that matters relating to family matters (the relationship between parents and child, husband and wife) inappropriate interference by the public; (e) the general public unaware of the exact "signs" in children who are victims of PSTA, especially in cases of sexual abuse, in the absence of physical signs are evident; and (f) reporting systems and procedures are not known precisely and clearly by the public.

With regard so broad and varied scope of the problem child, the largest of which are the result of child maltreatment (child abuse), which is not only done but also apparently left alone by the government, family, and even the public at large. So it can be said that the problem of children who caused "child abuse" basically has taken place in a systematic and complex. To that end, the solution to the problems of children also needed a breakthrough in handling policy.

Although actually has many types of policies that have been carried out, either directly or indirectly held by the government. For example, since the 1980s organized childcare program abandoned and street children with a model of "Shelter". However, this model has failed even by the stout regarded as naive and unwarranted policy. Even considered as implementation-oriented model is just more "projects". Though the program has spent so much of public budgets

Basically, the government has made various efforts and initiatives, both in the form of policies, programs, and activities of social services, all of which would aim to address the problems of children (child abuse), as described above. Nevertheless, it remains yet to show results as expected. Quantitatively, the number of children who suffered the wrong treatment (maltreatment) in recent years, the increasing presence, as revealed through the data is the National Commission for Child Protection. Similarly, qualitative, maltreatment of children are also more varied, not only physically, psychologically, and sexually, but also many children who do not get their basic rights, for example in terms of access to education, the right to health care, and so on.

Although the government through the Coordinating Minister for the Economy, Hatta Rajasa, at the news conference on January 3, 2011, claiming that the Indonesian poverty rate has been reduced from 16.2

percent in 2009 to 13.2 percent in 2010, or the number of poor people has been reduced approximately 1.5 million from 32.5 million in 2009 to 31 million in 2010. However, the fact remains indicate that poverty is experienced over the years, and resulted in the emergence of various kinds of social problems of children. According to Chomsky [7], so it shows that Indonesia is included in the category of countries that failed (failed state), especially in preventing the emergence of no violence against citizens (children), and are not able to ensure the fulfillment of basic human rights such as the right to a decent life, access education and health.

Similarly, according to Ghani and Lockhart [8] that a country is categorized as a failed state when it is not able to prevent acts of violence (physical and psychological) against its citizens, do not pay attention to the importance of investment in human resources for generations to come, and not capable of formulating social policy about the rights of citizens.

III.   Policy Network Model: Efforts Strategies of the Reduce Childs Abuse
The problems that enveloped the world of Indonesian children today, as has been described above, basically a social problem, which has a broad and long-term impact. Therefore, it is imperative that a comprehensive attention. Problem children are social problems that must of course be interfered with social policy as well. For this reason, in this section will be presented a variety of alternative social policies that are considered to overcome the social problems. Policies can be viewed from three of perspectives, firstly, social policy as a process, refers to the stage of policy formulation in relation to the variables of socio-political and methodological techniques. Policy is a stage to make a plan of action that starts from the identification of needs (assessing need), the determination of the action alternatives, selecting a policy strategy, and evaluation of policy implementation.

Secondly, the policy as a product (product) refers to the results of the process of policy formulation or social planning. In this sense social policy covers all forms of regulation, legislation or program proposals that serve as guidance in carrying out various activities or projects. The second dimension of this view of social policy as the formulation of strategies (formulated strategy), or as a master plan (standing plan). Should be clarified that the regulations or legislation is a policy, however, not all policies are rules or legislation. Policies can also form a policy or policy paper manuscript, which is in the tradition of government in western countries, policy paper is usually known as the white paper and green paper. Thirdly, the policy as a performance, social policy is a description or evaluation of the results of the implementation of social policy products or the achievement of development plans. Social policy in this sense involves analysis activities to see the impact or influence in society, whether they are positive or negative, as a result of the imposition of a rule, law or a program.

In the system of social welfare and the welfare state system, the substance of social policy has been reinforced by presenting three cedar defining characteristics of social policy, Spicker [9]. The third characteristic is the first social policy, social policy is about policy. Social policy is about "policy". That is, although the social policy field in contact with food, education, and health, he has the focus and their own affairs, namely concerning the affairs of "policy". For example, although often in contact with the "food" but does not learn or care about the food itself, but rather with the regulation and distribution of these foods. Social policy is also not directly in contact with the child's development, but with education and social services to help overcome the difficulties children to grow and thrive.

Secondly, social policy is concerned with issues that social. Social policy dealing with issues of a social nature. However, the social meaning here is not to be widespread, but rather refers to the diverse collective responses made to address social problems perceived by the public. The latter is a social welfare policy is about. Broader meaning, welfare can be interpreted as a "well-being" or "good condition". However welfare also means "the provision of social services provided by the state" and as "on certain types of benefits, especially means-tested social security, aimed at poor people".

Related to this social service system, which is quite popular in Indonesia, is a semi-home service system that is more open and less rigid. In-home service system this spring, the social worker (social worker) determine mentoring programs, and various types of services in a halfway house, the house is open to a wide range of activities, home learning, home stopover, or a substitute family home child develop sub- particular culture. In addition, for street children and child labor are service system known as the location-based services. In this system, the social workers came to the factory or the location where the child is and utilize existing facilities in the vicinity as a medium and a means of help.

Based on the description of the various concepts of social policies and policy forms that have been and still are run in association with the minimization of child abuse can be classified into two forms of intervention, namely the firstly, direct intervention by the government through the bureaucratic instruments, ranging from central government to the bureaucracy local government. Form of intervention in this category, among others, the establishment of units in each local government organizations as social rehabilitation centers, shelters, social institutions, and so on. Secondly, indirect intervention by the government through various regulatory

instruments (Laws (UU), Presidential Decree (KEPRES), Regional Regulation (PERDA), and other relevant regulations). Form of intervention in this category, among others, forming independent institutions such as the National Commission for Child Protection (NCCP) and the Protection Commission for Indonesian Childs (PCIC), which has stood since 2003. Institutions of the PCIC until now been formed in all the provinces.

