



A Rapid Assessment of Children's Homes in post-Tsunami Aceh | DEPSOS and Save the Children - 2006

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2006



With support from:  
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2006**



**Save the Children**

*With support from:*



**The International Save the Children Alliance is the world's leading independent children's rights organization, with members in 27 countries and operational programmes in more than 100. We fight for children's rights and deliver lasting improvements to children's lives worldwide.**

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**This report was written by Florence Martin and Tata Sudrajat, Child Protection Advisors with Save the Children UK based in the Indonesian Ministry of Social Affairs (DEPSOS).**

**It is part of the International Save the Children Alliance's overall response to the Tsunami and Earthquakes in Aceh Province, Indonesia, with support from the Disaster Emergency Committee (DEC).**

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## **Foreword**

### **Director General for Social Services and Rehabilitation, DEPSOS**

*This research represents a part of the Government's efforts, in particular from the Ministry of Social Affairs, to respond to the protection needs of children that arose as a result of the Tsunami in Aceh.*

*Since the adoption of the Government of Indonesia's **Policy on Separated, Unaccompanied and Single-parent Children affected by Emergency Situations on 11 February 2005** which was followed up by the establishment of a Family Tracing and Reunification Network (FTR Network), it became quickly clear that a number of child victims of the Tsunami were being placed in the Children's Homes and the religious boarding schools (Dayah) across the NAD Province. This research provides us with a picture of the situation of these children which is significant and which completes the picture of the situation of children separated as a result of the Tsunami that are in the displaced camps and those living within families.*

*This research shows that reliance on institutional care is still very strong in Aceh. At the same time, the families of the child victims of the Tsunami which were identified under the Policy as the first and best option for the care of these children are still facing many challenges and as a result many parents and relatives feel compelled to place their child in an institution. The findings of this research underline the importance of strengthening support to families, including in post emergencies situations, in order that parents are able to play fully their role in the care and protection of their children. In line with the reform of the social homes currently undertaken by the Ministry of Social Affairs which is aiming to transform these institutions into less residential and more open centres for family support, the data and analysis provided on the situation of the Children's Homes in Aceh in this report will be invaluable to support our work to move towards this aim.*

*The collaboration between various agencies involved in this research including the Ministry of Social Affairs, the Department of Social Services for NAD Province, Save the Children and Unicef is a positive example that will be followed up in the future. I very much appreciated the collaboration and would like to thank warmly the Department of Social Services in NAD, Save the Children and Unicef for enabling this research to take place. In particular, I would like to thank Florence Martin and Tata Sudrajat of Save the Children UK for carrying out this research and working with us in the past year.*

Jakarta, 25 July 2006  
DEPSOS RI  
Director General for  
Social Services and Rehabilitation



Makmur Sunusi, Ph.D  
NIP. 170010847

## **Foreword**

### **Country Director, Save the Children UK**

*The December 2004 earthquake and Tsunami had a devastating impact on the lives of children in Aceh and in a number of countries bordering the Indian Ocean. It literally swept their world upside down, broke down their communities, their homes and their schools. For thousands of them, it took away the people who loved and cared for them, a parent, a brother or sister, a grandparent, friends or relatives. For these boys and girls, the rebuilding of a house, returning to school, beginning to learn to play again, are just the first tentative steps towards regaining a world where they feel cared for, protected, loved and where their contribution is sought and valued, a world that they can recognise as their own. For over 2000 children though, as this report shows, the lives they had before this disaster is all but gone. Due to the loss of one or both primary carers and the impact of the Tsunami on the economic and social capacity of their families to care for them, these children have found themselves in one of more than 200 children's homes in Aceh. As a result they will live away from their remaining families, communities and societies and in a context which, research across the globe has shown to be less than ideal for the well-being, development and future outcomes of children.*

*The situation in Aceh post-Tsunami poses an enormous challenge to us all. The extraordinary outpouring of generosity that has led so many to contribute across the globe and within Indonesia itself to support these children and their families has also encouraged the building and financing of yet more institutions. As a result the relatives and families who may otherwise have sought to care for these children themselves are choosing to place their children in institutions that are seen by them to be able to provide far more than a struggling family could ever provide, even though that is far from being the case in reality. Instead these children are being cut away from the very environment that is crucial for them to recover from the devastating losses of that disaster, to regain their place within the families and communities where they must grow and develop in order to flourish and learn to become full and participating members of their society.*

*The Government of Indonesia took an essential step in the aftermath of this disaster by adopting **the Policy on Separated, Unaccompanied and Single-parent Children affected by Emergency Situations (2005)** which clearly stated that “every effort must be undertaken so as to ensure that children are able to stay with their families and communities.” By recognising the fundamental importance of families to the care and protection of children, it emphasised that the placement in institutions should be a last resort and that a range of support should be given to single parents left to care alone for their children or extended families willing to step in to care for them. This crucial policy is now at risk in the face of the daunting challenges facing many families in Aceh well over a year after the disaster. We now see a dangerous emphasis on assistance through institutions with resources which should help families care for their children being diverted instead to help institutions.*

*Save the Children hopes that this research undertaken jointly with the Ministry of Social Affairs will support efforts to rethink how best to support children and families who are facing serious care challenges. We hope that, through better understanding of what is really happening to these children and how they come to be placed in institutions, we are able to work together to ensure that a generation hit by such an unprecedented tragedy is able to move forward to rebuild families and communities to which all children firmly belong and which are crucial to the well-being of Acehnese society. We thank the Ministry of Social Affairs and in particular Mr Makmur Sunusi for his support and leadership in this endeavour.*

Jakarta, 25 July 2006  
Save the Children UK  
Country Director

A handwritten signature in black ink, appearing to read 'Kevin Byrne', with a stylized flourish at the end.

Kevin Byrne

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Finally, this research would not have been possible without the support and direction provided by Mr Makmur Sunusi, Director General for Social Services and Rehabilitation in the Ministry of Social Affairs and we thank him warmly for that.

## Acronyms and Abbreviations

BBM	Bahan Bakar Minyak ( <i>Fuel</i> ) – ( <i>Referring to a financial support scheme that was established to compensate for a decrease in Governmental subsidy for fuel</i> )
BPS	Biro Pusat Statistik ( <i>Central Bureau of Statistics</i> )
BRR	Badan Rehabilitasi dan Rekonstruksi ( <i>The Bureau for Rehabilitation and Reconstruction, responsible for overall coordination of the reconstruction effort in NAD Province</i> )
Dana dekon	Dana dekonsentrasi dari pusat ke propinsi ( <i>Deconcentration fund from the central government to the provincial government</i> )
Dayah	Name for Pesantren in Aceh, <i>Islamic Religious Boarding Schools</i>
DEPAG	Departemen Agama ( <i>Ministry of Religious Affairs</i> )
DEPDIKNAS	Departemen Pendidikan Nasional ( <i>Ministry of National Education</i> )
DEPSOS	Departemen Sosial ( <i>Ministry of Social Affairs</i> )
DINSOS	Dinas Sosial ( <i>Department of Social Affairs at the Provincial level</i> )
FTR Network	<i>Family Tracing and Reunification Network</i> (Jaringan Lembaga untuk Penelusuran dan Penyatuan Keluarga)
Kanwil Depag	Kantor Wilayah Departemen Agama ( <i>Provincial Office of the Ministry of Religious Affairs</i> )
KHA/CRC	Konvensi Hak Anak ( <i>Convention on the Rights of the Child</i> )
KPP	Kementrian Pemberdayaan Perempuan ( <i>The Ministry for Women's Empowerment</i> )
NAD	Nanggroe Aceh Darussalam, the official name for the Autonomous Province of Aceh
ORSOS	Organisasi Sosial ( <i>NGO and Community Based Organization</i> )
PSAA/PA	Panti Sosial Asuhan Anak/Panti Asuhan ( <i>Children's Homes or Foster Homes sometimes referred to as Orphanages</i> )
PSBR	Panti Sosial Bina Remaja ( <i>Vocational training centre for teenagers who have dropped out of school</i> )
PSM	Pekerja Sosial Masyarakat ( <i>Community Social worker</i> )
SATKORLAK PBP	Satuan Koordinasi Pelaksana Penanggulangan Bencana dan Penanganan Pengungsi di Tingkat Propinsi ( <i>Coordination Unit for Disaster and IDP Management</i> )
SIK	Surat Izin Kegiatan ( <i>Operational Authorization Letter</i> )
SPAN	Sensus Penduduk Aceh dan Nias ( <i>The post-Tsunami Population Census in NAD and Nias</i> ) 2005



# Executive Summary

## **Background**

In the immediate aftermath of the December 2004 Tsunami disaster, it was feared that an exceptionally high number of children had become separated and that most of those were orphaned. No actual figure was available on the number of children who had lost one or both parents but many news media reported on the tens or even hundreds of thousands of ‘Tsunami orphans’. This, in turn, led to great public concern in support of these children. Government, and non-government, agencies set to work to provide a registration and tracing system for children who were unaccompanied or looking for their family. The Family Tracing and Reunification Network (FTR)<sup>1</sup> was established and it registered 2831 children unaccompanied or separated from their parents (January 2005-May 2006). About 700 of these had lost both parents and another 1301 did not know the whereabouts of both parents strongly indicating that they are also orphans.<sup>2</sup>

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<sup>1</sup> The members of the FTR Network are the Ministry of Social Services (DEPSOS), the Ministry of Women's Empowerment (KPP), the provincial Department of Social Affairs (DINSOS), UNICEF, Save the Children, ICRC, Card/IRC, LCO, Muhammadiyah, Pusaka, and the Child Fund.

<sup>2</sup> FTR Database figures as of 15 May 2006. (DINSOS-Save the Children)

The government responded decisively to concerns that children were being separated and sent away from their communities and families, including possibly through trafficking. It issued a range of decisions to freeze all adoptions intra- or inter-country, and to prevent the transfer of children abroad. It promulgated a brand new *Policy on Separated Children, Unaccompanied Children and Single-parent Children affected by Emergency Situations*<sup>3</sup>. The policy states clearly that “children receive the best care when they are in a family environment and remain in their community, culture and religion”. It highlights that in emergencies, separation from family and community should be prevented, support for family based care prioritised, and institutions should only ever be used as a last resort.

Despite this important policy, it became clear that many new Children’s Homes (*Panti Sosial Asuhan Anak*) were being built in post Tsunami Aceh and that many existing institutions were receiving significant numbers of new arrivals. It became crucial to understand how the disaster had affected the care situation of children in Aceh. Were children being placed in institutions as a result of the disaster and if so, what were the circumstances of those placements? In addition, what impact did the Tsunami have on the Children’s Homes themselves - their population, function, finances, and their ways of operating?

## **The Research**

The Ministry of Social Affairs (DEPSOS) recognised that it had the responsibility to ensure that the whereabouts and situation of separated children in Aceh was fully known and that their needs were assessed. After the Tsunami it has provided direct support to the Department of Social Welfare (DINSOS) in Aceh (whose capacity was weakened by the Tsunami). With support from Save the Children, DEPSOS decided to carry out a rapid assessment of all Children’s Homes in Aceh with a particular focus on Tsunami affected children.

The assessment was carried out between December 2005 and March 2006. The research, methodology and guidelines were designed by two Save the Children protection advisers seconded to the Directorate of Children’s Services in DEPSOS. The research was carried out by a team of DEPSOS social workers deployed to Aceh with financial support from UNICEF. In addition, the social workers were supported, where they were still active, by the PSM (*Pekerja Sosial Masyarakat*), a network of community social workers.

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<sup>3</sup> Indonesian Government Policy on Separated Children, Unaccompanied Children and Single-parent Children affected by Emergency Situations. DEPSOS, 11 February 2005.

## Key findings

### A. The situation of the children

1. As of March 2006 there were **207 active Children's Homes in Aceh caring for 16,234 children, (9,567 boys and 6,667 girls or almost 60% boys and 40% girls)**. This includes both Children's Homes often referred to as 'neglected Children's Homes' or 'orphanages' (Panti Sosial Asuhan Anak) and homes for the Disabled that care for children (Panti Sosial Penyandang Cacat). (193 Neglected Children's Homes and 14 Homes for the Disabled)
2. A further **10 Children's Homes were found not to be active** any longer at the time of the research.
3. The **total number of children in these institutions who are victims of the Tsunami is 2,589** or 16% of the total population in the homes. Of those 1,470 are boys and 1,119 are girls. (57% boys and 43% girls)
4. The **overwhelming majority (more than 85%) of child victims of the Tsunami in the Children's Homes still have at least one parent alive**. Over 42% of the children still have both parents and 43% have one parent alive. This data is significant because it shows that contrary to frequent reports in the media that the Tsunami has resulted in very high numbers of orphans, the number of real orphans who have been placed in the Children's Homes is actually much smaller. Only 10% of the Tsunami-affected children in the homes are real orphans with another 4.5% who still do not know the whereabouts of their parents.
5. Among Tsunami affected children in the homes that have lost one parent, there is a higher percentage of children who are fatherless (yatim) (33.15%) than children who are motherless (piatu) (9.67%).
6. The age of child victims of the Tsunami in the Children's Homes ranges from a few months old to above 18 years old. **The biggest group is aged 13 – 15 (37.25%), followed by the 6 – 12 years group (34.76%)**, the 16-18 group (22.01%) and above 18 years of age (5.25%). The 0-5 year old group is by far the smallest, at 0.73%.
7. Of 33 children in the homes for the disabled in Aceh that were identified as victims of the Tsunami, 30 had an actual disability and 3 had no recorded disability. **Only one child was identified as disabled as a result of the Tsunami.**
8. **The overwhelming majority of child victims of the Tsunami were placed in the Children's Home by their immediate family (97.54%)**. Parents (one or both) were most often responsible for the decision to place the child in the Home and this was followed by other family members or relatives.

