

Communication Model of Collaboratif Governance :
Protection and Social Welfare of Children in Aceh

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Abstract

This study was conducted to examine collaborative communicative as a child protection model from upstream to downstream. The involvement of all elements of government institutions and villages is a social actualization in a comprehensive protection program. Data on cases of child abuse shows that cases of sexual harassment and abuse until 2020 were mostly carried out by people closest to them. The Banda Aceh Police noted that in 2020 there were 32 cases of violence against children, and an increase of 11 cases compared to 2019 which was only 21 cases. The Aceh Women's and Children's Empowerment (DP3A) noted that from January to June 2021 it reached 202 cases. This is important because so far various efforts to protect children are still ongoing and carried out instantaneously. This study uses a qualitative approach with observation, in-depth interviews and documentation review. Collaborative communication carried out by all lines of institutions related to the needs of the protection program to the gampong level in response to the child protection programs that have been carried out so far. Collaborative communication networks are realized in the form of synergies in various comprehensive handling of violence against children.

Key Word : *Child protection, Collaborative communication, Institutional communication network*

A. Background

Cases of violence against children and women in recent decades have increased drastically. The Ministry of Women's Empowerment and Child Protection (PPPA) noted that from January 1 to March 16, 2021, there were 426 cases of sexual violence out of a total of 1,008 cases of violence against women and children (Jakarta, Kompas.com). Moreover, with data shown by the Online Information System for the Protection of Women and Children (SIMFONI PPA), there are around 3000 children who have become victims of violence during the COVID-19 pandemic. This means that cases of violence against children have increased drastically even during the COVID-19 pandemic.

In Aceh itself, it was recorded that in 2020, there were 254 cases of violence against women and children, including 62 cases of child sexual violence, and 89 cases of psychological violence. Even the Banda Aceh Police noted that in 2020 there were 32 cases of violence against children, and an increase of 11 cases compared to 2019 which was only 21 cases. The Aceh Women's and Children's Empowerment Service (DP3A) noted that from

January to June 2021 it reached 202 cases. Of these, three forms of violence with a very high number, 46 cases of sexual harassment, 45 cases of psychological violence, while 34 cases of physical violence. Of the 23 regencies/cities, the city of Banda Aceh ranks first in the number of cases of violence against children with 20 cases. Meanwhile, 2 regencies/cities have zero cases of violence against children, namely Simeleu and Gayo Luwes districts.

This data shows that the dynamics of the trend of violence against children is still quite high, even though in some districts/cities there has been a decrease in the number of violence against children.

The high number of cases of violence against children in several areas in Aceh can be caused by several factors, both internal family factors and external factors from the family environment and massive public domination of children's rights. Mulyadi (2016) adds violence against children psychological factors, social factors, cultural factors, and legal factors that develop. From the psychological aspect, violence against children can be caused by family members/closest communities experiencing mental illness. The social aspect is the lack of *social control* and supervision in the community regarding violence against children and women. The cultural aspect sees children as belonging to absolute and controllable and must meet the wishes of the family and society. While the legal aspects that cause violence against children, the punishment given to perpetrators of violence against children is still weak, thus providing opportunities for perpetrators of violence to commit or repeat acts of impression on children, either intentionally or unintentionally.

It is natural that various cases of violence often appear in a uniform circle of violence with almost the same pattern of violence and forms of violence, both cases of sexual harassment and physical and psychological violence. In this position, children as victims are often neglected in the context of legal equality and comprehensive legal settlement. This is especially true with the phenomenon of sexual violence such as an iceberg whose cases often go unrevealed and reported.

Through the Government Regulation of the State Minister for the Empowerment of Women and Children Number 01 of 2010 concerning minimum service standards in the field of integrated services for women and children victims of violence, the government carries out various technical and persuasive policies related to violence against children that often occurs in the community. Article 5 states that there are several integrated services carried out by the government for children and women victims of violence;

- a) handling of complaints/reports of victims of violence against women and children;
- b) health services for women and children victims of violence;
- c) social rehabilitation for women and children victims of violence;
- d) law enforcement and assistance for women and children victims of violence; and
- e) repatriation and social reintegration of women and children victims of violence.

