



# INDONESIA

## AS A PATHFINDER

### TO END VIOLENCE AGAINST CHILDREN



**End Violence  
Against Children**  
THE GLOBAL PARTNERSHIP

Discussion Paper  
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## Key Findings

- **Ending all forms of violence against children.** In *Transforming our world: the 2030 Agenda for Sustainable Development*, the world's leaders set out a vision of "a world which invests in its children and in which every child grows up free from violence and exploitation." Through the Sustainable Development Goals, all countries have agreed to meet ambitious targets to end all forms of violence against children. Indonesia has also joined with other member states of the Association of Southeast Asian Nations (ASEAN) in agreeing a Regional Plan of Action on Elimination of Violence against Children.
- **National commitment.** Indonesia's constitution states that "every child has the right to live, grow and develop and is entitled to protection from violence and discrimination." The National Medium Term Development Plan sets a target for a decline in the prevalence of violence against children by 2019. US\$265m/3,509bn IDR has been earmarked for the protection of women and children in the five years of this plan.
- **A new strategy.** To fulfil its commitment to ending violence, Indonesia has recently agreed a National Plan of Action for Child Protection (2015-2019) and a National Strategy for the Elimination of Violence against Children (2016-2020). The plan and strategy aim to ensure that no child in Indonesia should live in fear, as part of a broader vision that all children should grow and develop optimally and to their full potential. Along with other relevant policies and programmes, they set the stage for building a strong foundation for achieving significant, sustained and measurable reductions in violence, drawing on national and international evidence, best practice and models.
- **An urgent problem.** The need for an ambitious and integrated approach to ending violence is clear, with the government recognising that levels of violence against children are currently unacceptably high. While Indonesia lacks comprehensive data on the prevalence of violence, a review of available studies demonstrates that large numbers of children experience physical, sexual and emotional violence, or are neglected. Child labour, child marriage, female genital mutilation, online sexual exploitation, and other forms of abuse are also common.
- **A strengthened alliance.** Effective action to end violence will require increased political will, a reinvigorated alliance that includes all parts of society, and broader shifts in the norms and values that tolerate violence. Currently, many adults continue to argue that physical punishment of children is acceptable, while cultural attitudes are sometimes used to justify violence and abusive practices. Greater efforts are also needed to reach children whose experience of violence entrenches their marginalisation and disadvantage, including disabled children. A powerful national movement will be needed if Indonesia is to meet its goal of ensuring all children reach their full potential, free from all forms of violence, including neglect and exploitation.
- **Delivery at scale.** The ambition of the new plan and strategy require concerted efforts to tackle fragmented delivery systems and the disconnect between national policies and action at a local level. Indonesia now needs to draw on national and international best practice to design and implement interventions at scale, building a compelling case for investment,

based on estimates of the cost of working towards quantified short and medium-term targets for delivering a comprehensive multisectoral response.

- **Effective co-ordination.** Formal responsibility for delivery of the new strategy lies with the Coordinating Ministry of Human Development and Culture (which oversees all relevant line ministries), the Ministry of Women Empowerment and Child Protection, and the Ministry of National Development Planning. While this alliance demonstrates strong cross-government ownership of the new strategy, work is needed to clarify responsibilities for implementation across government departments and sectors, and to respond to the country's decentralisation and diversity. There are also opportunities to develop a co-ordination structure that has sufficient political support to deliver change, to build on Indonesia's strengths in planning, and to experiment with new approaches to responding to the challenges of decentralisation.
- **Urgency.** Indonesia is exploring whether to become a pathfinder for the Global Partnership to End Violence Against Children. Indonesia can: (i) harness the momentum created by the launch of the violence prevention strategy; (ii) sharpen its focus on these delivery challenges; (iii) gain access to the best international evidence for what works to end violence; (iv) develop an innovative approach to data and evidence, with the aim of establishing trends in levels of violence; (v) position itself as a global leader for ending violence against children as part of its commitment to Agenda 2030; and (vi) celebrate its success internationally, while sharing knowledge and experiences with other countries.
- **Next steps.** Immediate priorities are to:
  - Set out a vision for delivering Agenda 2030 to children, with a commitment to their safety at its heart.
  - Identify immediate priorities for implementation of the strategy for eliminating violence against children.
  - Set out plans for strengthening the national movement to end violence against children, including exploring the potential for a new coordination mechanism to increase leadership and coherence.
  - Deliver commitments announced at the Partnership's Global Call to Action event in July 2016.
  - Establish a timeline and secure technical assistance from the Global Partnership and relevant partners to support these priorities.
- **Support from the Partnership.** The Global Partnership to End Violence Against Children is committed to supporting pathfinder countries as they work to end violence. Indonesia has begun to explore areas where it could seek support from the Partnership, from its global partners, and from other pathfinder countries. These include approaches to implementing evidence-based policies and programmes at scale; costing models for these policies and programmes, interventions to address norms and values, perhaps focused initially on an area such as bullying; and gathering the data needed to demonstrate significant, sustained and measurable reductions in violence.