9. **Over 50% of the children were placed in homes immediately after the disaster but almost the same number again were placed some time after the disaster itself (47%).** This indicates the interplay of different factors in the decision to place a child in the institution, with later placements more likely to be the result of the impact of the disaster on carers and families' ability to care for a child due to loss of earnings, employment or housing. If taken with the findings which show that the overwhelming majority of child victims of the Tsunami in the Children's Homes still have at least one parent, we can conclude that *secondary separation*, or separation as a result of the impact of the disaster on the capacity to care, rather than loss of carers, is a major issue in post- Tsunami Aceh.
10. The majority of child victims of the Tsunami were placed in the Children's Homes within 3 months of the disaster, and **over 75% of children had already been there for over 10 months**, at the time of the research. This timeframe indicates that their placement was not just a short term crisis response but a longer term care decision.
11. The **overwhelming majority of child victims of the Tsunami in the homes are presently attending school** (over 98%). All children in the regular Children's Homes attend local schools in the community. Children placed in the Dayah/Islamic boarding schools that also run a Children's Home attend school within that institution.
12. Over 70% of children were placed in Children's Homes relatively close to their original home location. However, a significant number of children were placed in institutions outside of the district of home location. Aceh Besar and Banda Aceh are particularly noteworthy in that regard as the Children's Homes in both Districts care for significantly high numbers of children from other Districts. Considering those both Aceh Besar and Banda Aceh were among those areas worst affected by the Tsunami, there can be no doubt that the high number of new institutions that have been built since the Tsunami in those two Districts (10 out of 17) must have had an impact on their ability to attract children.
13. The **overwhelming majority of child victims of the Tsunami in the Children's Homes have had at least one meeting with their parents.** 50% have had one meeting and 46% have had more than one meeting.
14. Once in the institutions, children have tended to remain there. While the relationship between child victims of the Tsunami and their parents and families generally seems to be maintained, the likelihood of these children returning home was seen to be much more remote. Only 8 cases were identified as being in process for an eventual return (0.52%). **There is a widespread expectation that children placed in Children's Homes should remain there until completion of secondary education.**

## B. The situation of the Children's Homes

1. Despite the existence of a few Children's Homes in Aceh as far back as the 1930s, the research shows that the majority of institutions were established relatively recently. **Over 90% of Children's Homes were established after 1980 and 43% of those after 2000.**
2. This trend has become particularly acute since the Tsunami with **17 new Children's Homes being established in 2005** and two more in the process of being established at the time of the research. These were expected to be up and running by 2006. In addition, a number of organisations have reported plans for the building of many more institutions for 'Tsunami orphans' and neglected children or expanding the capacity of their current institution.
3. **The vast majority of Children's Homes (95%) are owned and run by private organisations** including NGOs, Community Based Organisations (CBOs) and religious organisations. **Only 5% are owned and run by the Government.**
4. The research identified a number of issues relating to the registration process, in particular that **35 of the Children's Homes identified by the research did not figure in the DINSOS data.** Of these, 18 Children's Homes were established prior to 2005 and 17 newly established since the beginning of 2005.
5. In addition, there is no system for the registration of the individual **institution.** Those who establish a Children's Home do not need to register as long as they have a SIK number (Surat Izin Kegiatan or Letter of Authorisation) showing that their parent organisation is registered as a social organisation. **32 Children's Homes did not possess the registration number (SIK)** from the Provincial DINSOS department in Aceh.
6. In the immediate post Tsunami context, the enormous humanitarian outpouring coming in with a range of new donors seeking to disburse **considerable sums of aid has been a major factor in driving up the number of new Children's Homes being established.** Substantial new funding has been injected into institutional care responses in Aceh as a result of the Tsunami both from the Government and from non governmental organisations, local and international.
7. In addition to funds that they receive through their own organisations or through private donations, the Children's Homes also receive government funding through the **Deconcentration Fund** started in 2000 following the decentralisation process and the **Subsidy Program for Additional Food Costs for Social Care Institutions** which is part of the government compensation for the rise in the price of fuel (BBM).

In the post Tsunami context, the Children's Homes are also now receiving considerable financial assistance from the *Badan Rehabilitasi dan Rekonstruksi* (BRR) which is the government's coordinating agency for the reconstruction of Aceh. **Children's Homes received more than IDR 20 billion (US\$ 2.2 million) in 2005**, another IDR 14 billion in (US\$ 1.56 million) in 2006, and are due to receive another IDR 15 billion (US\$ 1.67 million) for the year 2007<sup>4</sup>. **This represents a four-fold increase in financial aid to Children's Homes from the Government.** This funding is to support the internal development of the institutions, including rehabilitation, operational programmes, management, income generating activities, schooling equipment and food assistance.

8. While the level of assistance depends on the source of funding, most funding is linked to the number of children in the Children's Homes, particularly children affected by the Tsunami. As a result, the majority of Children's Homes have developed registers identifying these children together with funding proposals for donors. Others are proposing building Children's Homes with larger capacity on the basis that they will be able to find the children.
9. There is clear indication that this results in **damaging recruitment practices as no assessments seem to have been carried out on the needs of children** and their families or alternative ways of supporting children within their families and communities. Instead institutions have every reason to be going out to recruit children in order to receive the aid, and to keep these children longer term within these institutions, whether these children have remaining parents or whether they could actually be supported within their families.

The findings from this research have clear implications for the Government and the agencies who are working to support the care of children within families as they show that a serious challenge to these goals lies ahead if more is not done to strengthen the capacity of families, including single parent families, to care for their children in these post Tsunami phase.

Aceh is at a crossroad in terms of how it responds to the challenge of caring for its most vulnerable children. These children have lost much in those disasters but still have families, relatives and communities who, in many cases, are willing to take responsibility and care for them if sufficient support and appropriate recognition of their important role is available. The question now is whether this support is going to be made available or whether it will continue to benefit institutions rather than children.

---

<sup>4</sup> Information provided by the Social Director of the BRR. Mr De Ronnie on the 9 August 2006 in Banda Aceh.

## **Recommendations**

1. Interventions directly targeting families who are facing challenges in the care of their children should be prioritised, in line with the Government's stated policy on children affected by emergency situations, with particular focus on supporting single parent families and extended families that are caring for Tsunami- affected children.
2. Funding by the Government and private donors should be shifted away from supporting institutional solutions and instead support family and community based interventions that are sustainable, including ensuring families can afford full education costs for their children until completion of studies.
3. The BRR should consider reviewing its funding of Children's Homes and should prioritise direct family support interventions for funding. It should also ensure that its existing funding to the Children's Homes is being monitored closely and independently to ensure that it benefits the children in those institutions.
4. No new Children's Home should be built in Aceh without prior assessment of clear needs for such an institution that cannot be met otherwise. The assessment should be carried out jointly by DINSOS and DEPSOS and should be in line with the stated government policy of encouraging family-based care whenever possible.
5. Existing plans for the development of new Children's Homes or the expansion of existing ones should be reviewed similarly by a joint DINSOS/DEPSOS assessment team.
6. The situation of the youngest Tsunami affected children in the Children's Homes, particularly the under 5, should be reviewed urgently by DINSOS and alternative family based care outside of the Homes should be sought for these children.
7. Discussions should take place immediately between DEPSOS, DINSOS and the managers of Children's Homes to discuss recruitment practices and put in place a case review system with the aim of supporting eventual return to family care or, when that is not in the best interest of the child, to consider alternative family care solutions. The child's own wishes in relation to care arrangements should be sought and given serious consideration.
8. Regular contact between children and their parents, families and other relatives should be encouraged and facilitated including schemes which support frequent home visits and facilitate communication and transport.
9. The FTR Network should follow up on the possible tracing needs of children identified in this research and support, whenever possible, family reunification.

10. DINSOS should develop an effective and centralised registration and accreditation system for each Children's Home in addition to the ORSOS registration process.
11. DEPSOS and DINSOS should put in place a data collection system to ensure that data from the Districts on all Children's Homes is available and updated on a 6 monthly basis. This would also ensure trends in relation to care placements are monitored effectively.
12. Updated and accurate data on the situation of children affected by the Tsunami including number killed, displaced, who have lost carers, living with extended families, in school, who work, in residential care disaggregated by gender and age should be compiled by the relevant government agencies. Such data should be made public in order to ensure that interventions are targeted effectively.
13. The government's *Policy on Separated Children* should be disseminated more widely and discussions should take place within DEPSOS, DINSOS and other relevant government agencies including the Ministry of Education, of practical steps to be taken towards its implementation.
14. A major public awareness campaign on the importance of a family environment to the wellbeing and rights of children should be developed by the government together with the agencies working within the FTR Network.
15. More comprehensive research should be undertaken to assess the quality of care provided for children in institutions in Aceh including ensuring that minimum standards are followed. A monitoring system should be developed to ensure regular assessment of these institutions and funding and accreditation should be linked to the institutions providing quality care for children.
16. DEPSOS should ensure that its standards for the operation of child care institutions are understood and implemented in Aceh, in particular it should ensure that the Children's Homes begin to play their role as outreach institutions to support children and their families rather than operating purely as residential care institutions.
17. The important links between the placement of children in Children's Homes and education should be analyzed further. Research should be undertaken to understand how the various financial support schemes for education such as Operational Aid to Schools (*Bantuan Operasional Sekolah BOS*) impact on the capacity of the most vulnerable families to access education for their children.



## Introduction

In December 2005, the Ministry of Social Affairs in Jakarta (DEPSOS) in collaboration with the Department of Social Affairs in Aceh (DINSOS) began a rapid assessment of all Children's Homes (Panti Asuhan Anak) in the Province. This research was carried out together with Save the Children and with financial support from UNICEF. The aim of the Rapid Assessment was primarily to understand the impact of the Tsunami on the care situation of children and particularly to identify children who had been placed in the institutions as a result of the Tsunami. No systematic tracing activities or registration had previously been carried in the Children's Homes despite the fact that it was suspected that many separated children were being cared for in those institutions. In addition, no data was available about the number and types of institutions that had been built or destroyed since the Tsunami and earthquakes devastated great parts of Aceh in December 2004.

Understanding the impact of this disaster on the care situation of children in Aceh is crucial to ensure that interventions to protect the rights of children are effectively targeted as well as to support responses that strengthen these children's right to grow and develop in a secure and loving environment. As with all disasters, the particular context in which they occur often determines in many ways the types of responses that are relied on. If we are truly to understand the impact that this Tsunami has had on the care situation of children,

we also need to consider care responses in the broader context of care and protection in Indonesia. This is somewhat difficult in this context due to the clear lack of systematic data on children in formal care in Indonesia and particularly in institutional care. This rapid assessment could not begin to remedy that but it has tried to provide some insights on the use of residential care in this particular province of Indonesia and identify some of the broader challenges and concerns that could be discerned from this initial assessment. It clearly is only a first step towards a much needed thorough assessment of the formal care system in Aceh and in the rest of Indonesia.

In addition, while this research focused on Children's Homes, care facilities that have been built specifically with the purpose of caring for children, it was clearly acknowledged from the start that it would need to be followed by a similar assessment of the Dayahs, the religious boarding schools in Aceh. While these institutions play a very different role and have different goals and structures than the Homes, as they function primarily to provide education for children, they also fulfil a crucial care role in Indonesia and particularly in the Aceh context. There is no doubt that the Dayahs are the first choice for families in Aceh who face particular challenges in the care and protection of their children. In the aftermath of the Tsunami, the Dayahs played an important role in providing immediate support to great numbers of children who were either separated from their families or whose families could not care for them. From very initial information gathering in these institutions and with organisations linked to them, there is no doubt that a large number of children who were affected by the Tsunami are also being cared for in the Dayahs across Aceh. As a result, further research in the Dayahs is needed to establish a full picture of the impact of the Tsunami on residential care situation. At this stage, the present assessment only extended its research to the Dayahs that are officially also running a Children's Home.<sup>1</sup>

It is hoped that this rapid assessment can begin to provide a more comprehensive picture of the situation of children in care as a result of the Tsunami as well as the impact that this disaster has had on the provision of residential care in Nanggroe Aceh Darussalam Province (NAD). This research is providing a baseline of the situation at a point in time, just over a year after the disaster. Follow up and more regular assessments will need to be carried out to determine whether patterns of separation as a result of the Tsunami are changing and whether interventions aimed at preventing the longer term separation of children from their families and communities are succeeding.

