Communication in the Implementation of Child Social Welfare Program (PKSA) as an Effort to Fulfill Welfare of Street Children
(Study at East Jakarta Social Service Sub-Dept.)

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ABSTRACT

The Child Social Welfare Program (PKSA) is a form of integrated, directed, and sustainable effort that carried out by the government and the community in the form of social services and conditional child social welfare assistance which includes: a) social assistance/fulfillment of basic rights; b) increasing accessibility to basic social services; c) development of children's self-potential and creativity; d) strengthening the responsibility of parents in the care and protection of children; e) strengthening of child social welfare institutions. In this study, data collection techniques used were observation, interviews, and documentation. The results of the research that have been obtained by researchers show that the policy communication process in the implementation of PKSA for the fulfillment of the welfare of street children in the East Jakarta Social Service Sub-dept. has been running well according to the procedure, but there are still various obstacles. One of the biggest obstacles that hinders the communication process at PKSA for street children in East Jakarta is the lack of desire and interest from street children to stop making money on the streets, and the feeling of fear that street children have towards the officers of the East Jakarta Social Service.

Keywords: Communication, Social welfare, Street children

1. INTRODUCTION

In the Law of the Republic of Indonesia Number 23 of 2002 about Child Protection Article 1, it is stated that, what is meant by a child is someone who is not yet 18 years old, including children who are still in the womb. Surya in Sudarsana (2018) argues that children are born into the world in a helpless state, but in fact they have brought a number of potentials as provisions for their survival in the future. In their powerlessness, parents are expected to be able to provide a meaningful influence for further development.

In the Law of the Republic of Indonesia Number 35 of 2014 about Amendments to Law Number 23 of 2002 about Child Protection, it is stated that children's rights are part of human rights that must be guaranteed, protected, and fulfilled by parents, society, state, government and local government. According to the Convention on the Rights of the Child, children's rights are divided into four categories, namely:

(1) The Right of Survival and Development
This right is the right to maintain and preserve life. This right to life has been in effect since the child was still in the womb.

(2) Non-Discrimination
The right to protection and the right to make choices in life are also rights owned by children. Children must be protected from all forms of discrimination, exploitation, violence and neglect.

(3) Best Interests of the Child Children
Children should be given the best opportunity to grow and develop. Education, physical, mental, spiritual, moral and social development are children's rights to achieve a decent standard of living.

(4) The Views of The Child Children have the right to express their opinions in all matters affecting children.

(Tim Kreatif Baperlitbang Kabupaten Kendal, 2012)

The Indonesian government itself has made various regulations as a legal basis to protect children's rights and ensure their welfare, however, in reality there are still many children who are far from prosperous. Based on data from the Indonesian Child Protection Commission (KPAI) in 2020, it is stated that cases of child rights violations are still volatile.

Based on KPAI data for 2020, it shows that in 2015, there were 4,309 cases of violations of children's rights. Then, that number increased by 7.3% in 2016 to 4,622
cases. This figure had decreased in 2017, but again jumped in 2018 to 4,885 cases. In 2019, the number of cases of violations of children’s rights again decreased by 5.5% to 4,369 cases (Pusparsita, 2020). Even so, cases of child rights violations are still high. According to Rita Pranawati as Deputy Chair of KPAI in Ansori (2021), stating that throughout 2020 the most cases of child rights violations came from the family and alternative care clusters with 1,622 cases, followed by violations in the education cluster as many as 1,567 cases, pornography and cyber-crime clusters with 651 cases, trafficking and exploitation clusters with 149 cases, social and child clusters in emergency situations as many as 128 cases, civil rights and participation clusters with 84 cases, health and drug clusters with 70 cases, and many more cases of other violations of children’s rights. Due to the many cases of violations of children’s rights, efforts to achieve social welfare for all children are also facing many problems.