With this regulation, it is hoped that it will become the right medium in realizing the handling of child cases in an integrated manner. As also stated by President Joko Widodo, there are 3 efforts that the central government continues to make to the district/city governments in preventing increased violence against children. First, prioritizing violence prevention by involving families, schools and communities. Prevention actions can be carried out in various ways, for example, campaigns, outreach, interesting public education and raises social awareness. Second, fixing the reporting system and service for complaints of violence against children. Third, carry out major reforms in the management of handling cases of violence against

children, so that they can be processed quickly, integrated and comprehensively (Hukumonline.com, 13/01/2020).

The format for resolving acts of violence is described in regulations and strengthening related institutions as the seriousness of the central and district/city governments in dealing with various acts of violence against children. In addition to integrated services, the government through related agencies builds cooperation in the framework of handling violence against children and women in an integrated manner.

The mechanism for handling acts of violence against children, which is still *top-down*, causes the settlement of cases of child violence to escape supervision and legal justice for children as victims and perpetrators. In practice, the handling strategies and policies that are accommodated through regulations and technical policies have not been able to provide optimal services for violence against children and women. The number of violence against children has increased sharply in recent decades, not only in urban areas but also in rural areas. Weaker social solidarity and increasingly prominent *individualism* in today's patterns of community interaction have caused cases of violence against children to frequently occur, either physically, psychologically, or sexually.

Moreover, the cross-sectoral mechanism in handling cases of violence and children's social welfare is still carried out partially and seems to be fragmentary, sectoral egos and have not been well coordinated between one agency and another are one of the obstacles to the weak handling of violence and improvement of children's social welfare in Indonesia. Aceh so far.

Based on the above experience, this study focuses on the communication model developed in 3 districts/cities in Aceh, Banda Aceh City, Lhokseumawe City and Aceh Barat District supported by UNICEF, the Indonesian Ministry of Social Affairs and Non-Governmental Organizations (PKPM Aceh) as local partners. which seeks to change the pragmatic paradigm of handling violence and improving children's social welfare to a collaborative *governance* paradigm in handling child protection in an integrated and sustainable manner. The involvement of related institutions such as the social service, the Aceh Women and Children Empowerment Service (DP3A), the education office, the health service, the police, MAA, Disdukcapil, and other institutional elements in an umbrella of cross-sectoral communication networks as a medium that has often been overlooked in handling violence. and child welfare.

B. Research Method

This study uses a qualitative approach. With a qualitative approach, the author attempts to observe and reveal the realities that occur and develop related to the *Collaborative Governance* communication of relevant agencies in protection programs and realizing children's social welfare. The focus of this study was carried out in 3 districts/cities including; Banda Aceh City, Lhokseumawe City and West Aceh Regency for 1 year from the beginning of 2019 to the end of 2020. The location selection was based on the high number of acts of violence against children, both physically, psychologically, and sexually. Through phenomenological studies with critical sociological analysis as the main footing, they are able to explore existing social realities related to collaborative communication in handling violence and children's social welfare. Data was collected through involved observation, interviews and interactive dialogues as well as

documentation studies. Meanwhile, data analysis was carried out through the stages of data reduction, data presentation to data verification and drawing conclusions.

C. Results and Discussion

Child Social Welfare and Protection System

By looking at the existing legal footing, the *policy* and program for child protection is very comprehensive. Starting from Law No. 1/1974 and Law No. 4/1979 on Child Welfare, the Indonesian government was committed to fulfilling children's rights before the 1980s. Then there is, the ratification of the *Convention on the Rights of Children (CRC)* through Presidential Decree No. 36/1990 is a form of Indonesia's commitment in the international arena. After that, the Child Protection Law No. 23/2002 was born which was later changed to the Child Protection Law No. 35/2014 and Law No. 17/2016. The existence of the Juvenile Criminal Justice System Law (SPPA) No. 11/2012 is a special protection momentum for children in conflict with the law (ABH). Not to mention the enactment of Law No. 23/2004 concerning the Elimination of Domestic Violence (PKDRT) and Law No. 21/2007 concerning the Elimination of the Criminal Act of Trafficking in Persons (PTPPO) and strengthened again as stated in the 1945 Constitution Article 28 B Paragraph 2 includes children's rights, namely "Every child has the right to survive, grow and develop and has the right to protection from violence and discrimination". With these various legal norms, juridically, the issue of child protection with various aspects in it has been quite firm, both formally and informally.

