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RESEARCH ARTICLE

THE IMPLEMENTATION OF CHILD SOCIAL WELFARE PROGRAM IN ALLEVIATING CHILDREN'S SOCIAL PROBLEMS IN BONDOWOSO, INDONESIA

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ABSTRACT

The aim of this study is to analyze the child social welfare program in Bondowoso with the highest number of beneficiary children in East Java, Indonesia in 2017. The informants of this study were the implementers of the child social welfare program in Bondowoso. The results of the study are some of the goals of the child social welfare program that can be achieved. Sources for the implementation of the child welfare program in Bondowoso are still fully utilized from the Ministry of Social Affairs through the East Java Provincial Social Office. Communication established between program implementers is running well and effectively. Characteristics of implementing agency which include the Social Office, Social worker from the Ministry of Social Affairs and child social welfare institutions in Bondowoso are still not qualified in quantity and quality. The economic, social and political conditions in Bondowoso have had an impact on child neglect. The tendency of the implementing agent to accept the program goals. Further studies are needed with a longer time span and wider location to test the findings in this study.

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INTRODUCTION

Every child has the same right to live, grow and develop optimally according to his potential. Many children in Indonesia must live in a variety of difficult situations that make their quality of growth and survival impaired. Governments of various levels have carried out various services and programs that are constantly being developed. In fact there are still very many children who have not been touched by social welfare services because of limited resources. In 2009, child social welfare programs began to be developed and tested for handling street children in five regions: West Java, DKI Jakarta, Lampung, South Sulawesi and Yogyakarta. In 2010 the services of the child social welfare program have been expanded to reach the target and region. Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 15A/HUK/2010 regarding the child social welfare program as a national priority program through Presidential Instruction Number 3 of 2010 about the fair development program. The child social welfare program is a systemic and sustainable effort developed by the Ministry of Social Affairs of the Republic of Indonesia in responding to the development of problems of child social welfare in all regions of Indonesia. Child social welfare programs are designed to produce targeted, integrated and sustainable efforts by the government, local government and community.

The form of the program is social services and children's social welfare assistance, which reaches all children who are in social problems. In the hope that they can enjoy life and be in a care environment that enables them to grow and develop optimally according to their potential. The development of the operational pattern of the child social welfare program is based on the formulation of the child social welfare services strategic plan of 2015 - 2019, and referring to national policies regarding the fulfillment of children's rights have been formulated in the National Medium Term Development Plan of 2015 - 2019. Child social welfare programs contain six target child clusters, namely neglected toddlers, neglected children, children who are in the streets, children with criminal problems, children with disabilities and children who need special protection. In 2016, Clusters of children with disabilities are transferred to the Directorate of Disability Social Rehabilitation, so that since 2016 there have only been five target child clusters. The Director of Child Social Rehabilitation issued technical instructions as a guide in the utilization of social assistance for Child Social Savings of 2017 with the Decree of the Director of Child Social Rehabilitation Number: 278/RSA/KEP/SK/05/2017 about technical guidelines for child social savings through central funds and deconcentration of 2017. Through these technical guidelines it is expected that there will be a common perception in the implementation of the provision of social assistance for child

social savings through central funds and deconcentration. Child social welfare institutions in Bondowoso in 2017 recorded 106 institutions. Social assistance is given once a year. Not all child social welfare institutions receive social assistance every year. In 2017, the number of social welfare institutions that received social assistance in Bondowoso were 28 institutions for 364 beneficiary children. The amount is stated in the Decree of the Head of the Social Office of East Java Province Number: 463/ 582/ KPTS/107.2.05.2017 about social assistance for child savings and social assistance for child savings support for child social rehabilitation activities for the second stage of 2017 budget year. Beneficiary institutions and children in Bondowoso are the most among regencies / cities in East Java. The number of child welfare institutions proposed in the children's social welfare program in Bondowoso has relatively increased from year to year, while the quota of institutions and beneficiary children through deconcentration funds has continued to decline. The decline in the quota of beneficiary children requires proper implementation so that children's social welfare programs can achieve their goals. The program's implementing role must be truly in accordance with what is its duty and function, so that the goal of fulfilling children's basic rights and protection for children can be achieved. There are gaps in the implementation of child social welfare programs in Bondowoso. Child social welfare institutions propose more prospective beneficiary children than the existing quota. The use of social assistance is not in accordance with the needs of children, because it tends to be for food.