Conceptually, social welfare is a condition of human life that is created when various problems can be managed properly, and when human needs can be met, and when social opportunities can be maximized (Midgley in Suradi 2007). In this social welfare, of course, also includes social welfare for children, so that they are able to develop healthily and naturally as appropriate (Khaizu, 2009). Law of the Republic of Indonesia Number 4 of 1979 concerning Child Welfare Chapter 1 Article 1 states that child welfare is a way of life and livelihood of children that can guarantee their growth and development properly, both spiritually, physically, and socially.

It’s a very unfortunate thing, that in reality shows that there are still many social welfare problems. There are at least four social welfare problems that can be described in broad outline, namely: poverty, disability, neglect, and housing inadequacy (BPS, Ministry of Health, and Ministry of Social Affairs in Suharto (2004). A person or family can be said to be experiencing Social Welfare Problems (PMKS) if the person or family due to a difficulty, disturbance, or obstacle cannot carry out their social functions so that they cannot fulfill their daily needs. These difficulties, disturbances, or obstacles can be in the form of poverty, neglect, disability, social disability, or environmental changes (suddenly) that are less favorable (Dinas Sosial Provinsi Riau, 2018). According to the Indonesian Ministry of Social Affairs, it is currently recorded that there are 26 types of PMKS in Indonesia. Children are also not spared from this PMKS problem, quoting from the Integration of Social Rehabilitation Services, there are 7 types of PMKS that occur in children:

1. Abandoned toddler
2. Abandoned child
3. Children in conflict with the law
4. Street children
5. Children with disabilities
6. Children who are victims of violence or are mistreated
7. Children who need special protection

Seeing that there are still many problems regarding the fulfillment of children’s social welfare, the Directorate of Child Social Welfare has begun to develop the Child Social Welfare Program (PKSA) which has been launched since 2009 through trials of handling street children in five areas: West Java, DKI Jakarta, Lampung, South Sulawesi, and Yogyakarta. The implementation of PKSA is guided by the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 15 A/HUK/2010 about General Guidelines for Child Social Welfare Programs and is strengthened through the issuance of Presidential Instruction Number 1 of 2010 about Acceleration of Implementation of National Development Priorities. Then, PKSA was again strengthened by the Presidential Instruction Number 3 of 2010 concerning the Equitable Development Program, which established PKSA as a national priority program (Astu, 2015).

In the past, Child Social Welfare Policies and Programs (PKSA) tended to be implemented in a sectoral manner with limited service coverage, prioritizing institutional or social care approaches, and implemented without a national strategic plan (Putri, Mulyana, and Resnawaty, 2015). This is also currently undergoing changes, where the Child Social Welfare Program (PKSA) has been designed as a form of integrated, directed, and sustainable effort that carried out by the government and the community in the form of social services and conditional child social welfare assistance which includes:

1. Social assistance/subsidies for the fulfillment of basic rights, such as the provision of birth certificates, housing, nutrition, clean water, and others;
2. Increasing accessibility to basic social services, such as access to basic education, access to health services, access to social rehabilitation services, and others;
3. Development of children’s potential and creativity;
4. Strengthening the responsibilities of parents/families in child care and protection;
5. Strengthening children’s social welfare institutions.

(Putri, Mulyana, and Resnawaty, 2015)

This Child Social Welfare Program has the aim of realizing the fulfillment of children’s basic rights and protection of children from neglect, violence, exploitation, and discrimination so that the growth and development, survival, and participation of children can be realized. This program also covers aspects of child protection by focusing on the handling experienced by children and is included in tertiary services. There are 5 main program components contained in PKSA which are based on the cluster of child service recipients:
(1) Toddler Child Social Welfare Program (PKS-AB)
(2) Social Welfare Program for Abandoned Children/ Street Children (PKS-Anjar/ Anjal)
(3) Social Welfare Program for Children in Conflict with the Law (PKS-ABH)
(4) Social Welfare Program for Children with Disabilities (PKS-ADK)
(5) Child Social Welfare Program with Special Protection (PKS-AMPK).