In article 1 of Law number 35 of 2014 concerning child protection, amendments to law number 23 of 2002 concerning child protection, it is stated that a child is someone who is not yet 18 (eighteen), including children who are still in the womb. While article 1 paragraph 2 states that child protection is all activities to guarantee and protect children and their rights so that they can live, grow, develop and participate optimally in accordance with human dignity and protection from violence and discrimination. In every child has the right to be protected from:

- a. Abuse in political activities;
- b. Involvement in arms disputes;
- c. Involvement in social unrest
- d. Involvement in events that contain elements of violence;
- e. Involvement in war;
- f. And sexual crimes.

In reality, child protection must be carried out in a participatory manner by involving various elements in it and cannot be carried out by only one agency or an individual. This means that the involvement of the State, local governments, communities and families plays an important role as a series of systems to support the realization of sustainable child protection. Even though this system approach has not worked optimally, it can be seen that there are still high cases of violence against children and the weak integration between institutions in handling violence against children and women.

In practice, as stated by the FGD participants in Banda Aceh City, it is not as easy as turning the palm of the hand from the existing reality with various cases of violence that are still happening. Violence against children often persists, both culturally and structurally. The

intensity of violence that occurs can be due to economic factors, as well as cultural factors and social behavior from the relations of children, society and the state. People often call it a policy that favors children as well as women are still weak. Even though the existing regulations and rules are adequate in providing protection to children and women, both as victims and perpetrators (results of the July 12 , 2020 FGD).

In line with the results of the interview, it is stated that the handling that has been running so far, starting from the family, community, local government and central government in reducing violence against children and women is still carried out intermittently. That is, if there is a case of violence against children, both as victims and perpetrators, the handling is carried out by one institution with another, for example, running independently. Cross-sectoral integration such as social services, DP3A, and education and health offices is currently not running optimally. As a result, if something is related to the health aspect, it is not directly handled by the health office or hospital, or also with other aspects (interview, October 15, 2020).

The context is almost the same and has not been implemented optimally how to create children's social welfare and meet the needs of children both from the family, community and state aspects. Social welfare itself contains the meaning as stated in Law no. 11 of 2009 concerning social welfare is, "Social welfare is a condition of fulfilling the material, spiritual and social needs of citizens in order to live properly and be able to develop themselves, so that they can carry out their social functions." Meanwhile, according to the United Nations (UN) as quoted by Suharto (2005) are; Social welfare means organized activities aimed at helping individuals and communities to meet their basic needs and promote well-being in line with the interests of the family and society. In this case, it shows activities organized by both government and private institutions aimed at preventing, overcoming or contributing to solving social problems, improving the quality of life of individuals, groups and communities. That is, social welfare concerns the fulfillment of basic human needs as a whole.

In the child protection module (2019) it is stated that the social welfare of children and families is a sub-section of broad social welfare, for ; (1) promoting the welfare and protection of children while increasing the capacity of families to fulfill their responsibilities; (2) prevent the occurrence and recurrence of mistreatment, violence, neglect and exploitation of children. With this point, it can be emphasized that the social welfare of children is a directed and integrated effort in the form of social services to meet the basic needs of children.

In the context of the child protection system, the social welfare system for children and families as well as the juvenile justice system are within the same legal and policy framework. The services provided must be able to prevent children in conflict with the law and be able to provide rehabilitation and reintegration services for children in conflict with the law. On the other hand, the legal justice mechanism must provide legal certainty for children including inheritance and adoption. While the change system must be able to ensure services that are in accordance with the standards of children's services. Meanwhile, data and information systems have a broad impact on the quality of services for children and families.

The mechanism for child social welfare services starts at the primary, secondary and tertiary levels of service. Primary services are aimed at the whole community, for example Education and capacity building for parents, Promotion of legal identity and birth registration, Nutrition improvement, Play groups, Helplines, etc. Secondary services are aimed at vulnerable or at risk children and families, such as *parenting education* , counseling services, family visits (*home visits*), temporary childcare, providing financial support, family mediation in conflict management, risk and needs assessments. child, child and family psychosocial assessment, social

protection assistance, birth registration etc. While tertiary services are aimed at children who have experienced violence, exploitation, abuse, and neglect, for example medical services, psychosocial rehabilitation, placement of children in care outside their families when the family is considered no longer safe for children, case management, social protection assistance, birth registration, family reunification, etc. (Child Protection Module, 2019; Hartono, 2019).