This report also makes a number of recommendations on the basis of this assessment. It is recognised that more comprehensive research is needed if we are to have a full understanding of the situation of children in care and not just of those children who have been placed as a result of this disaster. In particular assessments are needed to look in depth at the quality of care provided in the institutions in Aceh as well as patterns of placement and review outside of the emergency context. At the same time, the importance of acting quickly and effectively in ensuring the best care and protection options for children in this post emergency phase requires us to identify what actions can be taken immediately to prevent interventions which may be harmful to the fulfilment of children's rights both now and in the longer term.

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<sup>1</sup> There are 860 Dayahs in Aceh, caring for and educating over 244,418 children according to the records of the Provincial Office of the Department of Religion (DEPAG). 160 of these dayahs were damaged directly by the Tsunami and over 4000 students are thought to have died.



## Part I

# The Research and its Context

### A. The Impact of the Tsunami on Children and Their Families

The scale of the December 2004 Tsunami and earthquakes' impact on the lives of children and their communities in Aceh is only beginning to be understood as is the fact that it took place in a context where conflict had for over 30 years undermined the protective support systems and environments crucial for the wellbeing of children and their families. Over 130,000 people are estimated to have died in Aceh as a result of the Tsunami and another 30,000 are still missing. While no actual figure is available on the number of children who have died, if a rough estimate is made on the basis of the percentage of children in the NAD Population prior to the Tsunami, it can be expected that at least 45,000 children died. (The figure is probably much higher as it is known that a higher percentage of children would have died as they would have been unable to save themselves). A total of 569,182 people were registered as displaced by the Tsunami

(SATKORLAK) and almost a year on, in September 2005, there were still 209,822 people who were internally displaced, either living in camps, barracks or with relatives in the community, among them over 80,000 children<sup>2</sup>.

In the immediate aftermath of the disaster, many national and international agencies raised concerns about the situation of children who were separated or had lost carers. Governmental and non-governmental agencies set to work to provide a registration and tracing system for children who were unaccompanied or looking for their family. The Family Tracing and Reunification Network (FTR)<sup>3</sup> was established and a common tracing and reunification system was set up, including a tracing database developed by Save the Children and located within the Department of Social Affairs (provincial level) DINSOS. A total of 2687 children were registered during that first year (January 2005-2006) as being unaccompanied or separated from their parents, the majority of which were reunited with either parents or extended families either spontaneously or formally through the FTR Network.

In the face of increasing concerns, widely reported in the media, that children were being separated and sent away from their remaining communities and families, including in some cases, through trafficking, the government responded decisively to prevent the further separation of children. It enacted a range of governmental decisions to freeze all adoptions intra or inter-country, and to prevent the transfer of children abroad. It promulgated a brand new *Policy on Separated Children, Unaccompanied Children and Single-parent Children affected by Emergency Situations*<sup>4</sup>. The policy states clearly that “children receive the best care when they are in a family environment and remain in their community, culture and religion”. It articulates the principles upon which intervention should be led in relation to separated children in an emergency, in particular that separation from the family and community should be prevented whenever possible, support for family based care should be prioritised and placing children in institutional care should be a measure of last resort. The policy also identified the range of support that families should be given in order to ensure that they are able to continue caring for these children during the emergency.

Despite this important policy, the focus of most interventions around separated children continued to be on children who were immediately separated from their carers after the Tsunami. There has, in fact, until now been little work done to assess or address the potential impact of that disaster longer term on the capacity of families to care for their children.

Early assessments from the work with separated children in Aceh did indicate that the majority of children who had been separated from carers or had lost carers in the disaster had been taken in by extended families and, in some cases, even by neighbours and members of their communities in the immediate aftermath of the disaster. Out of 2831 separated children who had been registered by the FTR Network as of May 2006, more than 80% are being cared for by their families or alternate families. These families have shown great resilience and responsibility in stepping in to care for these children under

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<sup>2</sup> The Post Tsunami Population Census of September 2005 (SPAN). Tables 3.1 and 3.5. Badan Pusat Statistik.

<sup>3</sup> The members of the FTR Network are the Ministry of Social Services (DEPSOS), the Ministry of Women's Empowerment (KPP), the provincial Department of Social Affairs (DINSOS), UNICEF, Save the Children, ICRC, Cardii/IRC, LCO, Muhammadiyah, Pusaka, and the Child Fund.

<sup>4</sup> Indonesian Government Policy on Separated Children, Unaccompanied Children and Single-parent Children affected by Emergency Situations. DEPSOS, 11 February 2005.

very difficult circumstances, many having themselves lost members, housing and all means of livelihood. An astonishing 32,000 people living with those who have been displaced by the disaster were found to be members of their extended family. That is almost 16% of those displaced. (Only 4.8% of which are direct relatives, such as grandchildren, parents or parents in law.) (SPAN Sept. 2005).

At the same time, the risk that these families may in the longer term find themselves unable to care for these children is very real, particularly in a context where institutional care is very entrenched as one of the primary responses to care and protection challenges.

The population census in Aceh Province carried out by the Government in September 2005 provided some sense of the possible longer term impact of the Tsunami on families and communities. It showed that 4.8% of Aceh's population lost their homes in the Tsunami and 9.8% had their homes damaged. In some of the worst hit areas though, the percentages were much higher, in Aceh Jaya for example where 40.4% of the population had lost their homes while 35.5% of the population had incurred damage to their homes. In Banda Aceh 13% lost their homes and 25.7% had incurred damage to their homes. Despite reconstruction efforts having intensified since December 2005, there was no doubt that many of the over 200,000 displaced persons that were living in camps, barracks or with relatives in the community could be expected to remain there for some time to come. In addition the census showed that over 14,000 children from the age of 7-12 were no longer in school (2.63%), as well as over 33,000 children between 13-15 years old (12.29%) and 97,000 between 16-18 years old. (36.04%)

Similarly the impact of the disaster on family's capacity to earn a living varied enormously from area to area and types of livelihood available, with the highest employment area in Bener Meriah at 74.2% of the population and the lowest recorded in Lhokseumawe with only 43% of the population employed. Even then the sustainability of post-Tsunami livelihood strategies and the extent to which this disaster has impacted on child labour remain unclear.

What these figures do show is that the secure and stable environment that families and communities need to ensure the care and protection of their children seriously is likely to be affected in the longer term. Communities will continue to be in many places unsettled and even torn apart as a result of the fundamental need to find livelihood opportunities and search for adequate housing. While the pace of reconstruction has increased since, only an estimated 10% of permanent housing had been rebuilt during the first year.<sup>5</sup> Many families were continuing to live in inappropriate temporary housing for at least another year and in some cases much longer. The care situation of many children will remain fluid as families face up to the longer term implications, including financial implications, of caring for children in the post Tsunami context, in particular for single parents or extended families caring for children in a tough socio-economic context.

A rapid assessment of Children's Homes and a follow up assessment of Dayahs in Aceh are therefore crucial steps to determine whether, first of all, indications children who have lost carers as a result of the Tsunami are mostly being taken care of in extended

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<sup>5</sup> Independent Evaluation of the DEC Tsunami Crisis Response. December 2005. p.4

families are correct and secondly, whether this is going to continue to be the case longer term or whether secondary separation may in fact become a serious challenge that will need to be addressed.

## B. Residential Care in Indonesia

The recognition that the State has a responsibility to step in where for any reason a family is unable to care for their children was established firmly as far back the 1945 Constitution of Indonesia. Article 34(1) of the Constitution states that “the indigent and abandoned children shall be cared for by the state”. The establishment of residential institutions for orphans and neglected children pre-dates the Constitution though and it is thought that the more formal concept of State controlled child care institutions in Indonesia developed during the colonial period.<sup>6</sup>

The concept of child care in Indonesia is firmly rooted in a welfarist approach that requires the State and the community to step in to protect and care for ‘neglected or abandoned’ children or children ‘with problems’, usually through the provision of institutional based care and services.<sup>7</sup> This focus on the provision of social welfare through institutions, *Panti Sosial*, is not only true of child care services but all other social forms of social services, with DEPSOS recognising and supporting 15 types of institutions providing a range of services, most being residential.<sup>8</sup>

‘Neglected children’ has been understood to refer to any child whose parents ‘for one reason or another, are incapable of providing for the child’s needs’, as a result of which the child suffers neglect or abandonment<sup>9</sup>. As such it is mostly non-judgmental and merely seeks to remedy the impact of socio-economic factors, particularly arising from social and natural disasters, on the capacity of parents and families to care for their children by providing alternative care facilities. The Ministry of Social Services has traditionally included in this category orphans, fatherless and motherless children, as well as children who are deprived (literally who “do not have the capacity” - *tidak/kurang mampu*) whether as a result of economic or social reasons.<sup>10</sup>

Following ratification of the UN Convention on the Rights of the Child (CRC) in 1990, Indonesia adopted a new law on Child Protection, Law No 23 (2002), which sought to integrate the CRC into national legislation. It redefined a “Neglected/Abandoned Child” as a child “whose reasonable needs, whether physical, mental, spiritual or social, are not fulfilled” providing a more child focused definition which sees the fulfilment of the needs of the child as key.<sup>11</sup>

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<sup>6</sup> General Guidelines for the the operation of childcare institutions. DEPSOS. 2002. p.5

<sup>7</sup> Article 11(2) Law Number 4 of 1979 on children’s welfare (Official Gazette of the Republic of Indonesia 1979 Number 32, Supplement to the Official Gazette of the Republic of Indonesia Number 3143; See also Government Regulation Number 2 of 1998 on Government Regulation Number 2 of 1988 on improving the welfare of children with problems;

<sup>8</sup> These include institutions for women, people with disabilities, the elderly, teenagers, the mentally ill, those suffering from substance abuse as well as institutions for “naughty children”, vocational centres for children and young people who have dropped out of school, and day care centres for toddlers. See 1992 DEPSOS booklet but also “Standardisasi Panti Sosial” Perubahan Keputusan Menteri Kesehatan dan Kesejahteraan Sosial Nomor 193/MENKES-KESOS/III/2000 tentang Standardisasi Panti Sosial (50/HUK/2004) pp 4-6.

<sup>9</sup> General Guidelines for the Operation of Childcare Institutions as Part of the Provision of Services to Neglected/Abandoned Children. (2002) DEPSOS. Part D. 2 (E).

<sup>10</sup> See Article 1, Law Number 4 of 1979 on children’s welfare. See also Badan Pelatihan dan Pengembangan Sosial Departemen Sosial, 2004: 5)

<sup>11</sup> Law No 23 on Child Protection (2002), Article 1(6).

This law also brought for the first time concepts of child protection and child care under a child rights framework instead of a pure social welfare one. In particular, Article 7 and Article 14 recognise that a child has the right to know and be brought up by his or her parents and that separation should only be required where that is in the best interest of the child and as a last resort.

It also restated the principle that “should for any reason his/her natural parents not be able to guarantee the child’s growth and development, or the child has been neglected and/or abandoned, then the said child may be fostered or adopted as a foster or adopted child by other person in accordance with the provisions of the laws and regulations in effect (Article 7(2) of Law No 23 (2002)). As such it brought together a framework for alternative care that includes adoption, fostering, and guardianship. Fostering is understood however to be carried out formally primarily through institutions although it can also be done informally within the family.

Following the adoption of this law, DEPSOS updated its guidelines and provided in particular sets of guidelines and directives for the care of children in institutions and the care of children ‘outside of institutions’.<sup>12</sup> While the concepts have clearly evolved to underscore the importance of family based care, there is no doubt that the emphasis is still on the provision of care services for children either in or through the Children’s Home.

The aim of the *Panti Sosial Asuhan Anak* (Children’s Homes or Foster Homes) was originally to act as an alternative “parent”.<sup>13</sup> At the same time social welfare concepts developed in the Ministry of Social Services increasingly saw these institutions as playing a broader role, becoming focal points for the delivery of services for children and their families at the community level. The 2002 DEPSOS General Guidelines for the Operation of Childcare Institutions and the following 2004 DEPSOS Guidelines for the Provision of Child care in Institutions identify a range of key functions for care institutions worth quoting in full:

*“A childcare institution provides children’s welfare services based on a social work approach.<sup>14</sup> Accordingly, the functions of a childcare institution may be enumerated as follows:*

- 1. Serving as an institution that provides welfare services to children.  
A childcare institution provides the services that would otherwise be provided by the child’s parents.*
- 2. Serving as a source for information, data and consultation on children’s welfare.  
A childcare institution provides information and data that is required by third parties, particularly as regards the rights of children, their needs, available alternatives for resolving their problems, the resource systems normally employed and their potential, the services models used, etc. These institutions can serve as vehicles*

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<sup>12</sup> General Guidelines for the Operation of Childcare Institutions as Part of the Provision of Services to Neglected/Abandoned Children. (2002) DEPSOS, Directorate General of Social and Rehabilitation Services, Directorate of Children’s Social Services Development; General Guidelines for the Provision of Social Services to Children in Childcare Institutions (2004) DEPSOS, Directorate General of Social and Rehabilitation Services, Directorate of Children’s Social Services Development.; Guidelines for the Provision of Non-Institutional Social Services to Neglected/Abandoned Children, (2004) DEPSOS, Directorate General of Social and Rehabilitation Services.