Literature Review

Child social welfare program is a government policy to solve children's social problems by providing social assistance through institutions. Public policy according to Nugroho (2014) is: every decision made by the State, as a strategy to realize the goals of the State. Public policy is a strategy to deliver people from the initial conditions, enter the community in a transition condition, to get to the desired community. Theodore J. Lowi (Winarno, 2012) distinguishes public problems based on the number of people affected and the relationship between one another. Based on this category, public problems can be divided into distributive problems, regulatory problems and redistributive problems. The Child Social Welfare Program is in the category of distributive policy. Dunn (2013) divides policy stages into 5 stages: agenda setting, policy formulation, policy adoption, policy implementation and policy evaluation. Public policy implementation according to Nugroho (2014) basically is: a way so that a policy can achieve its goals. To implement public policy, there are two choices of steps that can be taken, directly implemented in the form of programs or through derivative policy formulations of the public policy. The implementation of policy is the hardest thing, because problems that are sometimes not found in the concept actually appear in the field. The main threat is consistency of implementation. According to Purwanto and Sulistyastuti (2015) implementation studies are intended to understand the phenomenon of public policy implementation. First, why does a public policy fail to be implemented in an area. Second, why do the same public policies, formulated by the government, have varying degrees of success when implemented by local governments. Third, why a type of public policy is easier than other types of public policy. Fourth, why differences in policy target groups influence the success of implementing a policy.

One of the public policy implementation models is the van Meter and van Horn models. The model offered by van Meter and van Horn (Winarno, 2012) has six variables that form the link between policy and performance: first, basic measures and policy goals. Second, policy sources. Third, communication between organizations. Fourth, the characteristics of the implementing agency. Fifth, economic, social and political conditions. Sixth, implementer tendency. In the Law of the Republic of Indonesia Number 11 of 2009 about social welfare explained that social welfare is a condition for fulfilling the material, spiritual, and social needs of citizens to be able to live properly and be able to develop themselves, so that they can carry out their social functions. It is necessary to carry out social welfare, namely directed, integrated and sustainable efforts by the government, regional government, and society in the form of social services to meet the basic needs of every citizen, which includes social rehabilitation, social security, social empowerment and social protection. Social assistance is all efforts directed at alleviating suffering, protecting, and restoring physical, mental, and social conditions (including psychosocial, and economic conditions) and empowering their potential so that someone, family, group and / or community who are in a condition social upheaval and vulnerability can live naturally.

Child social welfare institution in the Decree of the Minister of Social Affairs Number 15A/HUK/2010 about the general guidelines for child social welfare programs are social organizations or social associations that carry out of social welfare of children formed by the community, legal entities or non-legal entities. child social welfare institution in the Minister of Social Affairs Regulation Number 30/HUK/2011 about the national standards for child care are institutions established by the Government, Regional Government, or the community in organizing childcare. A Neglected child is a child who for some reason is unable to carry out his obligations so that the child's needs cannot be fulfilled naturally from the spiritual, physical and social aspects. Clause 1 Number 6 of Law Number 23 of 2002 about child protection defines that neglected children are children whose needs are not met naturally, both physically, mentally, spiritually and socially. Neglected children / without parental care in the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 15 A/ HUK/ 2010 are children between the ages of 6 and 18 years, including children who have been mistreated and abandoned by their parents / family or children losing custody of their parents / family.

MATERIALS AND METHODS

This study uses a descriptive method with a qualitative approach. The data used in this study are data in 2015, 2016 and 2017. The focus of the research is the implementation of the child social welfare program in the form of social assistance for 2017 child social savings in Bondowoso, East Java, Indonesia. Informants in this study were program implementers: Bondowoso District Social Office, social workers from the Ministry of Social Affairs and child social welfare institutions with their respective roles. Analysis is carried out by condensing data, presenting data and drawing conclusions. Examination of the validity of the data with the involvement of the researcher sufficiently, accuracy in the implementation of observation and triangulation.