**End violence against children...**

- 16.2** End abuse, exploitation, trafficking, and all forms of violence against and torture of children
- 5.2** Eliminate all forms of violence against all women and girls in public and private spheres, including trafficking, and sexual and other types of exploitation
- 5.3** Eliminate all harmful practices such as child, early and forced marriage, and female genital mutilation
- 8.7** Elimination of the worst forms of child labour, including slavery, human trafficking, and recruitment and use of child soldiers, and by 2025 end child labour in all its forms
- 4.a** Provide safe, non-violent, inclusive, and effective learning environments for all
- 4.7** Ensure that all learners acquire knowledge... [for] promotion of a culture of peace and non-violence

**...reduce the impact of violence in families, communities and all settings...**

- 16.1** Significantly reduce all forms of violence and related death rates everywhere
- 11** Make cities and human settlements inclusive, safe, resilient and sustainable

**...and ensure access to fair and effective institutions and to justice for all**

- 16.3** Promote the rule of law at the national and international levels, and ensure equal access to justice for all
- 16.9** Provide legal identity for all, including birth registration
- 16.a** Strengthen relevant institutions... to prevent violence

## Introduction

In 2006, the United Nations Secretary-General submitted a landmark report on ending violence against children.<sup>1</sup> This report set an agenda that has been taken forward by the Special Representatives of the Secretary-General on Violence against Children, and for Children and Armed Conflict, and by the Committee on the Rights of the Child.<sup>2</sup>

Agenda 2030 provides a focus for renewed ambition. It recognises that peace and sustainable development are interlinked, and sets targets to end all forms of violence against children. The Global Partnership to End Violence Against Children provides a platform for national governments, civil society, faith-based groups, academics, the private sector, international organisations and other partners to work together to deliver these targets.

The partnership's zero based strategy was published in September 2015. It sets out three objectives:

- 1. Build political will to end violence against children**, by making violence prevention a global policy priority.
- 2. Work with countries to accelerate action to tackle the violence children face**, by supporting 'pathfinder countries' to prevent and respond to violence.
- 3. Help countries to work together to tackle violence against children**, by combating transnational threats and creating a platform for sharing knowledge about what works to end violence.<sup>3</sup>

Under objective 1, WHO, UNICEF, UNODC, the World Bank, the Pan-American Health Organization, Together for Girls, and the Centers for Disease Control and Prevention have come together to develop a package of evidence-based interventions for preventing violence. This package, which will be endorsed by other partners, provides a comprehensive approach to violence prevention and will be launched at the Partnership's 'Call to Action' in July 2016.

Under objective 2, the Partnership is working with a diverse set of pathfinder countries who are prepared to step up for children and who are committed to accelerating efforts to make children safe. Strong political will is essential to becoming a pathfinder country, with pathfinders represented at a senior level at the Partnership launch.

In each pathfinder country, the aim is to build on the progress countries have already made to prevent and address violence, and provide a platform for renewed ambition. There is an opportunity to align national commitments with the ambitions of Agenda 2030 to end all forms of violence against children (SDG16.2) and related targets. The package of prevention strategies can be used to increase commitment to and resources for prevention, based on the best available evidence. The Partnership will support pathfinder countries by helping bring together potential in-country partners, providing technical assistance and funding (for an overview of the benefits, see page 6).



## Pathfinder Benefits

- Join other countries at the head of a global movement to end violence against children
- Be supported to develop the initial stakeholder consultation
- Be supported to develop a national partnership that brings together all sectors to produce and implement a roadmap for action
- Access a dynamic costing model to help build the financial case for prevention and mobilise resources within government, private sector and foundations
- Access information on new approaches, models and methods for preventing violence
- Be supported technically in implementing the package of prevention strategies and developing robust monitoring and evaluation practices
- Receive funding for pilots and experimental ideas where resources are a constraint
- Share experience with other pathfinders, and partners and have success celebrated internationally

This report is based on a pathfinder scoping visit to Indonesia, and its national commitment to preventing and addressing violence and as part of its plans to implement Agenda 2030. It represents an important first step for Indonesia on the road to pathfinder status – for an overview of the pathfinder process, see below.

## Becoming a Pathfinder

### .... Ahead of Launch

- Initial expression of interest from the government
- Appoint a champion or convener to lead the process
- Initial scoping visit
- Develop roadmap of commitments
- Identify the resources needed

### .... Partnership Board

- Confirm criteria for being accepted as a pathfinder country
- Review and endorse each pathfinder's roadmap

### .... Global Call to Action

- Partners launch the global package of prevention solutions
- Pathfinders announce their commitments

### .... After the Launch, Pathfinders:

- Strengthen national movements to end violence and connect them to the global movement
- Monitor progress on delivery of the commitments
- Set targets and report annually on delivery
- Share learning and celebrate success with other pathfinders

This discussion paper is based on workshops, interviews and discussions with national partners, supported by insights from international partners. It:

- Provides an overview of the prevalence of violence against children in Indonesia and of attitudinal research on the nature and drivers of that violence.
- Outlines recent developments in Indonesia's policy framework for ending violence against children.
- Identifies next steps for Indonesia to move forward as a pathfinder for the Partnership.

It should be underlined that this paper is presented as a draft for discussion by partners, not a set of firm recommendations. Indonesia is one of the first countries to explore pathfinder status, with the Partnership aiming to support this process, as part of the remit of Agenda 2030 to provide multi-stakeholder partnerships “to mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the Sustainable Development Goals in all countries.”<sup>4</sup>



# One | Indonesia's Response to Violence Against Children

## Violence Against Children in Indonesia

The Ministry of Women, Empowerment and Child Protection in Indonesia, together with UNICEF Indonesia, recently commissioned a comprehensive review of existing data on violence against children.<sup>5</sup>

Drawing on reports, surveys and datasets, the review showed that despite Indonesia's recent progress in making violence against children a political priority, many children experience unacceptable levels of physical, sexual and emotional violence (see infographic on page 10). Common forms of abuse include child labour, child marriage (Indonesia is among the ten countries with the highest absolute numbers of married children), and online sexual exploitation.