<sup>13</sup> DEPSOS’s General Guidelines for the Provision of Social Services to Children in Childcare Institutions (2004) defines a childcare institution as a professional service provider that is responsible for the provision of care to neglected/abandoned children in such a way as to substitute for the roles of their parents’. Chapter 1 C 2. (Directorate of Children’s Social Services, 2004: 4).

<sup>14</sup> “A social work approach represents a professional application that is based on a combination of art, skill and knowledge as tested based on professional norms. The social work approach stresses cross-sectoral, cross-profession, and cross-discipline efforts as part of a service network, which nowadays is known as case management.”

*for accessing and supplying the resources that are required by all parties involved. Accordingly, they also function as consultative institutions, that is, by providing consultation services to those who require them. A number of issues require attention in this regard, including the following:*

- a. a comprehensive children's welfare information system and social mapping will be required;*
- b. the dissemination of information about childcare institutions through promotions, publications and campaigns should be undertaken. In order to do this, outreach techniques will need to be mastered;*
- c. special units need to be established to handle information, data and access under the supervision of social workers;*
- d. research and studies need to be undertaken so as to develop appropriate service models that are in line with the changes taking place in society.*

### **3. Serving as referral institutions**

*Childcare institutions serve as referral institutions for families, the community, the state and other parties. Such referrals are not solely confined to services, but also involve the referral of children to other institutions in particular cases. In their capacity as referral institutions, each childcare institution needs to apply standard regulations regarding recruitment and referral patterns. Accordingly, each childcare institution needs to be fully familiar with the resource systems that will be employed as part of its collaborative network in making referrals.<sup>15</sup>*

### **4. Serving as agencies through which the public may become involved in providing welfare services to children.** *Childcare institutions provide an opportunity to the public to play a role in helping improve the welfare of children. The public need to be encouraged to provide support for and to become involved in the process of providing services to children. In order to realize this, the following matters require attention:*

- a. Childcare institutions need to be open to the public, particularly in the context of seeking support from the community.<sup>16</sup>*
- b. The community needs to be fully involved in the various service programs undertaken by childcare institutions.*
- c. Childcare institutions should become involved in the efforts to resolve social problems in the community, especially where these concern the welfare of children.<sup>17</sup>*

It is unclear to what extent these concepts are being applied in institutions across Indonesia, particularly outside of those being run and owned directly by DEPSOS as very little research and data is available about residential care generally. The overwhelming majority of Children's Homes in Indonesia are privately owned and run. There are an estimated 7000 Children's Homes across Indonesia<sup>18</sup>. DEPSOS provides financial support

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<sup>15</sup> "By collaborative networks is meant cooperative networks that are coordinated as between the childcare institution in question and other parties in the context of improving the quality of services provided to children."

<sup>16</sup> Every childcare institution requires social support if it is to be maintained. Without such social support, it may be taken for granted that the sustainability of the service will face difficulties.

<sup>17</sup> General Guidelines for the Provision of Social Services to Children in Childcare Institutions (2004) DEPSOS, Chapter II B.

<sup>18</sup> Makmur Sunusi, Director for Child Welfare Services, Ministry of Social Affairs, Republic of Indonesia, referred to in 'Supporting the Development of the Alternative Care System at Regional (Aceh) and National Levels in Indonesia' (September 2005), International Social Service. (ISS)

either directly or through the Provincial Government to over 3450 Children's Homes across Indonesia caring for over 127,000 children. Out of those 12 are run directly by DEPSOS, 60 by local government and 3378 are privately owned. If the estimate is correct, this means that the institutions coming under some form or other of supervision by the Government could amount to less than half of the total of such institutions across Indonesia. It also means that only 1-2% of Children's Homes are government run. There are however no official data for all Children's Homes and the system of registration for these institutions is such that no such data can be gathered.<sup>19</sup> It also means that no data is available on the number of children being fostered into the community through the Children's Homes in Indonesia.

The capacity of the Ministry of Social Services to support and supervise children's services at the local level was always very limited. It became even more so when the entire Department was temporarily disbanded under the administration of President Gus Dur in 1999. Although it was re-established a year later and its mandate reinstated, the radical political decentralisation process that took place in 2000 further undermined both the capacity and the role of DEPSOS in relation to the provision of child care in institutions across Indonesia. Since then, apart from the financial support it provides to institutions, DEPSOS has seen its role as primarily a standard setting role and it has focused on developing policies and guidelines for the provision of children's services as well as piloting 'best practice' Children's Homes.<sup>20</sup>

While it has over time developed a range of guidelines to secure minimum standards of care in institutions and it works towards supporting the capacity of the provincial and District level Social Services to deliver social services on the basis of these standards, its own capacity to ensure this happens as well as that of DINSOS at the Provincial level is very limited. Systems of supervision and monitoring of institutional care remain very basic and most monitoring that takes place focuses primarily on financial accountability for funds received from the government and procedural requirements in relation to legal documents. Despite having adopted guidelines for the accreditation of social care institutions which is due to be administered by a Commission on the Accreditation of social care institutions (Komisi Akreditasi Panti Sosial -KAPS) and a Survey Team<sup>21</sup>, this system has yet to come into force and no process of accreditation or monitoring has so far been established. In addition, the accreditation guidelines are also focusing on cataloguing the Children's Homes according to 3 categories (A, B, C) based primarily on whether they fulfil operational requirements rather than an assessment of the quality of care provided to children. It is also not clear what the implications are for the Children's Homes, should they fall under any of these categories and whether being relegated to a lower category has any implication for the financial support received by the institution.

With the adoption of the *Policy on Separated Children, Unaccompanied Children and Single-parent Children affected by Emergency Situations*<sup>22</sup> in the aftermath of the Tsunami

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<sup>19</sup> For issues relating to the Registration system for institutions Part II. E

<sup>20</sup> See for example 'Supporting the Development of the Alternative Care System at Regional (Aceh) and National Levels in Indonesia' (September 2005) International Social Service. Appendix B and C.

<sup>21</sup> Guidelines on the Accreditation of the Social Care Institution (Panti Sosial) Keputusan Menteri Sosial Republik of Indonesia No: 50/HUK/2004. Appendix III.

<sup>22</sup> Indonesian Government Policy on Separated Children, Unaccompanied Children and Single-parent Children affected by Emergency Situations. DEPSOS ( 11 February 2005)

disaster in February 2005, a new step was taken to bring concepts of child care in Indonesia in line with international standards. In particular its affirmation of the importance of family based care and the fact that institutional care should always be seen a last resort represents a major conceptual shift. This will require a similar shift in implementation both in terms of moving away from the provision of child services primarily through residential care and in terms of the Government and the community being able to support and strengthen family based care and services. This is a major challenge for DEPSOS and for all community organisations and non governmental organisations working for child protection in Indonesia.

## **C. The research in Aceh (Nanggroe Aceh Darussalam Province)**

### *1. Scope of the assessment*

The Department of Social Affairs at the Provincial level, DINSOS, had a register of 168 institutions (Panti Sosial Asuhan Anak) known to be caring for children in Aceh (9 government-run and 159 privately run). In addition there were 14 registered institutions that cared specifically for disabled people including children in the Province (1 government-run and 13 privately run) bringing the total of known Children's Homes in Aceh on the DINSOS register to 182.

The DINSOS register of Children's Homes in Aceh was dated March 2005, barely three months after the Tsunami, but it was suspected that this list was probably a partially updated list of previous ones. There is no system in place at the Provincial or District level to regularly collate and update data from the institutions in Aceh. At the same time, it was clear that a number of Children's Homes had been struck and in some cases destroyed by the Tsunami and earthquakes while a spate of new Children's Homes were being built in response to the disaster. In addition, the information available from some of the Children's Homes did show that children were being placed in institutions in the aftermath of the disaster, and in some cases some of these institutions were receiving significant numbers of new arrivals. It was therefore imperative to update the DINSOS list to ensure than an accurate and updated list of institutions caring for children in Aceh was available as well as comprehensive information on the situation of children entering care as a result of the disaster.

DEPSOS, as the primary government body responsible for the welfare of children recognised that it had the responsibility to ensure that the whereabouts and situation of separated children in Aceh was fully known and that their needs were assessed. Since the Tsunami it had been providing direct support in Aceh to DINSOS whose capacity had also been significantly weakened as a result of the destruction and massive death toll, including among its own workers. With support from Save the Children it decided to carry out a Rapid Assessment of all Children's Homes in NAD Province in order to provide an updated picture of the situation of children placed in care and the situation of institutional care in the aftermath of the Tsunami.

It was decided in the first instance to focus the assessment on the Children's Homes including the Homes for the Disabled that care for children in order to have a complete picture of children in formal care. A second Rapid Assessment is also planned with similar research about children who have entered the care of the Dayahs (Religious Boarding Schools) as a result of the Tsunami as it is known that these fulfil an important care role in Aceh. This Rapid Assessment, though, did gather data from the Children's Homes that are being run within Dayahs. In Aceh a number of Dayahs have recorded the fact that they run a Children's Home as part of the care and education facilities they provide. It was also decided, considering the urgent need for information on their situation, to focus on gathering basic information about children in care who were affected by the Tsunami in order to ensure that interventions targeting separated children post Tsunami were effective and appropriate. In doing so, it was recognised that the research would be limited and not provide a full picture of the situation of children in care in Aceh. The scope of this study and the time constraints would not allow at this stage a thorough assessment of care provisions and services. A full assessment of institutional care in Aceh is very much needed, as it is indeed for the whole of Indonesia, but it was felt that this should be left for a more comprehensive study.

The research covered all of NAD Province except Nagan Raya as it had no recorded or known Children's Homes caring for Children.

## *2. Aims of the research*

The research had the following aims:

- a. Ensuring that systematic data is gathered on the number and situation of children presently in institutions (Children's Home) as a result of the impact of the earthquakes and Tsunami whether directly (through the loss of primary carers) or indirectly (through secondary separation as a result of carers not being able to care for them).
- b. Ensuring that all children who have been placed in institutions as a result of the Tsunami that have tracing needs in relation to their families are identified and that a list is provided to the FTR Network to ensure that follow up registration and tracing services are provided and that their information is included in the FTR database.
- c. Identification and recording of information about any new residential care institution that has been established as a result of the earthquakes and Tsunami to ensure that proper licensing and registration takes place.
- d. In addition, the assessment was to ensure that basic information about other children in the institutions in Aceh was also recorded and while the very short time frame for this research did not allow it to go into any depth about the situation of those children or any other care and protection issues, the team were asked to gather any other relevant information which might shed light on the situation of children in formal care in Aceh.

### 3. *The Research process and methodology*

The assessment was carried out over two periods from December 2005 to March 2006. The research, methodology and guidelines were designed by two protection advisers seconded to the Directorate of Children's Services in DEPSOS by Save the Children. The research was carried out by a team of DEPSOS social workers deployed to Aceh with financial support from UNICEF. Save the Children in Aceh also provided the teams with transport and logistical support. In addition, the social workers identified local social and community workers in each district including, where they were still active, from the PSM (Pekerja Sosial Masyarakat), a network of community social workers, to accompany and support their work at the local level.

The first assessment was carried out over a 17 day period from 28th December 2005 to 15th January 2006 by a team of 12 people and covered 161 Children's Homes, across NAD including 144 Children's Homes for Neglected Children, 4 Children's Homes for Neglected Children that were newly built since the Tsunami and 13 Homes for the Disabled that care for children. A workshop was held with the teams in Jakarta on the 30th January 2006 to analyse and discuss the results of the first part of the research and plan the final part, identifying gaps and strengthening the methodology as a result.

The second part of the research was carried out from the 26th February to the 6th March 2006 by a smaller team of 5 people, again accompanied by local community workers. The aim was to reach the institutions that had not been reached in the first assessment, cover a number of new institutions that had been identified since and had not been recorded previously and cross check on some of the data. The team covered 45 Children's Homes in this last stage, including a few previously visited to double check on the data.

The teams were provided with 3 questionnaires and a Research Guide requiring them to collect a range of data in the Children's Home including:

- Basic data about the number of children presently in the institution.
- Data about the number of children that are in the institution as a result of the Tsunami/earthquakes and information about age, sex, parental status, date of placement and length of placement, decision maker for the placement, number of siblings in the institution, education level, frequency of meetings with family, prospect for reunification, reasons given for placement, location of home in relation to location of institution and information about disability.
- Data on children who are in the institution as a result of the Tsunami and who have already been registered by members of the FTR network, including basic data to ensure that the data entered in the FTR database is correct.
- If there are children placed in the institution as a result of the Tsunami that have not yet been registered by the FTR network but have tracing needs, basic information should be recorded in line with the FTR process to ensure that follow up registration and tracing can take place by members of the FTR network.

- In relation to institutions caring for children with disabilities, in addition to the above basic information, an assessment of the types of disabilities faced by these children should be provided.
- Information about all care institutions (private or public) including those that had been established since the earthquake and Tsunami, with date of establishment, address and contact details, management structures and details of those responsible, numbers and breakdown of children by age, sex, and parental situation, numbers of staff, sources of funding etc.
- Collection of the updated registry of all the institutions visited, if available, including full data and breakdown of children by age, sex, and parental situation, numbers of staff etc.
- Other data on children who are being cared for in the institutions that may shed some light on their situation including children who are in care as a result of the conflict in Aceh.