RESULTS AND DISCUSSION

The child social welfare program in Bondowoso was the authority of the Child and Elderly Section Head of Social Rehabilitation Sector of the Bondowoso District Social Office. Previously it was under the authority of the Empowerment of Religious Institutions and the People's Welfare of Bondowoso District Social Office. The social workers from the Ministry of Social Affairs began to be placed in Bondowoso since 2015. In previous years, the child social welfare program in Bondowoso was held without assistance from the social workers. The child social welfare institution in Bondowoso only rehabilitated neglected children, so that the institution only submits social assistance for the 2017 child social welfare program for abandoned child clusters. Child social welfare institutions in Bondowoso carry out parenting models inside and outside the institution (family based). Care in the institution is carried out by institutions that are in the shade of Islamic boarding schools, while care outside the institution is carried out by institutions that are not in the shade of Islamic boarding schools. This parenting model is similar as the results of the study of Panda, et al. (2015) there is a model for implementing child social welfare programs in Samarinda City which uses models inside and outside the institution, in accordance with existing conditions to achieve the goals of the child social welfare program. Although instructions by the Central Government prioritize handling through a family approach.

Basic measures and policy goals: According to van Meter and van Horn (Winarno, 2012) are based on the main importance of the factors that determine policy performance. The goals of the child social welfare program as set out in the general guideline is the realization of the fulfillment of children's basic rights and protection of children from neglect, exploitation and discrimination. So that growth and development, survival and children's participation can be realized. Access to basic services for the target group of child social welfare programs, especially abandoned children in Bondowoso, has decreased from year to year. In 2017 neglected children who were able to reach the child social welfare program in Bondowoso were 364 children, even though the displaced children proposed were 2,568 children (only around 14 percent were able to be reached). This is similar to the results of research by Astuti and Suhendi (2014) in three provinces, namely the provinces of Nangroe Aceh Darussalam, D.I Yogyakarta and D.K.I Jakarta, that there are still many children who have not fulfilled their minimum basic needs, have not been able to access education and health facilities, their rights have not been fulfilled in obtaining protection both by parents and institutions.

Parents or families responsible for child care and protection increase, because with the direction from the Ministry of Social Affairs that placing children in child social welfare institutions is the last alternative and prioritizes family care. Responsibility in caring for and protecting children by parents or family certainly has a greater role for child social welfare institutions that do care outside the institution or family care. The percentage of children who experience social problems in Bondowoso cannot yet be measured with certainty, because the criteria for neglected children still cause many interpretations. Neglected children who receive social assistance for child social welfare program still cannot be measured whether their social problems can be said to be resolved or not.

On the other, the number of child social welfare institutions in Bondowoso tends to increase from year to year. Child social welfare institutions are generally in the shade of Islamic boarding schools. Professional social workers, social welfare workers and social volunteers in the field of trained child social welfare services in Bondowoso are still few. Professional social workers, especially social workers from the Ministry of Social Affairs, amount to only three people, while they are tasked with providing assistance to all child social welfare institutions in Bondowoso. The Bondowoso District Government is still limited to running the program based on the budget issued through the deconcentration fund of the East Java Provincial Government and does not contribute through the Bondowoso District Revenue and Expenditure Budget.

The Bondowoso District Government contribution through the Regional Revenue and Expenditure Budget is considered important because of the limited deconcentration budget allocation. The law product for the protection of children's rights that is needed as a legal basis for child social welfare programs in the form of regional regulations or regulations for regents in Bondowoso does not yet exist. This condition is similar to the results of the study of Astuti and Suhendi (2014) that not all national policies have been followed up with regional regulations, programs or activities. Shows the lack of attention of the Bondowoso District Government to child problems, especially the issues of protection and welfare for children with social welfare problems.

Policy sources: In the technical guidelines for social assistance the child social welfare program in the form of 2017 child social savings is mentioned as funding sourced from:

- National Revenue and Expenditure Budget for the Directorate of Child Social Rehabilitation for the 2017 Budget Year;
- Provincial Regional Revenue and Expenditure Budget;
- Regency Regional Revenue and Expenditure Budget.

Social assistance for child social savings in 2017 for Bondowoso as a whole is equal to Rp 364.000.000,00 with the number of beneficiary children as many as 364 children. Each child gets as much social assistance Rp 1.000.000,00. The social assistance is divided into two items, first the child social savings Rp 900.000,00 which is used to fulfill children's basic needs, second amount Rp 100.000,00 used to support child social savings for child social welfare institutions. There is no budget from the Bondowoso District Government, especially the Bondowoso District Social Office to support child social welfare programs.