Perpetrators of violence are generally known to the victim, with the government stating that "community attitudes and cultural practices tolerate violence, exploitation, abuse and the neglect of children."<sup>6</sup>

The review also looked at existing evidence to identify underlying causes and drivers of violence against children. It found that:

- **Many continue to find physical discipline acceptable.** Some adults even argue that it is necessary – "*when I beat the children, other children told me that it is against child rights. The result is my child never respect me anymore*"<sup>7</sup> – although this attitude is changing among some younger generations of parents. Children sometimes condone physical punishment, saying it depends on the circumstances.
- **Cultural attitudes sometimes justify violence and abusive practices.** Some men see dominance and control over women and girls as their right. Those who condone violence against women are also more likely to approve of physically punishing their children. Harmful practices such as child marriage are seen as a way to 'protect' daughters from social stigma.
- **Violence begets violence.** Children who witness violence or are harmed themselves at home, are more likely to harm their peers at school. Violence also gets passed on to the next generation, as adults who experienced childhood trauma themselves are more likely to beat their own children.<sup>8</sup>
- **Poor children are more vulnerable.** Children who go hungry at home, or have to share their home with many people are more likely to be physically attacked, and bullied by their peers at school or get into fights with other children. They are also more likely to be engaged in child labour to help support their families.
- **Family support matters.** Children who feel their parents do not understand their worries or problems are more likely to suffer from violence. Others who engage in risky behaviours such as drinking alcohol or skipping school without permission are more likely to be violent.

Prevalence data must, however, be treated with caution as the sources are rarely comparable and few have results that are nationally representative. It is therefore difficult to draw any rigorous conclusions about the national scale of violence experienced by girls and boys in Indonesia. To overcome this data challenge, the review concludes with a recommendation that:

*The government develop a comprehensive research strategy to ensure that there is effective baseline information from which to measure the progress in reducing and eliminating [violence against children].<sup>9</sup>*

### **Legal and Policy Framework**

Indonesia's constitution states that "every child has the right to live, grow and develop and is entitled to protection from violence and discrimination."<sup>10</sup> In 2002, this right was codified into law through the Law on Child Protection (revised in 2014).<sup>11</sup>

The Government of Indonesia has demonstrated strong increased political commitment and leadership both nationally and in the region in tackling violence against children. Book 1 of the National Medium Term Development Plan (RPJMN) sets a target for "improved protection of children from violence, exploitation, neglect, and other forms of abuse."<sup>12</sup> An indicator targets a decline in prevalence of violence by 2019 from a baseline for 2014.

Book 2 of the RPJMN sets out plans for integrated delivery of policies that aim to prevent violence and protect children, based on coordination across government and with non-governmental stakeholders.<sup>13</sup> It includes more detailed targets for the protection of children, women and marginalised communities.

The total budget for child and women's protection for the RPJMN is US\$265m/3,509bn IDR for 2015 to 2019. Additional finance is intended to allow for violence prevention to be prioritised and for effective services to be made available to all who need them. The plan binds ministries to allocate resources for the plan's delivery,<sup>14</sup> an important development given that only 0.072% of central government expenditure was allocated to child protection in 2013/14.<sup>15</sup>

Indonesia's commitment to ending violence is matched at a regional level. In 2013, it joined with other member states of the Association of Southeast Asian Nations (ASEAN) in a declaration that expressed a "common resolve to eliminate violence against women and violence against children in the region."<sup>16</sup>

ASEAN followed up the declaration with a Regional Plan of Action on Elimination of Violence against Children for 2016-2025. This sets out seven priority areas for action over the next five years, with indicators for each area.<sup>17</sup> According to the SRSG on Violence against Children, the regional plan "is evidence of the strong commitment of member states to ensure an ASEAN where no child lives in fear."<sup>18</sup> It provides a basis for Indonesia to work with other ASEAN countries to deliver SDG16.2 and related SDG targets for ending violence against children.

### **National Plan of Action for Child Protection (2015-2019)**

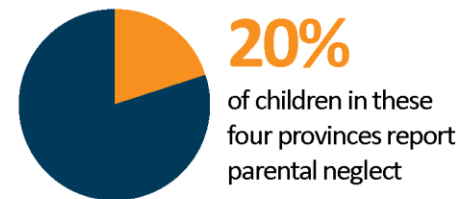
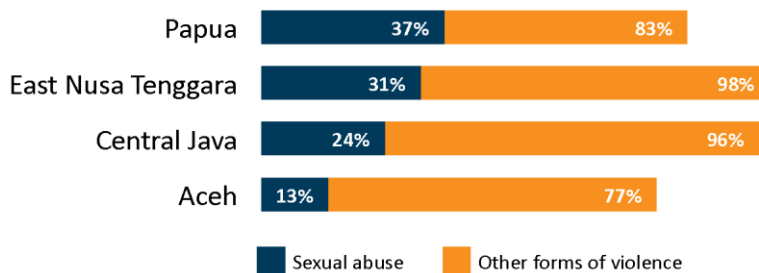
In response to the President's call for a reinvigorated movement to protect children, the government of Indonesia recently published a National Plan of Action for Child Protection for 2015 – 2019.<sup>19</sup>

The plan defines child protection broadly, to include better nutrition, expanded access to quality healthcare and education, and other steps that would tackle three root causes that leave children at risk: poverty and other sources of vulnerability; horizontal and vertical inequality; and violence, exploitation, neglect, and discrimination.