The mechanism for achieving children's social welfare in the scope of child protection is continuous as a synergistic effort by the government in realizing children's social welfare in all aspects of humanity, whether social, cultural, economic or political. The policies developed by the State in protecting its citizens are slowly being thematically developed into a national program to provide excellent services for integrated child protection programs from the central, regional to village levels .

The Aceh government's commitment to child welfare and protection programs has been accommodated through the ratification of Aceh Qanun No. 11 of 2008 concerning Child Protection and Aceh Qanun No. 11 of 2013 concerning Social Welfare. It was further strengthened by Aceh Qanun No. 4 of 2010 concerning Health and Aceh Qanun No. 9 of 2015 concerning Education. The Qanun contains the mandate for the overall implementation of the Social Welfare, Health, Education and Child Protection programs. With the existence of this qanun, it is hoped that various children's problems , both from the aspect of legal services and aspects of the fulfillment of children's rights, can be implemented fundamentally. This means that the identification of various issues related to children from all aspects must be the main concern of all elements related to the fulfillment of children's rights.

Various programs developed by the relevant agencies, both the social service, the Women and Children Empowerment Service (DP3A) or the education office, as well as the health office are gradually directed at the fulfillment of excellent child services. Even though in practice the service instrument has not been fully able to answer various children's problems , both at the micro and macro levels. Answering this is the integration of child protection under service institutions established such as PKSAI (integrative child welfare centers) in the Banda Aceh, Lhokseumawe and Aceh Barat areas from the Unicef-PKPM support program as one of the media in integrating child protection and social welfare services in an integrated manner. The basic principle that will be built with the existence of this integrated service is directed at providing violence protection services and social welfare for children, especially vulnerable children who sometimes escape and are not optimally facilitated regarding the needs of children's rights. It is clear, as emphasized by Isnandar from the Aceh Social Service (interview, 9 September 2019), that the availability of integrated services that are very supportive of handling various children's problems, especially those that were previously carried out were very sectoral, so that the handling that often occurred was not comprehensive. With this integrative collaboration , various children's problems will later receive excellent service under one roof involving various relevant agencies to handle various cases that are still developing in society against children, both child vulnerability, sexual violence and child marriage at an early age.

The handling of various cases of child violence that has developed so far requires the State to be present with the community to address various cases of violence that are not only economic factors, but also the social media market which is a problem that often arises from acts of violence against children, or vice versa, children as perpetrators. In the language of the market, the market segment for children through social media does not use social reasoning, but rather the logic of desire. Commodification through social media has placed children as perpetrators

and children as victims into the global market for massive acts of sexual violence (Nugroho, 2001; Usman, 2003). What children do for acts of violence as perpetrators, for example, cannot be separated from their understanding of the media as a tool to fulfill their desires related to what they read and see.

Sectoral collaboration from the principle of handling child problems and child social welfare is very important at this time as a manifestation of various cases that are still high, such as violence and exploitation of children, neglect and child trafficking, Aceh is no exception. From 2016-2021 cases of violence against children and women in the Banda Aceh city area for example, increased sharply, in 2016 there were 1,648 cases, in 2017 there were 1,792 cases, 2018 there were 1,379 cases, 2019 were 1,067 cases, and for 2020 there were 1,067 cases. 378 cases. The high level of violence against children and women become the main focus of the central government and local government. Various programs and policies have been carried out, both in large-scale forms, such as the existence of strict penalties for violations of violence against children, or assistance programs carried out through social institutions for children as perpetrators and victims.