The Bondowoso District Social Office itself has tried to propose, but was rejected after discussions with the Regional People's Representative Assembly of Bondowoso Regency by reason of the small income of the Bondowoso. This condition is similar to the results of Aman's, et al. (2017) Resource aspects are still not financially optimal in the Palu City Social Office in Central Sulawesi. Communication forum for child social welfare institutions in their activities is supported by the organization's cash money. Cash money for the communication forum of the child social welfare institutions is used if there is a meeting of all child social welfare institutions in Bondowoso.

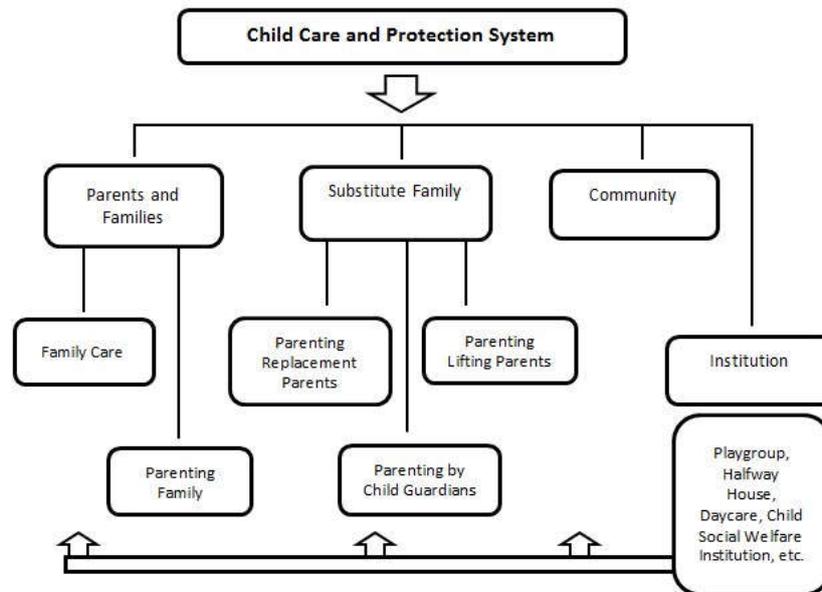


Figure 1. Child Care and Protection System

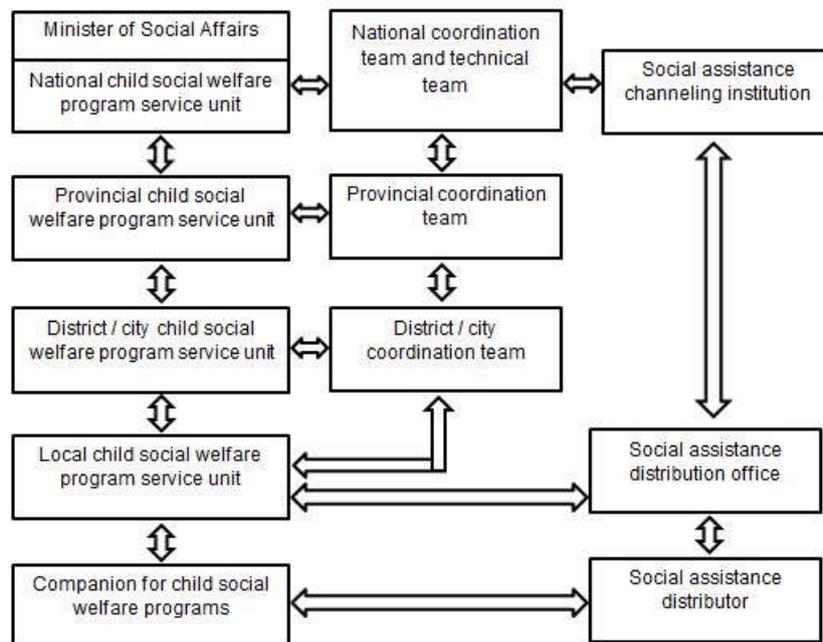


Figure 2. Organizational Structure of child social welfare programs

Table 1. Comparison of Proposed Children and Recipients

Number	Year	Proposed Children	Recipient Child	Percentage
1	2015	4.318	962	22%
2	2016	5.036	800	16%
3	2017	2.568	364	14%

Table 2. Child Social Assistance

Year	Recipient Child	Amount of Social Assistance	Total
2017	364	Rp 900.000,00	Rp 327.600.000,00

Table 3. Support Help

Year	Recipient Institution	Amount of Social Assistance	Total
2017	28	Rp 1.300.000,00	Rp 36.400.000,00

The meeting of all the child social welfare institutions of these would certainly require funding, while the Bondowoso District Government did not provide, so that the communication forum for child social welfare institutions took the initiative to impose mandatory donations for child social welfare institutions in Bondowoso.