# Violence Against Children in Indonesia

There is limited reliable evidence of the national scale of violence in Indonesia, but regional studies across Indonesia show that many children do experience emotional, physical and sexual violence in their homes, schools and community.

## Prevalence



## Location



### Home

**1 in 4** children in Papua province report being beaten by their parents or caretakers



### School

**2 in 5** in Jakarta city and Serang district experience physical abuse in school  
**1 in 5** experienced sexual abuse at school



### Institutions

**Over 50%** report physical and verbal violence in a sample of child care and correctional facilities



### Community

**Nearly 1 million** children work on the streets, as domestic workers or sex workers

## Seeking Help

When children across Indonesia were asked where to report cases of violence against children:



In Jakarta city and Serang district:



**51%** Witnessed violence in school in the last 6 months



**41%** did nothing



**47%** tried to stop it



**14%** reported it to a teacher

## Consequences

Victims of violence in schools are more likely to:



Feel sad or depressed

Boys **12%**  
Girls **32%**



Be unable to concentrate on studies

Boys **27%**  
Girls **24%**



Isolate themselves

Boys **5%**  
Girls **10%**

It adopts a lifecycle approach, focusing on the first 1,000 days (conception to the second birthday), 10 years of growth and development (2-12 years), and the teenage years (13-18 years). Three priorities areas for action are identified:

- Improved prevalence and administrative **data and evidence** to inform policies and programmes that is nationally representative and includes disaggregated data for children who are most likely to be left behind.
- Strengthened **prevention, early detection** and **social protection**.
- An increased role for the **community**, including **children**, in protecting children and ensuring fulfilment of the rights.

The Ministry of National Development Planning led the development of the plan, which sets out actions for multiple sectors and government departments. The Ministry of Women Empowerment and Child Protection is mandated to co-ordinate the implementation of the plan. Lines of responsibility for delivery are not always clear, however, and targets are not quantified, with more detailed planning needed if the new approach is to fulfil its aspiration of ensuring integrated delivery for children by government, civil society, community-based organisations and the private sector.

### National Strategy on the Elimination of Violence against Children (2016-2020)

In parallel to the national plan, a National Strategy on the Elimination of Violence against Children has been agreed for 2016-2020 as per the Coordinating Minister for Human Development and Culture's Decree.<sup>20</sup> The strategy has a strong focus on violence prevention, in line with the national vision that "no child should live in fear."

The strategy's goal is that "all children in Indonesia can grow and develop optimally and to their full potential, free from all forms of violence, including neglect and exploitation." It aims to deliver a measurable reduction of violence experienced by children by 2020, with surveys used to demonstrate a reduction in the prevalence of violence.

Six sub-strategies are included (see below), each of which is matched to an objective for 2020. Indicators will be developed for these objectives, and linked to the indicators for the RPJMN.

Strategy	Objective
1. <b>Legislation</b> and the <b>implementation of policies</b> that protect children from all forms of violence in all settings.	Legal instruments and policies in place to eliminate all forms of violence, in line with international conventions and protocols.
2. Change <b>social norms</b> and <b>cultural practices</b> that accept, justify, or ignore violence in childhood.	Children, caregivers and public figures aware of the right of children to be protected from all forms and violence, and understand how violence can be prevented.
3. <b>Parenting interventions</b> that support safe and loving relationships between caregivers (especially parents) and their children to prevent violence.	Parents and caregivers aware of the importance of positive child development, including the fulfilment of right of children to be protected from violence, how to identify and report violence, and to raise children in safe environments.
4. Increase children's <b>life skills and resilience</b> in preventing violence and supporting <b>compulsory education</b> programmes for children.	Children have increased capacity to protect themselves from violence and to engage in healthy behaviours, and to develop positive and non-violent relationships with their peers.

Strategy	Objective
5. Accessible and quality <b>support services</b> for all victims and children at risk.	Child victims and perpetrators, and those who are at risk of violence, gain access to health care, justice, and social welfare that is of high quality, free or affordable, sensitive to age and gender, and in accordance with minimum service standards.
6. Improved <b>data and evidence</b> on the situation of violence in childhood, including prevalence, incidence, causes, and consequences, as well as promising practices to reduce violence.	Integrated surveillance systems provide data on violence against children, including epidemiological, and on case management.

The strategy was developed through a consultative process, including with more than 4,000 children and young people, and with the involvement of all sectors and relevant government ministries. In the foreword, the Coordinating Minister for Human Development and Culture and the Minister of Women Empowerment and Child Protection both emphasise the importance of broad participation in ending violence, with government working in partnership with civil society and the private sector, and ensuring a strong role for children and communities.

Formal responsibility for implementation lies with:

- **The Coordinating Ministry of Human Development and Culture**,\* which has lead responsibility for coordination and which will develop an annual action plan with other government departments and agencies, at national and sub-national levels, and with non-governmental actors.
- **The Ministry of Women Empowerment and Child Protection**, which is responsible for dissemination, monitoring and evaluation, advocacy, and providing technical guidance to line ministries and local government.
- The **Ministry of National Development Planning** which is responsible for planning and budgeting, and for overseeing implementation and evaluation processes.