Street children are one of the clusters of children whose rights and welfare are not fulfilled and are often violated which is a cluster of children receiving services in the Child Social Welfare Program. Street children are children aged 5-18 years, both boys and girls who spend most of their time on the streets, have little or no communication with their families, and are far from supervision, protection, and guidance. They are very vulnerable to health and psychological disorders (Azmiyati in Rachmawati and Faedlulloh, 2021). In the Inter-NGO Program in 1985, it was defined that street children are any children who have not yet reached adulthood who live on the streets to earn a living, including uninhabited housing and a less child-friendly environment (Ogan, 2021). The problem of street children is a very complex problem, even the legal apparatus considers that the legal basis and current policies are still not able to handle this problem. This is because the phenomenon of street children is closely related to other problems, both internally and externally, such as economic, environmental, educational, family, religious, psychological, social and cultural problems. It can be said that street children are victims of conditions experienced by individuals, both internally, externally, or a combination of both (Khorrunissa et al. in Rachmawati and Faedlulloh, 2021).

Table 1. Data on Street Children in the Social Services Sub-Dept. in Jakarta Area from 2015-2016

| No. | Area          | Year 2015 | Year 2016 | Total |
|-----|---------------|-----------|-----------|-------|
| 1.  | North Jakarta | 551       | 405       | 956   |
| 2.  | South Jakarta | 75        | 215       | 290   |
| 3.  | Central Jakarta | 108     | 150       | 213   |
| 4.  | West Jakarta  | 263       | 275       | 538   |
| 5.  | East Jakarta  | 260       | 285       | 545   |
| **TOTAL** |           | **1257**  | **1330**  | **2542** |

Source: North Jakarta Social Service Sub-dept, 2017

Based on the data above, it can be concluded that in 2015-2016, DKI Jakarta had a fairly high number of street children, as many as 2542 people. East Jakarta, as the most densely populated area in DKI Jakarta, turns out to be in the second position as the area that has the highest number of street children with a total of 545 street children (Rachmawati and Faedlulloh, 2021). This number is also very unfortunate, because the East Jakarta area is a city area that has the most shelter for street children among other areas in DKI Jakarta. Based on data from the DKI Jakarta Provincial Social Service, there are 26 shelter houses owned by the DKI Jakarta Provincial Government, with details: five shelter houses in Central Jakarta; five shelters in North Jakarta, four shelters in West Jakarta, four shelters in South Jakarta, and eight shelters in East Jakarta (Tambun, 2013). The number of shelter houses in East Jakarta does not improve the problem of street children in East Jakarta. The number of street children in the data does not include street children who have not been recorded because they are hiding from the officers. This number also has the potential to increase, coupled with the COVID-19 pandemic which has caused economic delays which further encourage children to fulfill their daily needs by making money on the streets.

The existence of PKSA aims to ensure the welfare and performance of rights of street children. However, in reality there are still many cases of violations of child welfare and one of them happens to street children. The existence of PKSA is still considered to have not been optimally successful because so far, the various efforts carried out to overcome the problems of street children are still ineffective, inadequate, unplanned, and not well integrated (Armita in Sakina et al., 2020).

The Appendix to the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 15 A/HUK/2010 explains that the Ministry of Social Affairs of the Republic of Indonesia through district/city social services in various parts of Indonesia cooperates in implementing the Child Social Welfare Program as the regional PKSA Management Unit. One of the institutions involved in the implementation of this program is the East Jakarta Social Service Sub-dept. However, looking at the reality on the ground which shows that there are still many street children scattered throughout the East Jakarta area, it shows that the role of the East Jakarta Social Service Sub-department is still considered ineffective and the implementation process of this program still encounters several problems.

In the process of implementing a policy, Of course, there are several factors that affect policy implementation. According to Van Meter and Van Horn's theory of public policy implementation, there are some factors that influence the performance of public policy implementation: policy standards and objectives, resources, communication between enforcement agencies, characteristics of enforcement agencies, social,
Data collection techniques are the most strategic step in a survey, as the main purpose of the survey is to capture the data (Sugiyono, 2016). In this study, researchers used several data collection methods:

(1) Observation, namely the activity of loading research on an object (Sugiyono, 2016). The activities observed in this study include the activities carried out by street children when looking for money on the street, as well as activities carried out by the East Jakarta Social Service and halfway houses.