Communication: Communication conducted by the Bondowoso District Social Office, social service unit and communication forum for child social welfare institutions towards all child social welfare institutions in Bondowoso through socialization related to plans for submitting assistance to child social welfare programs so that it can really be used properly. The Bondowoso District Social Office coordinates with the East Java Provincial Social Office in relation to child social welfare programs. Every year this program undergoes changes, related to the time of proposal and utilization of social assistance, especially what always changes is the quota of beneficiary children.

Implementing agency: Human resources at Bondowoso District Social Office and child social welfare institutions in Bondowoso in understanding the program is still not qualified. This is in line with the absence or lack of socialization or training related to child social welfare programs targeting the Bondowoso District Social Office and child social welfare institutions. The competence of the organizers of the child social welfare program in Bondowoso is still not qualified, especially at the Social Office and child social welfare institutions, because of their lack of knowledge about the child social welfare program as a whole. The staff size is also lacking, The Bondowoso District Social Office only has one section head and one staff member as the organizer of this program. Social worker from the Ministry of Social Affairs is only three people, who must accompany as many as 106 child social welfare institutions in Bondowoso. Management of child social welfare institutions, only the chairman tends to be active, while the structure below is not active.

Economic, social and political conditions: In Bondowoso there are many families with livelihoods as many farm laborers who place their children in child social welfare institutions in Bondowoso. They do not have the ability to send their children out of town to famous schools because there is no cost. From the social aspect of course the care in the institution has shortcomings, such as the absence of direct love from parents or family to their children. The political aspects in Bondowoso, especially the elites, have not shown significant support. This can be seen from the absence of a budget allocation from the Regional Revenue and Expenditure Budget to support child social welfare programs. In fact, Bondowoso is a district with a large number of Islamic boarding schools. Most child social welfare institutions are located in Islamic boarding schools. Many political elites in Bondowoso also come from Islamic boarding schools.

Implementer tendencies: Understanding of implementers of child social welfare programs, especially child social welfare institutions still not in accordance with general guidelines and technical guidelines for child social welfare programs. In general, the implementers of the child social welfare program in Bondowoso can accept the basic measures and goals of the program, although in terms of understanding is still lacking. Bondowoso did not have a resistance to the Program.

This is an ideal program and in line with what is done by a child social welfare institution.

Conclusion

In short, the results of research on the implementation of the 2017 child social welfare program in Bondowoso, can be concluded:

- The goals of program are only partially achieved.
- The funding source for this program depends entirely on the Ministry of Social Affairs through the deconcentration fund of the East Java Provincial Government.
- Communication carried out by implementers of program through direct socialization and through social media.
- Human resources in the Social Office, the social service unit and child social welfare institutions are still not qualified to implement the program optimally.
- The social and economic conditions in Bondowoso make it a lot resulting in conditions of child neglect. Political aspects still have no meaningful support from the elites, the executive and the legislative on the program.
- Implementers of program tend to accept and there is relatively no rejection of the program.

Research Limitation

There are three things that need to be considered as the limitations of this study:

- Research was not conducted in all child social welfare institutions in Bondowoso, so that it cannot capture the specific phenomena that exist in each institution.
- This research is only carried out in one location, so that it cannot be compared with other location in the implementation of child social welfare programs.
- research was not conducted in the period since the start of the implementation of the child social welfare program, namely in 2010. It was only the last three years, mainly in 2017.

Suggestion

Based on the results and conclusions of the study, the suggestions that can be given to the next researcher: First, it is expected that the next research will be carried out on each existing child social welfare institution. Second, to make a comparison with two or more research sites, such as one location with the highest number of beneficiaries, and other location with the least number of beneficiaries. Third, so that the research is carried out in the span of time since the implementation of the child social welfare program in order to find out the progress of the program's success during that time period.

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