The researchers and social practitioners concluded that the policy or pattern of social services for children in general, which has been applied so far in various countries, including these three levels of service, namely Micro (Model A), Mezzo (Model B), and Macro (Model C). In the model of micro services, child care used as the main target. Children who experience physical and psychological injuries were immediately given immediate assistance, such as medical care, counseling or in a very dangerous situation, a child can be separated from family and life-threatening environment. System of services provided, both models A, B, and C, can take the form of institutional care where children are experiencing problems placed in institutions (nursing). Counseling, education or social rehabilitation given settling within a certain time. When the non-institutional care, the various types of services are provided in a family or community in which the child resides. Here children can also be given social support.

In addition there is also a view of the classification based on social support (social support) into four categories: (a) Concrete support, namely the provision of money, goods, clothing, accommodation, transportation can help or alleviate the burden of the client or the client's tasks, especially in times of crisis ; (b) Educational support, the provision of information, knowledge and skills so that the client is able to deal with the problem; (c) Emotional support, namely the provision of interpersonal support, acceptance, warmth, and understanding when a client facing stressful events (stress and shocks); and (d) Social integration, namely the provision of access to or positive contact with the social networks that are beneficial to the implementation of the role of the client, including a sense of affiliation and personal validation of the client [4].

Models of Social Services for Children

Levels	Main Focus	Strategy Programs
Model A: Micro	Childs	Crisis Intervention, Counseling, Medical Care, Separation Temporary / Permanent, Social Support
Model B: Mezzo	Family (Parent, Sibling), Group (Group Play, Peer Groups), Significant Others	Family And Marriage Counseling, Group Therapy, Productive Economic Aid
Model C: Macro	Local Communities, Local Government, State	Community Empowerment, Social Therapy, Campaigns, Social Action

Sources: Suharto [3]

Conceptually alternative policies through a model of social services for children, as in the above table and the various forms of social support to children with problems, it seems most of these concepts already underway in Indonesia today. However, the results and the impact are not optimal, proven problematic conditions of children in various forms of variation from year to year increase. This is caused by the lack of appropriate strategies and effective policies. Therefore, needed policy reforms handling troubled children (child abuse) with a "networking policy" or "policy networks".

Approach "networking policy" or "policy network" as a strategy to reform or policy changes (policy change) have been described theoretically that a "policy network" to promote a change in policy is influenced by a variety of variables, namely resource; preferences; strategy; Perceived problems and solutions; and the rules and norms. Each of these variables will have no effect, either directly or indirectly, to a change in policy [10]. Further explained that the various variables "policy network" is will depend on a variety of variables also coming from outside the so-called "exogenous variables", which consists of: externally imposed legal changes in the power and responsibilities of public actors; changes of government; economic events; scientific and technological development; and disasters.

In the sense that the "exogenous variables", which includes changes to the various types of laws that regulate public actors, the occurrence of a change of government (succession), the changes in the economic context (fiscal changes, subsidies), the development of science and technology (ICT application), and the occurrence of natural disasters (earthquakes, floods, volcanic eruptions), affects the variable "policy network", which in turn will determine a policy change, gradual pace (incrementally change) or a radical policy change (fundamentally change).

Then the network policy can also be seen in four models of network policies, namely bureaucratic; participatory; pluralist network, and network issues. One or more of these policy network model, can be considered as a model for policy change policy network handling the problem of children (child abuse). For example, models of bureaucratic and participatory networks, which may have been done by the government, but not maximized because of, limited resources, especially the budget and handling methodology [11].

In the context of the policy change handling of children (child abuse) on this exposure, this approach seems very appropriate. Given that the handling of the child will not be effective if it is only done by a single

actor who was named the state (government), including if the handling is only charged to the parents of the child. Required the involvement of a wide range of strategic actors in the network policy. Network policy (policy network) in the context of policies to deal with the problem of children (child abuse) composed of state institutions (executive, legislative, and judicial), religious institutions and institutions, political parties, members of the profession, academics and experts. It may even be expanded with the involvement of the student / students, the media, private companies. The form and nature of the relationship between these kinds of network is very diverse and certainly requires management and coordination that are not simple. Policy alternatives offered at this exposure is the integration between the model policy and social services for children consisting of three models namely models A (Micro), model B (Mezzo), and the model C (Macro) with a "networking policy" to encourage change from current conditions.

IV. Conclusion

Facts show that the social problems of children as a result of the abuse of children apparently from year to year, the form and nature of increasingly complex and varied. Several factors are considered as the cause, among others: the lack of participation of various stakeholders, is still a lack of knowledge about the importance of realizing the rights of children, the degradation of values and social solidarity, the solution approach is still sectored, inter-agency coordination with the government watchdog child (area) is not effective, is the lack of budget, and regulatory steps that ensure the protection of children, particularly at the local government level (local regulations).

Various efforts have been and are being made, various models and forms of the program have been implemented, but these are not effective. Most of the programs are run only temporary relief, short-term, and even just be an annual project. It seems that it takes one of which is a strong political commitment from the state, if it does not want to be perceived more as a failed state (failed states).

Strategies or approaches to various models of policy and social services children who are still conventional. As if only the responsibility of the government and the child's parents. It is time to do the changes (policy changes). It takes a "policy network" or "network policy", is a policy approach that not only the involvement of various actors or stakeholders, but also Noting various resources in the network policy variables, including variables exogenous, the macro and comprehensive.

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