(2) Interview, is a technique designed to get a clear picture of the research subject's perspective on the research topic (Laksono, 2015). As for those who will later be used as research subjects in this study, among others: 1) Mr. Anang as Staff of the Rehabilitation and Social Empowerment Section of the Social Service of the East Jakarta City Administration; 2) Mr. H. Otong Suryana, S.H. as the Head of the Akur Kumia Foundation, 3) street children around the East Jakarta area, and 4) communities around areas prone to street children.

(3) Documentation. In this study, the documentation used includes Ministerial Decrees, Regional Regulations, and Governor Regulations.

Then, in this study there is also a process of data analysis. Data analysis is a process for classifying the sorting of data into existing provisions to obtain results in accordance with the data that has been obtained (Sugiyono, 2016). The data analysis method used has four phases: data collection, data reduction, data display, and inference.

In a study, determining the focus of research is something that needs to be done. The research focus is intended to limit qualitative studies and at the same time limit research to select which data is relevant and which is not relevant (Moleong, 2010). This is so that a study does not deviate from the research objectives that have been set (Febriani in Amanta, 2020). Therefore, the focus of the researchers in this study is the Implementation of the Child Social Welfare Program (PKSA) in the Efforts to Fulfill the Welfare of Street Children (Study at the East Jakarta Social Service Sub-dept.) by using three dimensions of policy communication according to Edward III: transmission, clarity, and consistency.

### 2. METHODS

In this study, researchers used a descriptive method with a qualitative approach. Qualitative descriptive research was used with the aim of describing and getting a clear picture of how the implementation of the Child Social Welfare Program (PKSA) in an effort to fulfill the welfare of street children in the East Jakarta Social Service Sub-dept. This research will be analyzed with three dimensions of policy communication according to Edward III: transmission, clarity, and consistency.
(3) Consistency dimension are needed so that the measures taken are not confused and that policy makers, target groups, and stakeholders are not confused.

In this study, the research subjects are people who are considered to understand and know everything related to the research focus, so that these people are expected to provide information needed by researchers.

3. RESULTS AND DISCUSSION

In order to describe the communication process in implementing the Child Social Welfare Program policy in an effort to fulfill the welfare of street children at the East Jakarta Social Service Sub-dept., the author will describe using three dimensions of policy communication according to Edward III:

3.1. Transmission Dimension

According to Edward III in (Posangi, Lengkong, and Dengo 2020), states that transmission is the first requirement for effective policy implementation, namely that policy implementers know what they have to do. Policy decisions and orders must be transmitted or forwarded to implementers before they are followed. Therefore, the distribution of good communication will be able to produce a good implementation.

As described above, in this study, the transmission aspect of the implementation of the Street Child Social Welfare Program was communicated by the East Jakarta Social Service Sub-dept. to all relevant implementing agencies, such as Municipal Police (Satpol PP), Social Homes, and Shelter House. In addition, the East Jakarta Social Service Sub-Department also communicates this program to the community and the target group, which in this case is street children. The results showed that the Street Child Welfare Program at the East Jakarta Social Service Sub-dept. had been communicated quite well. This is shown by the attitude of policy implementers who already understand and carry out their duties in accordance with their respective main tasks and functions.

In this program, the East Jakarta Social Service Sub-department acts as a repository for public complaints related to street children, so the East Jakarta Social Service Sub-department also coordinates with the community who are sources of information. Every report received from the community, the East Jakarta Social Service Sub-department will first coordinate internally with the P3S team which is a special team from the East Jakarta Social Service Sub-dept. stationed at 8 monitoring post points. P3S members who will later carry out outreach to street children through a persuasive approach so that these children do not return to singing or begging on the streets that can disrupt public order. However, if the persuasive approach fails, the East Jakarta Social Service Sub-dept will coordinate with the Municipal Police to conduct a coercive search and raid to arrest the street children so they don't go back to making money on the streets. After the raid is carried out by the Municipal Police, the East Jakarta Social Service Sub-dept will receive the results of the raid and carry out an assessment process. In this process, the East Jakarta Social Service Sub-department will cooperate with Social Homes regarding follow-up actions related to the process of empowering, fostering, and meeting the needs of street children later. However, before the street children are taken to the Social Homes, the East Jakarta Social Service Sub-Department will contact the parents of the street children to seek approval. If the parents of the street children do not approve of their child being taken to a social institution, the child will be returned to their parents.