#### 4. *Definitions and understandings used for the Survey*

Guidelines for the research that accompanied the questionnaires together with briefings of the research teams did establish some clear understanding of definitions that were being used and data that was sought. At the same time it became obvious that understanding of some of these concepts were not always shared by the managers of institutions or local workers. This is inevitable, particularly in a context where many of the concepts are either new or have a certain connotation locally.

The definition of separated children for example, while clearly stated in all materials produced for the Family and Tracing Network and in the Government Policy on this issue, proved to be considerably confusing for many people including those that had been involved previously in tracing work with the Network. As the primary focus of the FTR work was on supporting children actually looking for their parents in the immediate aftermath of the Tsunami, there was quite a lot of confusion regarding whether a child who was placed by a carer in an institution, actually constituted a separated child. Equally, the use of certain terms such as ‘Panti’, or ‘Dayah’ for example, varied considerably depending on the context in which they were being used. A Dayah, for example, may decide to state that it has a ‘Panti’ with the intent of receiving financial support from the Ministry of Social Services and the community; alternatively see itself purely as a Dayah so that it may receive financial and other forms of support from the Ministry of Religion, religious institutions or the Ministry of Education. In the same vein it may identify itself as both at the same time and access more sources of support. As a result some ‘Panti’ are named only as Dayahs and some Dayahs have also added the name of ‘Panti’. This made research more complex. As a result, clarification of the use of key terms and concepts in the field was sought from the research team and this was taken into account in the analysis from this research.

Some of the key terms for this research were understood as follows:

- a. *Neglected Children* are children who have been placed in the Children’s Home as a result of their carers not being able or willing to care for them. These children are usually referred to by the Children’s Home as being “faktor miskin”, if there

due to poverty or “tidak mampu”, from families who do not have the capacity to care for them. They include children who still have both their parents, children who have lost both their parents (‘real’ orphans or yatim piatu), fatherless children (yatim) and motherless children (piatu). The term used in Indonesia for children being cared for in the Children’s Homes, Anak Asuh, is literally translated as ‘foster child’ as formal fostering is understood exclusively under Indonesian social welfare concepts and laws as the care given by or through the Children’s Homes. In order to avoid confusion this report uses the broader term of ‘Children in Care’ to mean the total population of children being cared for in the Children’s Homes whatever the reason for the placement and whether pre Tsunami or post Tsunami. Neglected Children, Disabled Children, Child Victims of the Tsunami and Child Victims of the Conflict are therefore a sub-group of that broader ‘Children in Care’ group.

b. *Child Victims of Tsunami* as understood in this research and by the institutions themselves includes the following categories:

- 1) Children who lived with their parents/families/carers pre Tsunami and who were placed as a result of the Tsunami in the Children’s Home, whether immediately afterwards (hours or days) or some time afterwards (months to a year).
- 2) Children who were in the Children’s Home before the Tsunami struck and whose institution was hit by the Tsunami.

It is important to note that the overwhelming majority of “Child Victims of the Tsunami” were living with their families and communities before the Tsunami hit and only a small number of children, mainly disabled children and children on the west coast whose Children’s Home was hit and totally destroyed by the Tsunami were identified as victims of the Tsunami for the purpose of this research. It is not to say that other children in the Children’s Homes who were there previously would not have been affected by the Tsunami, as the impact of the disaster on their families would certainly also impact on their situation. At the same time this research was aiming to focus on the impact of that disaster on the care situation of children.

c. *Child Victims of the Conflict* are understood as:

- 1) Children whose families became victims of terror, threats, killings, displacement and whose homes were destroyed in the conflict. (the majority of cases)
- 2) Children who came from active conflict zone.
- 3) Children who were involved directly in the conflict, either carried weapons, received military training and were participants in the conflict.
- 4) Children who were indirectly involved in the conflict, for example as courier or informants.

It is important to note that, unlike for child victims of the Tsunami, this research did not seek to systematically identify children who were in the Children’s Homes as a result of the conflict in Aceh as it was felt that separate research and methodology would be required in order to get this data. The sensitivity

of identifying a child as being linked to the conflict and the possibility of stigmatisation from such a label, mean that such children may not always be identified out right as having been a victim of the conflict. There may be wide variations in identification and use of such status across particular districts of Aceh that have been affected differently by the conflict. As a result, the numbers of child victims of the conflict presented in this research is based only on the identification by the Children's Home of the status of these children rather than an investigation of whether this was actually the case or whether other children should also be included. The data given in this report on child victims of conflict in Children's Homes in Aceh should therefore only be taken as an indication rather than an actual final number.

- d. *Disabled Children* are understood as children who are considered to have a disability whether mental or physical. Almost all of these children were placed in the Homes for the Disabled although there were a few exceptions of children with disabilities in "Neglected Children's Homes" and vice versa. It is important to note that children with disabilities can of course also be victims of the Tsunami and victims of conflict.
- e. *Children's Home* or *Panti* is being used interchangeably in this report and refers to all residential facilities caring for neglected children or disabled children whether governmental or private, whether occupying a private house for a small group of children or whether in a building with dormitories for more than 200 children. The first category of Homes referred to in this study are the *Panti Sosial Asuhan Anak*, which literally means 'Foster or Care Institution for Children' and which is referred to in this report as *Neglected Children's Homes* as they care primarily for children who fall under this category, including orphans, fatherless or motherless as well as other children whose parents cannot care for them. The term 'orphanage' however is not used as the majority of the children are not orphans. The second category is the *Homes for the Disabled* or *Panti Sosial Penyandang Cacat* or literally 'Institution for People with Disability'. These institutions care for both adults and children deemed to have a disability whether physical or mental. All these institutions are understood to fulfil a care/fostering function together with an educational one.
- f. *Dayah* is the term used in Aceh for *Pesantren*, a religious Islamic boarding school. There are two types of *Pesantren* in Indonesia, *Salafi* which are traditional schools that only provide Islamic studies and *Modern Dayahs* or *Dayah Terpadu* which provide a mix of national curriculum based studies together with Islamic studies. In Aceh there are a recorded 860 *Dayahs*, of which 762 are *Salafi* and 98 are *Terpadu/Modern*.
- g. *Tsunami* is understood as referring to the earthquake and/or the resulting Tsunami of 26 December 2004. For the purpose of this research it was not sought to differentiate between the impact of the Tsunami itself and the impact of the earthquakes that preceded it.
- h. A *separated Child* is defined as a child who has been separated from both of his/her parents, or primary guardian based on customary law (*adat*) or state law. (*Indonesian Government Policy on Separated Children, Unaccompanied Children and Children left with One Parent in Emergency Situations. 11 February 2005. Article B.1. DEPSOS*)

- i. *An unaccompanied child is defined as a child who has been separated from both of his/her parents, and is not being taken care of by an adult who has a responsibility under customary law (adat) or state law to do so. (Indonesian Government Policy on Separated Children, Unaccompanied Children and Children left with One Parent in Emergency Situations. 11 February 2005. Article B.2. DEPSOS)*
- j. *A Child is defined as every human being below the age of eighteen years (Article I of the Convention on the Rights of the Child and Article 1(1) of Law No 23 on Child Protection (2002)) For the purpose of this research, information about young people who are 18 years or above and still categorised as children by the Children's Homes will also be included.*

## 5. Challenges

The aim of this Rapid Assessment was to identify within a short period of time the impact the Tsunami has had on the care situation of children, in particular in terms of the use of Children's Homes as a care solution. It could not assess all aspects of the care situation in depth nor seek to reach all Tsunami affected children as it is known that a number of these children are being cared for in institutions outside of Aceh, including in Children's Homes in Medan, Jakarta, Malang among others but also in some institutions abroad in particular in Malaysia. The total number of children in care as a result of the Tsunami will not be known until these children are identified and in particular until research on the child victims of the Tsunami in the Dayahs in Aceh is also completed. The numbers of children taken out of NAD is not known but information available indicates that the numbers remain relatively small with the exception of Medan where one institution is known to be caring for 245 children, 97% of whom are Tsunami affected children from Aceh. Information received so far also indicate that some of the children who were taken to institutions in Jakarta and other parts of Java have or are returning to Aceh but a complete picture will not be known until the situation of these children's homes is also assessed.

One of the key challenges in this research was also the possibility of numbers of child victims of the Tsunami being inflated due to the enormous level of aid being available in Post Tsunami Aceh, particularly in relation to the institutions caring for those deemed to be 'Tsunami orphans'. These children in some unfortunate cases have come to be seen as 'commodities' as public concern for what was thought initially to be huge numbers of children meant that a lot of concerned individuals and communities as well as donors have wanted to support these children through the institutions that care for them. As a result of this, data gathered on Tsunami affected children had to be particularly cross-checked not only with the manager and staff of the institution but whenever possible with the children themselves and other relevant carers. Cross checking was also done by comparing date of placement in the Children's Home and information available about carers. This sort of cross-checking is key but it also needs to be sensitive to the fact that the definition about who is a victim of the Tsunami is also not an exact science as discussed above and it must be also recognised that many children and families were affected by this disaster in a range of ways. In some cases however, more detailed information was not available, either from the child himself or herself or the Manager and staff of the Institution and as a result the data in the Tables does not always tally with the total number of children in a particular category.

Finally, one of the biggest challenges for this research was the fact that it requires collecting data in a very fluid situation where the numbers of both Children's Homes and children in the Home keep evolving. It was not unusual for the research to have carried a survey of one place only to find out that a new Children's Home was being built around the corner or that children which had been registered by the Children's Home as being cared for had actually recently left or been moved. At the same time, one of the striking findings of this research is the relative permanency of numbers in the Children's Homes as children who left were being replaced often immediately. This, together with the lack of adequate data collection and registration made the research quite challenging in terms of finding out the numbers of children affected by the Tsunami that had actually gone through the Children's Homes or finding out what had happened to those who left. This provides yet another argument for the establishment of a data collection system that adequately and regularly records changes on the situation of Children's Homes and children in their care.





## Part II

# The Situation of the Children's Homes (*Panti Sosial Anak*)

This chapter provides an analysis of the data gathered on the situation of the Children's Homes for 'Neglected Children' as well as on 'the Homes for the Disabled' which care for children in NAD Province. It includes a summary of the understanding used in the research, numbers, date of establishment, ownership and registration status, as well as details of new Children's Homes established since the disaster, Children's Homes which were destroyed or damaged by the Tsunami and/or earthquakes and Children's Homes that are no longer functioning. This chapter also provides some of the more incidental observations that were gathered on the situation of those Children's Homes. The latter are not provided as findings but as they are nonetheless significant as they provide a first snapshot of the conditions of the Children's Homes.

## A. Types of Children's Homes

The research identified 4 types of Homes (Panti) caring for children that are operating in Aceh:

1. The *Panti Sosial Asuhan Anak* (PSAA). Literally a social institution for the fostering of children, sometimes called an 'orphanage' which follow the understanding of an institution for neglected children as defined above by the Ministry of Social Services, though it is also clear that these homes care primarily for children who still have one or both parents, some actually living in the vicinity of the institutions.
2. Children's Homes which are located within a Dayah (also known as pesantren outside of Aceh- an Islamic boarding school). A number of Dayah in NAD Province also operate a Children's Home or refer to parts of their operation/of their facilities as a 'Panti'. These Children's Homes are intended for children whose parents are poor and who are benefiting from the education in the Dayah without having to pay for it or for living costs. The Dayahs are educational institutions with a dormitory/residential system, however when they register with DINSOS because they also run a Children's Home, they are also recorded as a Social Organization (ORSOS).<sup>23</sup>. Dayahs who run a Children's Home usually combine the name of the Dayah before or after the name of the 'Panti' but not always. There are also dayahs with a Children's Home who do not refer to the 'Panti' in their actual name. The number of Children's Homes which actually state that they are a Dayah in Aceh is 12 and can be broken down as follows: Aceh Besar (1), Pidie (2), Aceh Utara (1) Aceh Barat Daya (1), Aceh Selatan (2), Gayo Lues (3), Aceh Tamiang (1), and Simeulue (1). In addition 4 Children's Homes in Aceh Utara use the name "Integrated Islamic Education" (Pendidikan Islam Terpadu) which also indicates that they are a Dayah, bringing the total number of Children's Homes clearly recognised as being also a Dayah to 16.
3. Children's Homes which are supporting fostering outside of the institution and in the community, as for example in the case of *PA Permata Bunda* and *PA Yay. Piatu Raja Angkasa* in Aceh Selatan or *Panti Tuah Anak Yatim* in Aceh Singkil.
4. The *Panti Sosial Penyandang Cacat*, or Homes for People with Disabilities. These are institutions established specifically for the care of both adults and children deemed to have disabilities whether they are physical disabilities, sensory or mental disabilities. While these institutions are meant to care exclusively for the disabled, a small number of non disabled children were identified in some of these facilities and one child with disability was located in a Neglected Children's Home. Some of the Homes for the Disabled are caring specifically for people with one type of disability (1 Home for the blind in Pidie and 1 Home for people with mental disability in Benar Meriah) while others are caring for adults and children with a range of disabilities. (The remaining 12 institutions)

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<sup>23</sup> Social Organisations often referred to under the acronym ORSOS and together as ORSOS/LSM (Non-Governmental Organisations) are social associations which are established by the community, either formally or informally, and which function as a medium for the participation of communities in the delivery of social welfare initiatives. In this context social welfare is understood as all initiatives, efforts, program and activities whose aims are to shape, establish, take care of, restore and develop social welfare. (Directorate General for Social Empowerment Depsos RI, 2003: 2).