All stakeholders with “roles, responsibilities, and functions related to child protection” will be brought together three times a year, developing an annual implementation plan in the first quarter, monitoring progress at mid-year, and conducting an annual evaluation in the final quarter.

As with the national plan, considerable work will now be needed to ensure a broad coalition of actors are aligned behind delivery of the strategy and that they work towards quantified short and medium-term targets that are commensurate with the ambition of its vision that “no child should live in fear.”

The potential is considerable. As the Special Representative of the UN Secretary-General on Violence against Children has recently stated:

*With the new national strategy on the elimination of violence against children, Indonesia can make a decisive contribution to realizing the vision of the SDG agenda to*

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\* Oversees ministries with responsibilities for health, education and culture, social affairs, women’s empowerment and child protection, youth and sports, religious affairs, the village and disadvantaged regions, and migration.

*create a just, equitable, tolerant and socially-inclusive world in which the human rights and human dignity of everyone are realized, leaving no one behind.*<sup>21</sup>

### A Child Friendly Indonesia

Indonesia is committed to ensuring a growing number of its cities (and districts) are child friendly (Kota Layak Anak), and is also working to create child friendly sub-districts, schools, and villages.<sup>22</sup> This programme provides an alternative approach to protecting children and creating environments in which they can develop to their full potential.

A city or a district can be certified as child friendly if it fulfils the rights of children as measured by 31 indicators for institutional strengthening and protecting child rights. These are summarised below:

- **Institutional strengthening:** legislation, policy, budgets and human resources for fulfilment of child rights; child participation through the Children's Forum or other mechanisms; enhanced role of the community and private sector; availability of data disaggregated by sex, age, and district.
- **Civil rights:** birth registration; access to (child friendly) information facilities and resources; and structures for child participation.
- **Family environment and alternative care:** rates of early marriage; availability of parenting support; and social welfare organisations for children.
- **Basic health and welfare:** infant mortality; children underweight under five; rates of breastfeeding and of immunisation, and access to clean water; access to health care and social protection; and tobacco control.
- **Education, use of leisure time and cultural activities:** early childhood education and compulsory schooling; child friendly schools and safe travel to school; and creative and recreational activities outside school.
- **Special protection:** care outside the family; children in conflict with law; restorative justice; disaster management; and child labour.

The Child Friendly City initiative is supported by several health components, such the Child Friendly Community Based Health Services, which includes a component on readiness to identify and respond to violence against children. It promotes child friendly information, both internet based and mass media, and combats pornography.

The effort to promote child friendly schools is complemented by a recent decree, issued by the Ministry of Education, on the prevention of violence in schools and early learning centres.<sup>23</sup> This has three objectives:

- The creation of **safe environments** for learning.
- **Tackling violent behaviour** by students and those working in schools.
- Fostering **harmonious relationships** between students, educators, staff and parents, and between the school and the community.

The decree makes it mandatory to report violence to parents and to the Ministry of Education in cases of serious violence, and sets out responsibilities for schools, teachers and local government to prevent and respond to violence. Each school is required to set up a violence prevention team, led by the principal and with representatives of teachers, parents, and students.

A further Presidential decree supports an overarching legal framework directing all relevant ministries to collaborate in creating child friendly environments, and ending sexual violence against children. Young people have also emerged as an important force for change in Indonesia, leading initiatives in areas such as anti-bullying campaigns, demonstrating the importance and potential of a child-centred approach.

### **Conclusion**

Building on its strong high level political commitment and new national plan and strategy, Indonesia has now begun to lay the foundation to deliver measurable reductions in violence against children.

This policy framework is strongly aligned with international best practice, reflecting all elements of the proposed global package for ending violence against children. Effective implementation is therefore now the primary challenge.

The Ministry of Planning and Ministry of Women Empowerment and Child Protection have committed to advocate and build capacity of the child protection system, and have prioritised the roll out of community-based child protection mechanisms in all provinces. The interaction between the strategy, the national plan, and this investment in systems at the community level needs careful planning to ensure coherence.



## Two ; Time to Deliver

### Acting to End Violence

Section One of this report provides an overview of the foundations Indonesia has built for renewed efforts to end violence against children. The findings are reviewed in the SWOT analysis on page 17.

Based on interviews and workshops conducted during the scoping visit, it is clear that Indonesia has considerable strengths to build on:

- **Political will** to prevent and address violence against children has increased, with the President and ministers committed to a new movement to protect children.
- A **policy framework** has been developed that draws on the best international evidence of what works and which provides a foundation for ambitious delivery.
- **Cross-sectoral commitment** to ending violence demonstrated by the joint ownership of the new strategy for eliminating violence by ministries with responsibility for human development, child protection, and planning.

There are, however, significant remaining weaknesses. Implementation of previous action plans has been patchy. Indonesia's new strategy for eliminating violence is a successor to the National Action Plan on the Prevention and Eradication of Violence against Children, which ran from 2010 to 2014. Other relevant actions plans include the National Program for Indonesian Children (2006-2015)<sup>24</sup> and plans for eliminating the worst forms of child labour (2002-2022), eradicating trafficking and sexual exploitation (2009-2014),<sup>25</sup> and strengthening the juvenile justice system (2014-2019).