In communicating with street children, the East Jakarta Social Service Sub-department has conducted socialization several times regarding the activities in the Street Children’s Social Welfare Program and the prohibition of singing, begging, and others on the streets. Based on the results of interviews with the East Jakarta Social Service Sub-department, in this socialization process there is an obstacle, namely street children who tend to avoid when approached. This is because the street children are afraid to be raided, when in fact the East Jakarta Social Service only wants to provide socialization. In overcoming these obstacles, usually the East Jakarta Social Service Sub-department will coordinate with the P3S team to approach street children and inform them that the East Jakarta Social Service Sub-department will hold socialization or other activities for them. However, it is very unfortunate that in this socialization process, the East Jakarta Social Service Sub-department has not utilized print media such as brochures or pamphlets and electronic media such as websites or social media, so the socialization process is only carried out face-to-face. This also causes many people who are not aware of the existence of this program.

In addition to socialization, communication between the East Jakarta Social Service Sub-dept. and street children is also carried out through the Shelter House. Each Shelter in East Jakarta has a responsibility to accommodate street children and prevent them from returning to the streets. In this case, the East Jakarta Social Service Sub-department acts as a coach who directs the course of each Shelter House in East Jakarta so that it can run in accordance with the objectives of the implementation of the Street Child Social Welfare Program. Through the Shelter House, the needs of street children such as education, training and development of talent interests, and other needs are expected to be met.

3.2. Clarity Dimension

The second aspect highlighted by Edward III in policy communication is the clarity of communication. The clarity of communication received by policy implementers must be clear and not confusing or
ambiguous. The ambiguity of the communication message conveyed regarding the implementation of the policy will lead to wrong interpretations that may even contradict the original message.

Based on the results of the research, it shows that the Street Children Social Welfare Program at the East Jakarta Social Service Sub-dept. has been clearly communicated to all policy implementers. All matters relating to this program, such as the legal basis, standard operating procedures, division of tasks and roles of each policy implementer, and other matters have been clearly informed. Information related to the Street Child Social Welfare Program has been conveyed by the East Jakarta Social Service Sub-dept. clearly and can be understood by every policy implementer involved. This can be seen from each task that has been divided and carried out well by each section in accordance with the division of their respective duties. Thus, there is no conflict between policy implementing agencies because all of them have understood the division of their respective duties and the implementation of the Street Child Social Welfare Program at the East Jakarta Social Service Sub-dept. can be carried out properly. Although there have been several changes in the division of tasks in the implementation of this program, the East Jakarta Social Service Sub-dept. can control this by going through a clear communication process between policy implementers.

However, the clarity of communication to the target group, which in this case is street children, is still lacking. This is because the socialization process is hampered because street children tend to avoid the presence of the East Jakarta Social Service because they are afraid to be raided. As a result, many street children still do not understand this program and what benefits they can get. The East Jakarta Social Service Sub-dept. also approached the parents of street children by holding two-way discussions with them. However, this is also felt to be nil because parents also insist that their children do not need to participate in this program and continue to earn money on the streets. In addition, information about this program to the general public is still unclear due to the lack of broad socialization to the public. This is evidenced by the fact that there are still many people who do not know about the Street Child Social Welfare Program. So, there are still many people's views that think that raiding activities for street children is a bad thing. This is due to the public's assumption that after the street children are arrested, the East Jakarta Social Service Sub-dept. will continue to neglect the street children and still cannot provide for the welfare of the street children. In fact, through this program, the welfare of street children can be fulfilled so that they do not have to make money on the streets anymore.