In addition to the above, the research identified two different types of practices in some of the Children's Homes:

1. A number of children are placed in the Children's Homes for a short period of time, usually for the schooling period. These children usually come from the immediate community outside of the Children's Home and still have both parents. During holidays or whenever the Children's Home is not active, for whatever reason, these children simply return to their parents.
2. In reverse, some children only attend the Children's Home in order to access religious education usually in the evenings but continue to live with their families and communities. (this is particularly the case for Dayahs that also run a Children's Home)

## B. Number of Children's Homes

According to the records provided by the NAD Province Department of Social Services (DINSOS), as of the 5<sup>th</sup> March 2005, there were a total of 182 Homes caring for children across 19 Districts and Municipalities in NAD Province. This included 168 Homes for 'Neglected Children' and 14 Homes for the Disabled. Also according to the DINSOS records, two Districts, Simeulue and Nagan Raya did not have any children's homes. The following Table shows the number of Children's Homes which were identified during the present research in March 2006, including some which were identified as missing from the DINSOS data.

Table 1: Number of Homes caring for Children per District in NAD Province.  
March 2006

No	Name of District/ Municipality	Neglected Children's Homes				Homes for the Disabled			All Children's Homes			
		Data Dinsos 2005	Panti not in Data Dinsos		Not Active	Total Active	Data Dinsos 2005	Not Active	Total Active	Total Not Active	Total Active	Total All
			Old (<2005)	New (>2005)								
1	Sabang	1				1				1	1	
2	Banda Aceh	7		5	2	10	3	3	2	13	15	
3	Aceh Besar	8		4		12	1	1		13	13	
4	Pidie	26		1	2	25	1	1	2	26	28	
5	Bireun	8		1		9	2	2		11	11	
6	Lhokseumawe	10	2	1		13				13	13	
7	Aceh Utara	53		2	2	53			2	53	55	
8	Aceh Timur	2				2				2	2	
9	Langsa	3				3				3	3	
10	Aceh Tamiang	1				1				1	1	
11	Bener Meriah	2			1	1	2	2	1	3	4	
12	Aceh Tengah	9	1	1		11	3	3		14	14	
13	Gayo Lues	8			2	6	1	1	2	7	9	
14	Aceh Tenggara	13	8	1		22	1	1		23	23	
15	Aceh Singkil	1		1		2				2	2	
16	Aceh Selatan	8	3		1	10			1	10	11	
17	Aceh Barat Daya	3	1			4				4	4	
18	Aceh Barat	4	1			5				5	5	
19	Aceh Jaya	1				1				1	1	
20	Simeulue	-	2			2				2	2	
	<b>JUMLAH</b>	<b>168</b>	<b>18</b>	<b>17</b>	<b>10</b>	<b>193</b>	<b>14</b>	<b>14</b>	<b>10</b>	<b>207</b>	<b>217</b>	

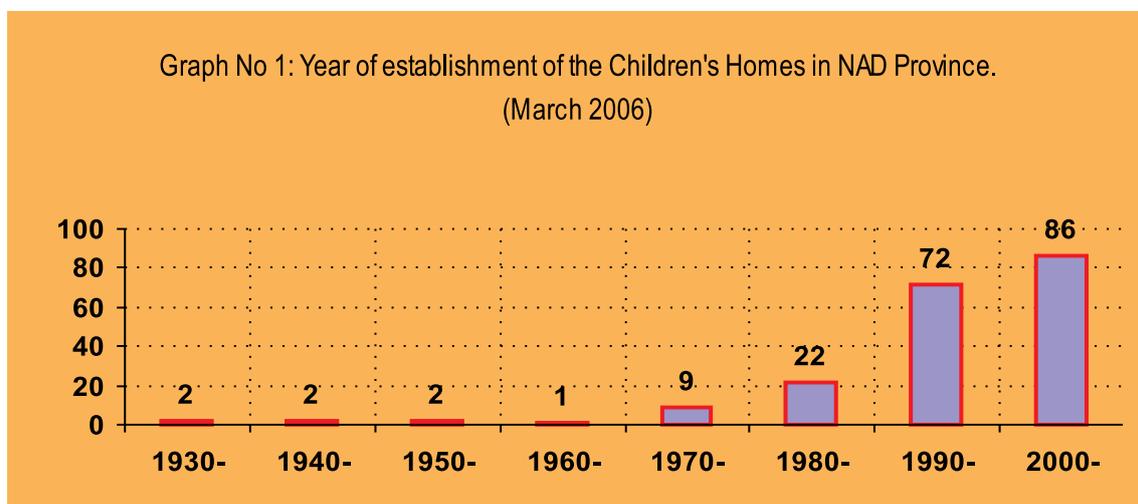
1. This Table shows that the **total number of Homes that care for children and that are presently operating (Active) in Aceh is 207**. This includes 193 Neglected Children's Homes and 14 Homes for the Disabled that care for children.
2. From the **193 Neglected Children's Homes**:
  - a. 168 Children's Homes were already on the DINSOS NAD list.
  - b. 35 Children's Homes were identified by the research which did not figure in the Dinsos Data. Of these, 18 Children's Homes were established prior to the year 2005 and 17 Children's Homes which have been newly established since the beginning of year 2005, after the Tsunami.
  - c. 10 Children's Homes were no longer operating (Not Active). The reasons for those Children's Homes no longer operating included: some were destroyed or damaged during the Tsunami, one was closed as a result of allegations of abuse by the Manager who is presently being prosecuted, others did not have children any longer, some transformed into non residential places for religious education, and at least one was merged with another Children's Home.
3. From the **14 Homes for the Disabled**, all were previously recorded in the DINSOS list and no new Homes have been established since the Tsunami.
4. If the total number of Homes that are active is combined with those that are no longer active, this would make a total number of Homes in NAD Province that care for children of **217 including 203 Neglected Children's Homes and 14 Homes for the Disabled that care for children**.
5. The data on the number of new Children's Homes (i.e. since 2005) should also include **1 other Children's Home**, the PSBR Meuligo Jroh Naguna in Banda Aceh. This facility existed and functioned prior to 2005 as a vocational training facility for young people who have dropped out of school and therefore already was included in the DINSOS list but it transformed itself into a care facility after the Tsunami struck. Since then it has cared exclusively for children who have lost carers or whose carers cannot fulfil their responsibility any longer as a result of the Tsunami. The PSBR is expected to return to its pre-Tsunami functions and the children in its care are to be transferred to a new Government Children's Home being constructed in Banda Aceh.
6. Finally, there are also 2 new Children's Homes that are in the process of being constructed and which will eventually bring the number of **new Children's Homes established since the Tsunami to 19** (or 20 if counting the PSBR as a new temporary facility). These are the *Rumah Sejahtera Darussa'adah* and the *Rumah Asuh- The Habibie Centre* in Darussalam which are both located in Banda Aceh.
7. The research also shows that the Districts/Municipalities with the **highest number of Children's Homes are in the Eastern region of Aceh** (Pidie, Bireun, Lhokseumawe, Aceh Utara, Aceh Timur, Langsa, and Aceh Tamiang) with a total of **113 Children's Homes**. Aceh Utara has by far the highest number of Children's Homes (55 Children's Homes but with 2 no longer active). This research could not explore in depth the possible reasons why this region of Aceh has such a high

density of Children’s Homes compared to other regions (48.67% of total number of Children’s Homes in Aceh). Discussions with both local and provincial sources indicate that this may be a combination of particular high poverty levels in Aceh Utara while at the same time the presence in the area of a number of wealthy companies, particularly around the extracting industry, may provide some additional funding. It was also suggested that the conflict had a significant impact in the area with considerable number of children, young boys in particular, being placed in the Children’s Homes and Dayahs for their safety. Further research is needed in order to understand whether these are all factors or whether there are other factors that can explain this significant difference in the number of Children’s Homes, and in particular the relatively recent and short period of time within which the majority of these Homes were established. (See below Section C. Year of establishment)

8. Further breakdown of the number of Children’s Homes in relation to gender shows that there are only **3 Children’s Homes which care exclusively for girls**, 2 Children’s Homes run by Muhammadiyah, one in Sabang and one in Bireun, and 1 Children’s Home in Banda Aceh which is being funded by a Malaysian charitable organisation (Yayasan Pembangunan Anak Yatim Antar Bangsa). The number of **Children’s Homes which care exclusively for boys on the other hand is 23**, in the following locations: Aceh Besar (4), Pidie (4), Aceh Tenggara (4), Aceh Utara (3), Bireun (2), Lhokseumawe (1), Aceh Timur (1), Aceh Tamiang (1), Gayo Lues (1), Aceh Selatan (1) and Simeulue (1). The remaining 181 Children’s Homes in Aceh are caring for both boys and girls. In other words, **87.44% of Children’s Homes operating in Aceh are mixed, 11.11% care exclusively for boys and 1.45% of the Children’s Homes care exclusively for girls.**

### C. Year of establishment

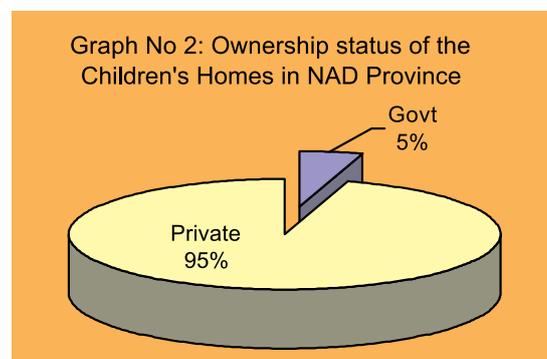
1. The time span for the establishment of the Children’s Homes in Aceh ranges from **1936 to 2006**. However, from the 196 Children’s Homes which have clear information about the year they were established, it was found that the great majority were established within only a ten year time span as can be seen from the graph below:



2. The Graph shows that despite the existence of a few Children's Homes in Aceh as far back as the 1930s, the majority of institutions were established relatively recently, **with 91.84% of Children's Homes having been established after 1980**.
3. In addition, a staggering **43.88%** of all Children's Homes in NAD were **established after 2000**. This confirms the fact that formal Children's Homes or institutions are a relatively new phenomena in Aceh and leaves open the question as to how children without carers or whose carers were facing particular challenges were being cared for in the past within Acehnese society. Were the Dayahs the primary response to these care challenges or were most children taken care of within extended families as some have suggested?<sup>24</sup> Further research is needed and could provide some important guidance on possible future directions for alternative care in the Aceh context.
4. The situation in **Aceh Utara** in particular, **the district with the most Children's Homes (55)** is particularly noteworthy as 20 of these Homes were established between 1990 and 1999 and another 26 were established after the year 2000. From this data we can see a significant increase towards the use of formal institutions for the care of children in Aceh.
5. This trend has become particularly acute since the Tsunami with **17 new Children's homes being established in 2005** and two more in the process of being established. These are expected to be up and running by mid 2006. In addition, a number of organisations have reported plans for the building of many more institutions for 'Tsunami orphans' and neglected children in the near future and/or an expansion of the capacity of the institution they already run. If these plans are realised, the rate of establishment of Children's Homes can be expected to continue its increase with **more than twice as many Homes** having been established between **five years in 2000-2005** than during the course of the previous ten years.

#### D. Ownership status

The distribution between Government owned and privately owned Children's Homes in the Province of NAD is as described in the graph below:



<sup>24</sup> Interview with Mrs Farida, Department of Social Welfare Province of NAD, 17 October 2005.

1. The data shows that out of 207 Children's Homes, around **5% are owned and run by the Government (4.83%)** while **95% are owned and run by private organisations (95.17%)** including NGOs, Community Based Organisations (CBOs) and religious organisations.
2. There are **10 Homes caring for children owned by the Local Government in NAD** including 9 Neglected Children's Homes and 1 Homes for the Disabled. The number of Children's Homes that are owned by the local government is as follows: Banda Aceh (2), Aceh Besar (1), Pidie (2 that includes 1 Disabled Children's Homes), Aceh Utara (1), Aceh Tengah (1), Aceh Tenggara (1), Aceh Selatan (1), and Aceh Barat (1).
3. Construction currently ongoing for a new facility, the Children's Home *Rumah Sejahtera Darussa'adah* in Banda Aceh is due to be finalised during the course of 2006<sup>25</sup>, which **will bring the total number of Children's Homes owned by the Government up to 11**. Darussa'adah is due to be run by DEPSOS.
4. The overwhelming majority of Children's Homes in Aceh, **207 Children's Homes, are therefore owned by Non Governmental Organisations** which include Community Organisations (Ormas), Dayahs, Social Organisations (Orsos/Yayasan) including Associations established by non-governmental organisations and some smaller associations created privately by families. A number of Social Organisations own more than one Children's Home in Aceh, for example Muhammadiyah has 9 Children's Homes, The Habibie Centre has currently 2 Children's Homes and another one which is in the process of being built.
5. From the status of ownership we also see that a number of Children's Homes are being run through organisations that are based **outside of NAD** Province such as The Habibie Centre and the Yayasan Noordeen which are based in Jakarta or the children's homes that are being supported from Malaysia.
6. The data does point to a very high level of involvement from social and religious organisations in the provision of social services for children through Children's Homes in Aceh. This is certainly, in part, as a result of the strong importance attached under the teachings of Islam to the care of children who are orphans and other children affected by poverty. Nevertheless further research is required to understand better the roles and motivations of non governmental and community based organisations in the development of Children's Homes in Aceh. In addition, the important responsibility of the Government, particularly the Ministry of Social Services at the national and provincial level, in ensuring quality of care in those institutions needs to be considered in light of the relatively small number of institutions which are either directly run by it or directly under its supervision. The key issue of government financial support for these institutions is discussed further in Section K.