Region	Case Handling	Action plan	Parties Involved
Banda Aceh City	<ul style="list-style-type: none"> - Handling Abandoned Babies - Cases of Domestic Violence - Victim of sexual abuse 	Coordination and assistance with victims. And make recommendations to care for abandoned babies. There is a draft perwal for intergtatf services.	Social Service, Banda Aceh City Police PPA , Aceh Women and Children Empowerment Service , hospital
Lhokseumawe City	<ul style="list-style-type: none"> - Handling the case of Rohingya refugee children - Obscenity Case - Handling vulnerable children - Domestic Violence Case - AMPK case 	Coordination and assistance to victims. Providing assistance to Rohingya refugees. Distribution of social assistance for abandoned families	Unicef and local government. Social service, health office, PPA Polres Banda Aceh, social workers, orphanages.
West Aceh District	<ul style="list-style-type: none"> - Handling cases of underage A BH victims - Cases of vulnerable children - Child molestation 	Cross-sectoral assistance carried out by parties and providing legal assistance by DP3A and district/city social services	Social Service, Regency/City DP3A, Social Service, Police, Social Worker, Community Health Center

Source: field analysis results , 2020

The social protection and welfare system that is currently developing is still not running optimally, both related to the understanding of child protection itself, institutional resources, the handling system is still sectoral, as well as integrative sectoral collaboration between related institutions in handling children both as victims and perpetrators. These factors can be caused by different policies between existing institutions, but also collaborative communication networks among related institutions that still attract each other which indirectly affects policies and action plans to solve various problems of violence and child welfare from upstream to downstream. This consequence then shows that the principle of communication and interactional communication networks is one of the factors that greatly influences the collaboration of related institutions in an integrated child protection sustainability program.

Cross-Sector Communication Network

Communication is often interpreted as a process carried out from delivering messages from one person to another or more to achieve a common goal. Communication is a complex process of interaction between thought, language and action. The communication process requires a series of reciprocal activities between the source and the receiver, through the repetition of the communication cycle which is expected to achieve the communication goals. The primary communication process is the process of conveying thoughts and feelings using symbols or symbols in the form of language, signs, or images that are able to translate the thoughts and feelings of the source to the recipient.

In the process of communication, the elements of the source, message, recipient of the message, media, feedback or elements that must appear to realize effective communication. The unrepresentation of one of the elements in the communication process that occurs often creates *chaos* between people who communicate. Information channels can be cut off and cause discommunication when the information conveyed is not yet fully understood among the communicators. That is, effective communication building will be able to occur when the actors involved in it understand well from the information that develops and how then this information can affect the people involved in the communication space.

Communication networks are often referred to as certain channels or paths that are used to exchange information between individuals and groups. A communication network is identical to the relationship between two or more actors. In a communication network, it consists of a set of actors (nodes) which can be individuals, groups, companies, organizations or communities and the links (links) between actors may occur between individuals and individuals or occur between individuals and certain groups and so on (Suwitri, 2011; Leavitt). (1992) stated that the communication network is a structural aspect of a group, the network explains to us how groups remain united or tied to one another.

Communication networks across sectors that have done the relevant agencies, such as social services, DP3A, education department, health department, police or institutionalized in the form of social welfare services child or children referred to social welfare centers, through institutional services that have formed the fulfillment of rights the rights to children, either directly or indirectly, are carried out in an integrated and directed manner in providing guidance or assistance to children, both as victims and perpetrators of various cases of violence, children in conflict with the law (ABH) or sexual harassment. Cross-sectoral involvement in dealing with various issues of violence against children as stated by Amrina from DP3A Aceh;

"That this is a role model that can later be developed in other areas in an effort to provide good and organized and systematic services in answering various problems from the still

high number of violence against children. At the same time, it shows that the resolution of cases against children and families is no longer carried out separately, but coordinated under the umbrella of child social welfare services in Banda Aceh, Lhokseumawe and West Aceh (interview, 14 November 2020)''.

In line with Rita's view from the Aceh Social Service that; *collaboration through cross-sectoral communication in solving various problems of child violence is very important at this time to suppress the high number of cases of child violence in Aceh. This means that this handling cannot only be carried out by one agency, but must collaborate to facilitate the ongoing resolution of children's cases (Interview, 17 October 2020)*

The institutional network embodied in the collaborative handling of cases of violence against children has a broad impact not only at the level of the government itself, but also has an impact on the mechanism for realizing collaboration at the village government level. The principle of collaboration that takes place between relevant agencies from upstream to downstream as a *governance role* realizes the concern of the State and society in the fulfillment of children's rights in an integrated manner (Arliman S, 2018; Morissan, 2013).