3.3. Consistency Dimension

The third dimension which is also important in the effective communication of a public policy is consistency. Edward III in Posangi, Lengkong, and Dengo (2020) stated that if policy implementation is to be effective, the implementation orders must be consistent. Inconsistent policy implementation orders will encourage implementers to take very lax actions in interpreting and implementing policies. If this happens, it will result in ineffective policy implementation because very loose measures are likely to be inappropriately used to implement policy objectives.

Based on the results of the research, the process of delivering information related to the Street Child Social Welfare Program at the East Jakarta Social Service Sub-dept. runs consistently. This is shown by the socialization process carried out by the East Jakarta Social Service once a week to street children in all sub-districts in East Jakarta. Even though they often experience rejection and street children tend to be evasive, the East Jakarta Social Service Sub-dept. is still carrying out the socialization process so that street children can stop making money on the streets and are willing to take part in empowerment activities contained in the Street Child Social Welfare Program. In addition to carrying out socialization, every day, the East Jakarta Social Service Sub-dept. also always approaches the street children so that they are no longer afraid of the officers.

4. CONCLUSION

The Child Social Welfare Program is a program developed by the Department of Child Social Welfare that is targeted, integrated and sustainable in the form of social welfare and conditional welfare of children by governments, local governments and communities. One of the main program components contained in the Child Social Welfare Program is the Street Child Social Welfare Program which focuses on fulfilling the social welfare of street children. The Ministry of Social Affairs of the Republic of Indonesia through the District/City Social Services in various parts of Indonesia cooperates in implementing the Child Social Welfare Program as the regional PKSA Management Unit. One of the institutions involved in the implementation of this program is the East Jakarta Social Service Sub-dept.

In implementing a policy, of course there are several factors that influence it. One of the important factors in the policy implementation process is the communication factor. Based on the results of research related to the communication process in the implementation of the Child Social Welfare Program (PKSA) in an effort to fulfill the welfare of street children in the East Jakarta Social Service Sub-dept. analyzed using three dimensions of policy communication according to Edward III, there are several conclusions as follows: First, on the transmission dimension, the process of distributing information between the East Jakarta Social Service Sub-Department and other policy implementing agencies related to this program has been running effectively. This is evidenced by the attitude of policy implementers who have understood and carried out their duties in accordance with their respective Standard
Operating Procedures. However, the transmission process between the Jakarta Social Service Sub-dept. and the target group, which in this case is street children, tends to still not go well. This is due to the attitude of street children who tend to avoid the officers of the East Jakarta Social Service because they are afraid of being raided by officers.

Second, in the clarity dimension, the Child Social Welfare Program at the East Jakarta Social Service has been clearly communicated to all policy implementing agencies, so that the duties and functions of each policy implementer can be carried out properly and miscommunication can be avoided. However, the clarity of communication to the target group, which in this case is street children, is still lacking. This results in many street children who do not understand the benefits they can get from this program.

Third, in the dimension of consistency, the East Jakarta Social Service Sub-department has been quite consistent in conducting socialization once a week to street children in all sub-districts in East Jakarta. In addition, every day, the East Jakarta Social Service Sub-dept. through the P3S team also approaches street children so that they will stop making money on the streets.

From the discussions and conclusions drawn, there is still much to be done to minimize the problems that arise so that the implementation of this program can perform better in the future. The author makes some suggestions that may be useful in implementing a Child Social Welfare Program (PKSA) in an effort to fulfill the welfare of street children at the East Jakarta Social Service:

1. Evaluating the approach strategy to street children, in order to minimize a coercive approach to reduce the fear of street children to officers so that their interest in improving their quality and stop making money on the streets increases;
2. Expanding cooperation with parties that can facilitate the communication process between the East Jakarta Social Service Sub-dept., street children, and the community;
3. Increasing the use of mass media and electronic media to expand information about the Child Social Welfare Program so that the public knows about it.

AUTHORS’ CONTRIBUTIONS

Author 1 compiled and designed the analysis, collected data, conducted research, and wrote papers. Author 2 provides direction to author 1 and provides corrections and directions to improve the preparation of the article.

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