A recent evaluation of Indonesia's systems for protecting children found encouraging signs of progress.<sup>26</sup> This finding was confirmed in interviews with stakeholders conducted during this scoping visit, with a consensus that Indonesia has strengthened the systems needed to achieve a significant and measurable reduction in levels of violence. Multi-sectoral coordination has also been improved.

However, evidence is weak that this has led to measurable increases in children's safety. Prevalence and administrative data in most areas related to violence is fragmented and unreliable. While progress can be demonstrated in some areas – women are marrying later, for example<sup>27</sup> and rates of birth registration have increased<sup>28</sup> – there is insufficient evidence to establish a reduction in overall levels of violence.

To succeed:

- **Champions for ending violence** must step up their advocacy, focusing on the challenge of delivery and the budget allocations that are needed to back violence prevention at scale. Accountability must be strengthened by quantified targets. Champions must work to ensure that leaders from across society accept the scale of the problem, and work to ensure that legislation, policies and programmes are in line with global best practice and evidence.<sup>29</sup>
- **Responsibility for delivery must be clear** across government departments, sectors and layers of government, while co-ordination structures must be responsive to the complex governance structures in Indonesia's decentralised context. Budgets must be allocated in line with commitments in the action plans, and overall expenditure must be adequate to meet the targets they set. The role of non-government organisations should be fully acknowledged, as local NGOs deliver half of interventions in communities, and international NGOs another 18%.<sup>30</sup> Children should have the opportunity to participate.

- A strengthened response is needed to Indonesia's **decentralisation** and **diversity**. The geographic coverage of existing implementation efforts is uneven, with the majority of interventions that aim to prevent and respond to violence against children concentrated on the western and southern parts of the country.<sup>31</sup> Children are especially at risk of abusive practices such as child marriage, child labour, or female genital mutilation in some parts of the country.<sup>32</sup> Children are placed at increased risk of violence due to discrimination on the basis of their gender, religion, disability, or ethnic status.<sup>33</sup> There is, however, an opportunity to build on best practice that is emerging from districts such Klaten and Surakarta.
- **The commitment to prevention** must continue to be strengthened. 94% of central government budgets for 2013 and 2014 were allocated to responding to violence, and 6% to activities that blend prevention and response.<sup>34</sup> The role of key sectors such as health and education in prevention can also be increased, while renewed efforts should be made to address the social norms that leave children at risk from violence, or to promote positive attitudes to children and their rights.<sup>35</sup>
- **Data and evidence must be strengthened**. The lack of robust data on prevalence has already been noted and acts a fundamental barrier to delivery of the aspirations of the RPJMN or the new national strategy. The monitoring and evaluation of programmes that prevent and address violence also needs improvement, with a mapping exercise finding that nearly half of interventions lack any documentation for their scope or expected impact, while only 2% of interventions had completed an impact evaluation.<sup>36</sup> There is potential to ensure that all policies are based on the best available evidence, correcting any misallocation of resources and preventing adverse outcomes for children.

As it moves forward, Indonesia will need a significant acceleration in its capacity to deliver if it is to meet the ambition of its medium-term development plan to demonstrate a reduction in the prevalence of violence by 2019. Partners from all sectors agree, however, that the new plan and strategy create a significant opportunity to:

- **Focus on implementation**, by developing ambitious, but robust plans for implementation that identify and fund clear priorities, and support their delivery through enhanced co-ordination structures with clearly defined roles and responsibilities and consistent political leadership. Implementation must be integrated, holistic and deliver interventions at scale in multiple regions.
- **Strengthen the movement to end violence**. While central government has an essential role to play, significant reductions in violence against children will only be achieved through an enhanced role for subnational government, civil society and communities, the private sector, and children themselves.
- **Invest in the data and evidence** that is required to manage the implementation process, enabling partners to collaborate more effectively and increasing accountability for delivery in the short and medium term.

By becoming a pathfinder for the Global Partnership to End Violence Against Children, Indonesia now has the potential to sharpen the focus on its delivery challenges, with SDG16.2 and other violence related targets providing a catalyst for greater ambition, urgency and coherence. Commitments to implementation could be announced at the Partnership's Global Call to Action event in July 2016, as part of Indonesia's broader plans for delivering the SDGs for children.

By taking its place at the head of a global movement to end violence against children, Indonesia also has the opportunity to share experiences and models with other pathfinder countries, and to draw on international expertise and evidence as it tackles its implementation challenges and works to meet its commitments to preventing and addressing violence against children.