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<sup>25</sup> Initial plans were for it to be up and running by July 06. Interview with Mr. Bahder Johan, Chairman of the Team for Preparation of Darussa'adah, 21 March 2006.

## E. Status of Registration

According to Decision No 50/HUK/2004 by the Minister for Social Services on the Standardization of Social Care Institutions, these institutions “*must have proof of their legality from the competent authorities in order to get recognition and professional guidance*”.<sup>26</sup>

The research provided a number of clarifications in relation to the process of registration of Children’s homes:

1. In practice, it has been understood that it is sufficient for a Children’s Home to be registered to possess a *Surat Izin Kegiatan (SIK)* or Letter of Authorization for Activities. The SIK is a formal document of registration for Social Organisations which is provided by DINSOS at the Provincial or District levels. The registration refers to the organisation itself under which the institution operates. As a result **there is no system for the registration of the individual institution itself**. This means that those who establish a Children’s Home do not need to register as long as they have a SIK number showing that their parent organisation is registered as a social organisation.
2. The SIK provides evidence of registration and permission to operate as a social welfare organisation. It includes only the name of the organisation, the address of the Secretariat, the name of the Chairman/Director, the area and types of activities, and the date of expiration. It does not provide any indication of qualification or capacity to operate as a social organisation or for that matter authority to operate a care institution. The SIK must be renewed every three year by DINSOS as the competent authority.
3. Among the Children’s Homes that were identified through this research, **32 were found that did not possess a registration number (SIK)** from the Provincial Dinsos Department in NAD, either due to the fact that they had been recently established or because they had never been registered. 7 Neglected Children’s Homes in the District of Aceh Tenggara (South East Aceh) had obtained a SIK from the social authorities at the district level only, as did one Children’s Home in Simeulue.<sup>27</sup>
4. As a result of using the SIK system as the legal basis on which Children’s Homes are able to operate, **no comprehensive data is available from DINSOS or DEPSOS** on the number, situation and location of Children’s Homes in Aceh as in the rest of Indonesia. It also provides no basis for a system of accreditation from which the competent authorities is able to assess the capacity of these institutions to operate nor does it even enable provincial authorities to know which institutions are located within its territory unless that information is provided to it by the District authorities, which is often not the case. In the case of Aceh Tenggara for example, DINSOS at the Provincial level had no information about any Children’s Homes in that District as these had only received District SIK numbers and information was not passed on at the Provincial level.

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<sup>26</sup> Standardization for Social Care Institutions (2004) p.11. Body for Training and Social Development, Ministry of Social Affairs.

<sup>27</sup> For a breakdown of the Children’s Homes not registered with DINSOS NAD see Appendix A.3.

## F. The financial situation of the Children's Homes

As discussed above, the overwhelming majority of Children's Homes in Aceh are privately run with only 10 government owned institutions. The Government provides assistance to the private Children's Homes in two ways: financial assistance through the Deconcentration Fund (*Dana Dekon*) and assistance through the Subsidy Program for Additional Food Costs for Social Care Institutions (*Program Subsidi Tambahan Biaya Permakanan untuk Panti Sosial*).

1. The Government's support through the **Deconcentration Fund started in 2000** following the decentralisation process. The budget for the *Decon* comes from the Central Government and is distributed through the Provincial authorities. Neglected Children are identified as one of the specified target groups for assistance through this funding. In addition, street children, children in conflict with the law, disabled children and toddlers are also targeted through this fund. (The allocation of the funds for neglected and street children began in 2000, children in conflict with the law and disabled children in 2003 and the funding targeting toddlers started in 2004.)
2. The fund is mainly used to subsidise the activities in the Children's Homes. According to the Directorate for Social Assistance to Children in DEPSOS, financial support through the **Decon was provided in Aceh for:** 1,390 neglected children in 2000, 2,740 children in 2001; 2,440 children in 2002; 2,710 children in 2003; 2,480 children in 2004, 1,600 children in 2005, and 2,300 children in 2006. The total amount disbursed was as follows: in 2003: IDR 2.7 billion (US\$ 300.000); in 2004: IDR 3.2 billion (US\$ 355,556) **in 2005: IDR 4.3 billion (US\$ 477,778)** and in 2006 it is projected to remain the same at: IDR 4.3 billion (US\$ 477,778).
3. In addition to the Deconcentration Fund, **the Government Subsidy Program for Additional Food Costs for the Social Care Institutions started in 2001**. This Program is part of the government compensation for the rise in the price of Fuel (BBM) and is aiming to support the continuation of social assistance through the Children's Homes. The assistance is only provided to subsidise the cost of food for those being cared for in the institutions, whether government or private ones.<sup>28</sup>. This aid is disbursed through the Post Office system.
4. During 2005, this program has reached across Indonesia's 31 Provinces and 380 Districts and Municipalities. The total number of Social Care Institutions/Homes that were reached **throughout Indonesia is 4,307 Homes** including Neglected Children's Homes, Homes for the Disabled, Homes for the Elderly and Shelters for Homeless people. The number of children who received assistance in Indonesia through this subsidy was 149,050 children with more than IDR 122.4 billion (US\$ 13.6 million) being disbursed.<sup>29</sup> The Food Assistance given per child amounts to IDR 2.250 (US\$ 0.25) for a period of 365 days or IDR 821.250 per year. (US\$ 91.25)

<sup>28</sup> Manual of Technical Guidelines for the delivery of the Subsidy Program for Additional Food Costs for Social Care Institutions (2005) DEPSOS RI. p. 1-2.

<sup>29</sup> Interview with Mr. Mulya Joni, Section for Program and Information, Directorate General for Social Assistance and Rehabilitation, DEPSOS, 11 April 2006.

5. In **Aceh, during 2005**, this Food Assistance was provided to 9.405 Neglected Children in 159 Children's Homes.<sup>30</sup> There are over 15,000 children in 193 Neglected Children's Homes in Aceh, and the Food Assistance is clearly not sufficient to cover all of them. It is only reaching 59.93% of the Neglected Children in 82.38% of the institutions caring for them. As a result, distribution of the assistance is rotated among all the Children's Homes in NAD from year to year with some receiving it one year while others receive it the following year.<sup>31</sup>
6. In addition to the above assistance and specific to the Post Tsunami Aceh context, the Children's Homes in the Province are receiving considerable financial assistance from the *Badan Rehabilitasi dan Rekonstruksi* (BRR) which is the main governmental coordinating agency for the reconstruction of post Tsunami Aceh. **The Children's Homes received in 2005 more than IDR 20 billion (US\$ 2.2 million)**, another IDR 14 billion (US\$ 1, 56 million) in 2006, and are due to receive another IDR 15 billion (US\$ 1, 67 million) for the year 2007.<sup>32</sup> **This represents a four time increase in financial aid to the Children's Homes from the Government in addition to the Food Assistance.** The Aid is meant to support the internal development of the institutions, including their rehabilitation, their operational programmes, management, income generating activities, schooling equipment and food assistance. The aid is being distributed through the Rehabilitation and Social Welfare Service Unit under DINSOS (*Satuan Kerja Pelayanan dan Rehabilitasi Kesejahteraan Sosial NAD*)<sup>33</sup>.
7. In relation to the food assistance, according to information from the Rehabilitation and Social Welfare Service Unit<sup>34</sup>, **in 2006** the BRR will provide IDR 2,700 (US\$ 0.30) per child for 270 days or a total amount of IDR 540.000 (US\$ 60) per child. This assistance is being provided directly through the Post Office to the account of the Children's Home. It is unclear at this stage through what system of monitoring the BRR and DINSOS will ensure that the money is actually spent for its intended purpose.
8. The Children's Homes in Indonesia generally also receive **private assistance in the form of funding, building and land**, (the latter particularly through the system of "wakaf" under Islam as a religious duty) from their own organisation including religious institutions, from the private resources of their owner/director, from individuals in their communities and from the private sector. Access to this assistance is often dependent on the capacity of the individual institution to access effectively institutions which make that assistance available. Some institutions are able to access a range of the funding available as their managers are particularly proactive while others are chronically under funded. In the case of the Dayahs, accessing the funding available for the Children's Homes seems to be a major motivation for formally registering their institutions. In many cases these institutions

<sup>30</sup> Appendix SK Mensos RI Nomor: 04/PRS-1/KPTS/2005 from 23 May 2005. Food Assistance was also provided for 465 Disabled Persons in institutions but no breakdown is available as to how many children in those institutions it reached.

<sup>31</sup> Interview with Mrs Farida, Department of Social Welfare Province of NAD, 17 October 2005.

<sup>32</sup> Information provided by the Social Director of the BRR. Mr De Ronnie on the 9 August 2006 in Banda Aceh.

<sup>33</sup> Email correspondence with Mr Yudi Satria, DINSOS, 7 April 2006.

<sup>34</sup> Interview with Yudi Satria, 16 February 2006.

will be registered with a range of agencies, mirroring the possibilities of funding such as the Ministry of Social Welfare, the Ministry of Religious Affairs, and the Ministry of National Education.

9. In the immediate post Tsunami context, the enormous humanitarian outpouring coming in with a range of new donors seeking to disburse considerable sums of aid has certainly been a major factor in driving up the number of new Children's Homes being established. There is no doubt, however, that Children's Homes were already a well established response to family crises and challenges in Aceh previous to the Tsunami. In addition, establishing such institutions has long been seen as a key means of channelling aid with a range of motivations, whether religious, philanthropic or even because it is simply a more visible and quick way of disbursing assistance. However **substantial new funding has been injected into institutional care responses in Aceh as a result of the Tsunami** both from the Government and from non governmental organisations, local and international. The funding for new Children's Homes from non governmental sources came primarily from organisations in Malaysia, Mercy Relief Singapore, Cardi International, but also national organisations such as The Habibie Centre. Some of the donors are building their own institutions while others focus on supporting the rebuilding of institutions damaged as a result of the disaster.
10. The **level of financial support** provided by the non-governmental agencies varies mainly according to whether they are a local, a national or international agency. Generally, it seems that Children's Homes who receive only local funding in Aceh have substantially lower budgets to operate in comparison with the Children's Homes which receive financial support from national or international agencies, as can be expected. In relation to the newly-established Children's Homes it was found that budget per child per year ranged from \$470 to \$2,500, although these do not necessarily reflect the amount of money actually spent on the child and his or her care. The government-run PSBR has a budget per child per year of about \$740. In comparison, The Habibie Centre's new Children's Homes have a budget of approximately \$1,400 per child per year. These are just rough estimates on the basis of budgets per year given by these institutions and the number of children in their care. Further research is needed to properly assess the real cost of institutional care in the Children's Homes in Aceh.
11. While the level of assistance depends on the source of funding, **most funding is linked to the number of children in the Children's Homes**, particularly children affected by the Tsunami. As a result, the majority of Children's Homes have developed registers identifying these children together with funding proposals for donors. Others are proposing building Children's Homes with larger capacity on the basis that they will be able to find the children. There is clear indication that this results in damaging recruitment practices as **no assessments seem to have been carried out on the needs of children and their families** or alternative ways of supporting children within their families and communities. Instead institutions have every reason to be going out to recruit children in order

to receive the aid, and to keep these children longer term within these institutions, whether these children have remaining parents or whether they could actually be supported within their families.