Through a network of formal and non-formal institutions, informative functions, regulatory functions, persuasive functions and integrative functions as mentioned by Bungin (2006) play an important role in realizing collaborative sustainability of the relevant agencies in handling violence and children's social welfare. With a regulatory function, regulations from regional regulations and mayoral regulations related to child welfare are ratified comprehensively to realize children's rights independently. The informative function carries out various socializations through print media and social media in campaigning for public awareness of violence against children. Integrative function, involvement of relevant agencies in handling child violence in integrated social services. Meanwhile, the persuasive function provides strong support for fostering and handling community-based child violence.

The principle of communication that takes place in a communicative interaction between relevant agencies such as social services, DP3A, education offices, health services, hospitals, village government, police, population and civil registration services , legal institutions, to non-governmental organizations has a positive impact in following up on various violence problems. children in Aceh in general and Banda Aceh, Lhokseumawe and West Aceh in particular. The involvement of social workers, for example, building structural coordination through formal and informal communication networks , is very important in spreading messages to the public and related agency.

Interactional communication network relationships carried out by policy makers through regulations or rules in the form of regional regulations or mayoral regulations regarding patterns of handling children's social welfare as a form of concern and feedback on the importance of programs that are directly related to efforts to prevent violence against children both directly or indirectly. This is the basic foundation of the district/city government through the relevant agencies trying to break the chain of violence against children through an interactive, integrated collaboration by compiling prosuder operational standards that contain the agency's commitment to improve children's social welfare.

With the pattern developed , there was a shift in the communication paradigm which was previously more linear to the convergence communication pattern. This means that the resolution of various cases of child violence and improving the welfare of children is not only carried out

unilaterally, but there is a cybernetic process between communicators (agencies) and communicants (children, families, communities) in realizing effective communication. As mentioned by Rogers and Kincaid (1981) there are different communication paradigms from linear to convergence.

Description	Linear Communication	Convergence Communication
perpetrator	Source and receiver	Both participants
communication process	The source gives and the recipient receives the message	Both of them actively share information
communication effectiveness	Changes in the recipient of the message according to the power of the source	The emergence of mutual understanding between the two parties

Source: Rogers and Kincaid (1981)

With this communication network, the principle of collaborative governance as a synergistic effort in realizing the protection and social welfare of children is an important breakthrough to be able to strengthen the government to fulfill the rights of children who have been marginalized, both culturally and structurally. The principle of communication that is carried out by understanding the identity of children, families and the community environment carried out by social workers from the social service is able to integrate the handling of child abuse with other relevant agencies as a form of an integrated work system from procedural standards for child protection services as stated in the child protection qanun no. 11 of 2008. This is as emphasized by Ayen, a social worker from Aceh Barat Regency that, handling various cases of child violence is carried out using a collaborative communication model with the principles of fast, accurate, communicative and integrative as a form of service for handling violence against children. Through this mechanism, it will greatly facilitate coordination between institutions to be actively involved in carrying out the handling in a continuous and uninterrupted manner as has been developing so far. (Interview, 12 October 2020).

Observing the principle of collaborative communication carried out by related agencies with local governments, communities, families, children and social workers, it has a positive impact on joint decisions related to handling child violence and improving children's social welfare in an integrated manner. Relationships that are built both interactively and transactionally place the settlement of children's cases no longer being carried out by one institution, but must be able to integrate various related institutions to become a model for breaking the chain of violence against children. With this developed policy, children as victims and as perpetrators get justice in the eyes of the law, both formal and non-formal laws.

Closing

Cross-sectoral Institutional Networks through interactional communication models in handling violence and social welfare of children become *role* models in an effort to reduce the number of violence against children. The high rate of violence against children in the Aceh region demands the attention of many parties by seeking collaborative governance in the form of integrated services that emphasize integrity, communicativeness, continuity that can provide justice for children, both victims and perpetrators. By strengthening institutional communication networks based on informative functions, regulatory functions, persuasive

functions and integrative functions, they play an important role in realizing collaborative sustainability of the relevant agencies in handling violence and children's social welfare comprehensively.

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