### Ending Violence Against Children in Indonesia

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>▪ Indicator for reducing prevalence of violence included in National Medium Term Development Plan</li> <li>▪ National Strategy on the Elimination of Violence against Children is aligned with international evidence and best practice, and makes a major shift to prevention</li> <li>▪ Strengthened approach to planning has led to a strategy ‘owned’ by ministries with responsibility for co-ordinating human development (including social welfare, education and health), for leading on child protection, and for planning and budgeting</li> <li>▪ National Plan of Action for Child Protection (2015-2019) and commitment to Child Friendly Cities add additional dimensions to national programme to end violence</li> <li>▪ Co-ordinating structure has been proposed for a multi-sectoral response – across government, and between government and other actors</li> </ul>	<ul style="list-style-type: none"> <li>▪ Despite committed champions, political will for ending violence needs to be maximised</li> <li>▪ Commitment to prevention has been weak, and some policies promoted despite a lack of evidence. In the past, budgets have been inadequate</li> <li>▪ Responsibility for delivery is fragmented across sectors and government department</li> <li>▪ Devolution and cultural diversity leads to sporadic and inconsistent implementation</li> <li>▪ Civil society is not enabled to fulfil its leadership potential, despite its essential role in advocacy and delivery, especially at grassroots level</li> <li>▪ Weak data for prevalence reflects a lack of commitment to measuring results for children</li> <li>▪ Indonesia is currently not on track to demonstrate measurable reductions in violence by 2019, in line with the target set in the medium-term development plan</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>▪ Develop a dynamic approach to delivery that integrates the national plan and strategy, with clear quantified targets and indicators</li> <li>▪ Draw on best practice on what works to design and implement interventions at scale</li> <li>▪ Build a compelling case for investment, to strengthen recently introduced budgets, based on estimates of the investment needed to scale up interventions</li> <li>▪ Create a robust coordination structure able to accelerate implementation and improve accountability</li> <li>▪ Use pathfinders at provincial and city levels to showcase new approaches and initiatives</li> <li>▪ Enhance the role of civil society and the private sector, harnessing their capacity to deliver results for children</li> </ul>	<ul style="list-style-type: none"> <li>▪ Policies adopted that are not based on evidence</li> <li>▪ Fragmentation increases due to overlapping strategies and plans</li> <li>▪ Insufficient ambition and/or resources to deliver the new strategy or plan</li> <li>▪ Commitment to implementation remains weak from ministries with large budgets and workforces (health, education, etc.)</li> <li>▪ Advocacy on values and norms creates backlash</li> <li>▪ Lack of clear strategy for data and evidence</li> <li>▪ Failure to think about the long term and to prepare for the next medium term development plan</li> <li>▪ New risks to children, such as from climate change or global economic instability</li> </ul>

## Three | Recommendations and Next Steps

### 1 Set out a vision for delivering Agenda 2030 to children, with a commitment to their safety at its heart.

The President of Indonesia has emphasised his personal commitment to ensuring all aspects of the new agenda are delivered to children.<sup>37</sup> His priorities for government also emphasise the importance of investing in children as part of ensuring a healthy, smart and prosperous future for all young Indonesians.<sup>38</sup>

Indonesia now has the opportunity to set out a compelling case for investing in preventing and responding to violence against children, addressing the physical, social and economic burden of violence, and ensuring that all children are able to benefit from sustainable development.

In interviews conducted during this scoping visit, government stakeholders emphasised the importance of integrating action to end violence against children into this broader vision. In Agenda 2030, all countries made a commitment to “a world which invests in its children and in which every child grows up free from violence and exploitation.”<sup>39</sup>

The agenda is based on a recognition that:

- High levels of violence will make it impossible to deliver the SDGs for children, putting goals for poverty, hunger, health, education, gender equality, and water and sanitation out of reach.
- Equally, it will be impossible to prevent violence unless all sectors unite to make societies safer for children.

Given its role in the development and coordination of the new strategy, the Ministry of National Development Planning should ensure that SDG16.2 and other targets for ending violence are included as priorities by the Indonesian SDGs Secretariat, again as part of a broader vision for delivering Agenda 2030 to children. This vision must include a focus on ‘leaving no child behind’, responding to the needs of most vulnerable and marginalised children, including those with disabilities.

Delivery will be the responsibility of all stakeholders and sectors, with leadership from government at all levels, and a full role for local, national and international civil society, and for bodies such as the Indonesian Child Protection Commission (KPAI) that have a responsibility to stand up for the rights of children.

### 2 Identify priorities for urgent implementation of the strategy for eliminating violence against children.

The government recently brought stakeholders together to begin work on implementation. During this workshop, it emphasised the need for more dynamic approaches to planning and for finance to be directed at programmes with the greatest potential to deliver results for children (“money should follow program, not function”).

The government now has the opportunity to lead a process that will identify clear priorities in each of the areas set out in its strategy. In interviews conducted during the scoping visit, stakeholders identified the potential for significant progress in some or all of the following areas:

- **Legislation and policies.** The new strategy makes a commitment to use the next five years “to complete the legal framework and policies for the effective protection of children from violence.” As it begins implementation, the government could identify the most immediate priorities for legislative strengthening. For example, it could explore the potential for using government regulation to end child marriage or set out plans for acting on the recommendation from the Committee on the Rights of the Child that it take “all necessary measures... to end corporal punishment and other forms of violence in school.”<sup>40</sup> These immediate steps would set the stage for ongoing legal strengthening with the aim of prohibiting all forms of violence against children.
- **Social norms and cultural practices.** During the scoping visit, the government identified this as an area where it would like to explore international models and best practice as part of its commitment to achieving a major shift in the norms and values that tolerate and justify violence. It is committed both to high-profile public campaigns and to action at grassroots level to mobilise and empower communities. Bullying was mentioned as a possible area for priority action, in line with the Ministry of Education’s decree on the prevention of violence in schools and its commitment to child friendly schools. This would allow a strong leadership role for children as advocates and peer counsellors, and would have broader impacts on values and norms in families and communities.
- **Parenting interventions.** According to a recent review, Indonesia has a growing number of programmes that support parents and other caregivers, run both by government and by civil society, but there is a lack of consensus on what works and “coverage by location of family characteristics is not yet systematic or need based.”<sup>41</sup> Implementation of the new strategy offers an opportunity for the government to establish standards for parenting programmes, drawing on international best practice, and to set out plans for financing support to those parents and caregivers who need it most. Priorities include the poorest families, adolescent parents, and other marginalised groups.
- **Life skills and education.** As already argued, a focus on bullying in schools could strengthen broader efforts to ensure that all children receive a full course of quality education. The government could consider a target for expanding the network of peer counsellors, ensuring that all students in junior secondary schools have access to peer counsellors with skills in areas such as conflict resolution. There are also opportunities to build on the life skills component of the school curriculum.
- **Support services.** Indonesia is planning a major expansion of its community-based child protection systems and is developing a model for the integrated delivery of social welfare services for child protection. This provides an opportunity to offer comprehensive services to children who are victims, perpetrators or are at risk of violence, while improving social protection systems and investing in community development.
- **Data and evidence.** A research strategy is needed to measure progress in reducing violence against children, increase understanding of risk and protective factors, and expand evidence on what works. In the short term, there is potential to develop data that will support immediate implementation priorities (for example, attitudinal data on parenting practices or bullying in schools), while also investing in disaggregated data for vulnerable, marginalised and disabled children. Research is also needed to understand local norms and practices in areas such as parenting.

### **3 Strengthen the movement for ending violence against children in Indonesia.**

Effective horizontal and vertical coordination will be essential to the delivery of the new plan and strategy. In interviews conducted during the scoping visit, some stakeholders called for a new coordination mechanism that would:

- Draw on the strengths of the three ministries that have developed the strategy, while clarifying responsibilities for delivery.
- Increase leadership at all levels of government, especially in districts and villages.
- Enhance the representation of non-governmental actors, given their vital role in preventing violence against children, building on successful models developed by civil society and creating new multi-stakeholder partnerships.
- Enable children and young people to participate safely and meaningfully.
- Promote strategic assistance and strengthen coordination between national and local government.
- Provide a platform for the co-creation of delivery plans, preventing fragmentation and ensuring that all initiatives are aligned with strategic objectives.
- Improve oversight and accountability, in line with the target from the medium-term development plan and Indonesia's commitment to SDG16.2 and other violence related targets.

Indonesia could now examine options for the creation of this coordination structure, drawing on models from other countries. It might also explore the data and evidence that will be needed to underpin effective coordination, consolidating indicators from various national plans and strategies, and drawing on global indicators from Agenda 2030. This work would draw on the recommendation in the ASEAN regional plan to develop and strengthen national systems for disaggregated data collection, drawing on international indicators and research protocols. It would also feed into a national research agenda for ending violence against children in Indonesia.

Clear commitments are also needed to roll out national strategies and plans at provincial and district levels, with clear commitments for financing and a timetable for a staged rollout to different parts of the country. Capacity building, at all levels, will be needed to support nationwide delivery of the new strategy and plan.

### **4 Commitments announced at the Partnership's Global Call to Action**

Indonesia's new strategy and plan offer a significant opportunity to make ending violence against children a central priority for Indonesia. This paper has underlined the importance of building a powerful national movement that has the capacity and ambition to achieve significant, measurable and sustainable reductions in violence, in line with the target set by the National Medium Term Development Plan.

The paper has also highlighted the potential for Indonesia as a pathfinder for the Global Partnership to End Violence Against Children, taking its place at the head of a global movement for ending violence against children and delivering SDG16.2 and other targets. At the recent Partnership launch and Global Call to Action in New York, Indonesia pledged its commitment "to a transformative agenda to end violence against children," and gave details of its plans including

“a four-fold increase in budget in 2016” and the Ministry of Women Empowerment and Child Protection investing in “a national programme to design and roll out a community-based child protection programme.” As a pathfinder, Indonesia will share its experiences with other countries, and draw on international expertise and technical support.

Next steps might include:

- Using this discussion paper to deepen the debate about Indonesia’s implementation challenge and how it can most effectively build on its status as pathfinder for the Global Partnership to End Violence Against Children.
- An accelerated process to plan implementation of the national plan and strategy, with a strengthened multi-sectoral co-ordination mechanism on national and local level.
- Reporting on implementation of the pathfinder ‘roadmap’ which summarised commitments and priorities, drawing on the national plan and strategy, and setting ambitious but realistic targets for implementation in the short and medium term.
- Government and other stakeholders to further explore areas where it could benefit from international support. Four priorities have so far been suggested: (i) implementation of evidence-based policies and programmes at scale; (ii) costing models for implementation at scale; (iii) interventions to address norms and values, perhaps focused initially on an area such as bullying; and (iv) gathering the data needed to demonstrate significant, sustained, and measurable reductions in violence, as part of a research agenda on violence against children in Indonesia.
- Global partners to support the evidence-based implementation of the national plan and strategy, especially in priority areas for international support.
- (Social) media campaign to raise awareness of Indonesia’s ambitious plans to end violence.



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<sup>41</sup> Heather Biggar Tomlinson, Syifa Andina, (2015), *Parenting Education in Indonesia, Review and Recommendations to Strengthen Programs and Systems*, Washington DC: World Bank Group, available at <https://www.openknowledge.worldbank.org/bitstream/handle/10986/22125/9781464806216.pdf?sequence=1>, p.xiv