## G. New Children's Homes established since the Tsunami

The number of Children's Homes established since January 2005 is **17**. The 17 new Children's homes are operational. Their geographical distribution is as follows: 6 in Banda Aceh, 4 in Aceh Besar, 1 in Pidie, 1 in Bireun, 1 in Lhokseumawe, 2 Aceh Utara, 1 in Aceh Tengah, 1 in Aceh Tenggara and 1 in Singkil. **In addition 1 existing government vocational training centre (PSBR) was transformed to become a care home for children affected by the Tsunami.** A more detailed breakdown of the situation of these Children's Homes is as follows:

### 1. *PSBR Meuligo Jroh Naguna* in Banda Aceh

This Children's Home is in fact a unit of technical implementation of DINSOS NAD at the Provincial level. In the immediate aftermath of the Tsunami, DEPSOS decided to use the facility and change its functions temporarily to assist child victims of the Tsunami. It started operating as such on the 15<sup>th</sup> January 2005. The number of child victims of the Tsunami being cared for in this Children's Home is 100. At the time of the survey there were 54 boys and 46 girls with an age range from 12-18 years old. Of those, 20 still have both parents, 17 have either lost or do not know the whereabouts of their parents, 53 are fatherless and 10 are 'real orphans'. (lost both parents). All are enrolled at schools nearby the Home whether Primary, Secondary, or Senior Secondary. The majority of the children come from Banda Aceh, Pulau Aceh, and Lhoknga. The children were placed in this institution soon after the Tsunami by their parents, siblings or relatives and most have had some contacts with their families. 18 children who were cared for in the PSBR after the Tsunami have already returned to their families but were immediately replaced by new arrivals. The plan is for the PSBR to return to its previous functions as soon as the new *Rumah Sejahtera Darussa'adah* being built in Banda Aceh is ready to operate and children will be transferred to this new facility.

### 2. *Rumah Asuh The Habibie Centre in the Complex Asrama Cut Mutiah* in Banda Aceh (THC Cut Meutia)

This Children's Home was established on the 29 March 2005 and is under the umbrella of the Habibie Centre (THC) which is headquartered in Jakarta. It is in the process of being registered. In addition to the THC Cut Meutia (a former school), The Habibie Centre has established another Children's Homes in Aceh Besar (Bueng Cala, Kuta Baru in front of the Mosque and another one is being established in Banda Aceh (Darussalam, Jl. Ar Raniry Lorong Bakti No. 4). THC is apparently planning to develop another 20 Children's Homes across the NAD Province. The children in the Rumah Asuh in Banda Aceh come from the displaced

persons barracks. The staff of the institution contacted the families in those barracks and proposed that their children be placed in the Children's Home. There are no plans to return the children permanently should the parental situation change but the staff also said that should a family want the child returned they would do so. The staff also stated that if that was the case, they would identify another child to move into his or her place. The number of Children in the THC Cut Meutia is 50 children, 26 boys and 24 girls. 48 of these children are aged from 6 to 12 years old and 2 are aged between 13 and 15. Of these children, 28 still have both parents, 2 are real orphans (have lost both parents), 6 are fatherless and 14 are motherless. All the children go to school locally with 40 children in Primary school and 10 children in Secondary School. 17 children come from Banda Aceh and 33 others from outside of Banda Aceh.

### 3. *PA Yayasan Pembangunan Anak Yatim Antar Bangsa* in Banda Aceh

This Children's Home was established on the 31 August 2005 as a result of support from a Malaysian organisation, Yayasan Pembangunan Ekonomi Islam Malaysia (YPEIM). It is in the process of being registered. YPEIM is under the leadership of the Malaysian Prime Minister, and it is also helping other Islamic communities including in Pakistan and India. YPIEM is currently also planning the establishment of another Children's Home with a proposed capacity of 200 children in the vicinity of Blang Bintang. The present facility is located in a private house and cares for 16 children, all girls, aged from 6 to 18 years old. 5 of the children have lost both parents and 11 are fatherless. They include victims of the Tsunami from districts outside of Banda Aceh in particular Calang, Lamno, Meulaboh, Lhoknga, Pulau Aceh, and Lhokseumawe. The children at school include 10 children in Primary School and 5 in Secondary School. 2 children were not at school at the time of the research, one girl permanently as she was said to suffer from Leukemia and another girl was in the process of recovering from major medical treatment received in Malaysia with support from YPEIM. The Manager of the Home confirmed that there was no plan to return the children to their parents should their ability to care improve and she did not encourage contact with mothers or other members of the children's families as she felt this would be too disruptive for the children.

### 4. *Rumah Perlindungan dan Rehabilitasi Anak (RPRA)* (Protection and Rehabilitation Home) Daarul Aitam in Banda Aceh

The RPRA was established by Yayasan Daarul Aitam on the 14<sup>th</sup> February 2005. The aim of this Children's Homes is to provide protection and care for child victims of the Tsunami through providing formal and informal education to the children. The RPRA is not yet registered by Dinsos NAD. The total number of children being cared for in the RPRA is 37, including 13 boys and 24 girls. There are 31 child victims of the Tsunami, 3 victims of the Conflict and 3 neglected children. The child victims of the Tsunami include 10 boys and 21 girls. The age range is between 6 to 18 years old. 15 of these children still have both parents, 1 has lost both parents or does not know their whereabouts, 12 are fatherless and 3 are motherless. All children attend local schools from Primary to Senior Secondary level.

5. *PA Asah, Asih, Asuh* in Banda Aceh

The Children's Home *Asah, Asih, Asuh* is run by the organisation *International Humanity Foundation*. This Home has already been registered with the Municipal Office and is in the process of being registered with DINSOS NAD. The *International Humanity Foundation* is operating in Jakarta, Medan, Bali, and also outside of Indonesia in Thailand and Africa. The Banda Aceh office is one of its branches. The Children's Home '*PA Asah, Asih, Asuh*' is located in a private house on Jl. Kreueng Woyla Geucue Kompleks. It began recruiting child victims of the Tsunami in June 2005 and children began to stay in the facility from the 1<sup>st</sup> July 2005. At the time of the research, the Home cared for 15 child victims of the Tsunami, all of which have lost both parents (real orphans). The Children include 4 boys and 11 girls of 5 to 18 years of age. One child is attending pre-school, 6 children are at primary school, 2 children are at junior high school and 6 children are at senior high schools in the community. The children are due to stay in the institution until they graduate from school. On weekends children are encouraged by the manager to meet with their relatives who are presently living in the barracks.

6. *PA Islam Media Kasih* in Banda Aceh

The Children's Home *PA Islam Media Kasih* was established in Banda Aceh on the 26 February 2005. It is located in the Setui hamlet in the subdistrict of Baiturrahman. This Home is operated by the Organisation '*Yayasan Islam Media Kasih*' which is located in Jakarta. It is already registered with DINSOS NAD. The aim of this institution is to guide and provide schooling for children who fatherless, motherless, orphaned or neglected. At the time of the research it was caring for 46 children, among which 20 were child victims of the Tsunami. Of these 20 children, 9 are boys and 11 are girls. Five children are between 6 to 12 years of age, 4 children are between 13 and 15 years of age and 11 children are between 16 and 18 years of age. All children attend local schools with 5 children in primary school, 4 in junior high schools and 11 in senior high school, 9 of the child victims of the Tsunami still have both parents, 4 do not know the whereabouts of their parents, 4 have lost both parents, 2 are fatherless and 1 is motherless.

7. *PA Anak Yatim Tsunami Malaka* in Aceh Besar

This Children's Home was established on the 22 December 2005. It was established through support from the Sultanate of Malacca in Malaysia. The Children's Home is not yet registered with Dinsos NAD. All 18 children (all boys) in that home are victims of the Tsunami. The age range is between 6 and 12 years and all are attending local schools at primary level. 2 of the children still have both parents, 6 have lost parents or do not know their whereabouts and 10 are fatherless. 8 of the children come from Aceh Besar and the remaining 10 come from outside of the District.

8. *PA Asrama Anak Yatim Johor in Aceh Besar*

This Children's Home was established on the 28 February 2005. It was established through support from AMNO Johor in Malaysia. This Children's Home is already registered by Dinsos NAD since the 1 February 2006. The total number of children in its care is 25, all boys, including 18 victims of the Tsunami and 3 victims of the conflict. The remaining 4 children in care are neglected children. The age range for all children is from 6 to 12 years old and they are all attending local schools at primary level. 10 of the child victims of the Tsunami still have both parents and 8 are fatherless.

9. *Rumah Asuh The Habibie Centre Complex Asrama Bueng Cala in Aceh Besar*

This Children's home was established by The Habibie Centre, based in Jakarta, on the 26 November 2005. It is not yet registered by Dinsos NAD. The total number of children in its care is 100 with 50 boys and 50 girls who are all victims of the Tsunami. The age range for the majority of children is 6-12 years (88 children) and the remaining are between 13 and 15 years of age. All children are attending local schools with 89 at Primary school level and the rest at Secondary school level. 41 children still have both parents, 12 have lost both or do not know their whereabouts, 17 are fatherless and 30 are motherless.

10. *Orphans International Sumatera in Aceh Besar*

This Children's Home was established on the 16th April 2005. It has yet to be registered. It was founded specifically to care for and provide education for orphaned children affected by Tsunami. This Home is under the *Yayasan Orphans International Sumatera* which is an affiliate of *Orphans International Worldwide* based in the US. The total number of children presently in its care is 12 with 9 boys and 3 girls. The majority of children are 13 – 15 years with one child under 12 years old. All children are orphans and come from the area of Aceh Besar (9) and Banda Aceh (3). The children are attending local schools with 11 children in secondary school and one in primary school. The Home has two care staff.

It provides formal education, English courses, a worship programme, swimming lessons, and return transportation to and from their families for visits. This children's home has 1 unit of boarding, 1 car, playground, and a room for study. They are in the process of building 2 units for the office. Its funding comes from *Yayasan Orphans International Sumatera* which states on its website that it is planning to extend this facility to build 60 small homes for 240 children on 40 acres of land. It has apparently secured funding for 15 of the homes and is currently looking for fundings for the others<sup>35</sup>.

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<sup>35</sup> <http://www.oiwv.org/sumatera/houses.html>

#### 11. PA *Qoryatul Huda* in Pidie

This Children's Home was established on the 1 August 2005. It has yet to be registered. It was founded by the former Manager of PA Nurul Huda after an internal dispute. This Children's Home cares for 352 children, including 9 child victims of the Tsunami. (7 boys and 2 girls with an age range of 16 to 18 years old and attending local schools at Senior Secondary School level.) All child victims of the Tsunami have lost both parents.

#### 12. PA *Putri Aisyiah* in Bireun

This Children's Home was established on the 2 January 2005 under the auspices of Aisyiah which is a part of Muhammadiyah for women. It has not yet been registered by Dinsos NAD. The total number of children in its care is 10, including 8 child victims of the Tsunami and 2 child victims of the conflict. All are girls. The age range for the child victims of Tsunami is 6 to 15 years old and they are attending local schools at Primary level and Secondary school level. They are all fatherless.

#### 13. *Yayasan Pusat Pendidikan Anak Nelayan Baiturrahman* (Head Association for the Education of the Children of Fishermen (PPANB) in Lhokseumawe

This Children's Home was established on the 8 January 2005 for the purpose of assisting child victims of the Tsunami. The children are sent or come through recommendation of the *panglima laut* (a traditional association of fishermen) and the director of this institution is himself a leader of a *panglima laut*. The Home is located in a former school *Sekolah Menengah Kejuruan (SMK)* – a school for vocational training at senior high school level, in Banda Sakti, Lhokseumawe. Initially the Children's Home supported 82 child victims of the Tsunami but at the time of the research only 64 remained including 39 boys and 25 girls. The age range is from 6 years old to 18 years old and all are attending local schools at Primary level or Secondary levels. At the time of the research the Children's Home was facing particular difficulties as the funds for the institution had apparently been taken by a former manager whose whereabouts remained unknown. The Children's Home had been run for the past two months by volunteers from Jakarta and the management of the Home was being reorganised. The Home is yet to be registered.

#### 14. PA *Miftahul Jannah* in Aceh Utara (North Aceh)

PA Miftahul Jannah is located in Tambon Tunong village in the Subdistrict of Dewantara. This institution has been registered with DINSOS NAD since October 2005. It began operating in February 2005 after the Islamic organisation Nahdatul Ulama in NAD requested in January 2005 that the organisation 'Yayasan Miftahul Jannah' operate a Children's Home to care for the child victims of the Tsunami. Yayasan Miftahul Jannah itself has been operating since 1986. The total number of child victims of the Tsunami being cared for in this institution is 58, with 40 boys

and 18 girls (The total number of children in its care is 80). The child victims of the Tsunami are between 6 and 18 years of age, 38 children are between 6 and 12 years of age, 27 children are between 13 and 15 years of age and 3 children are between 16 and 18 years of age. 30 are attending primary school, 21 are attending junior high school and 7 are attending senior high school in the community. The majority of the children come from areas of Aceh Utara hit by the Tsunami (42 children), 11 children are from Lhoksemawe, 4 from Bireun and 1 from Banda Aceh. The children came to the institution in groups with 40 children entering in February, 3 children in March, 12 children in September and 3 children in November 2005. 57 of the child victims of the Tsunami are fatherless and one child still has both parents.

#### 15. *PA Darul Qira'ah* in Aceh Utara (North Aceh)

This Children's Home was established on the 31 March 2005 and is already registered with DINSOS NAD. The aim of this institution is to provide Koranic education and care for children who were victims of the conflict. This Children's Home cares for 39 children including 11 boys and 28 girls, all originating from Aceh Utara. 21 of the children are fatherless, 1 is motherless and 17 children still have both parents. 13 of the children attend local schools at Primary level, 22 at Secondary level, and 4 in Senior Secondary. From the 39 children in the Children's Home, 33 are victim of the conflict and 6 are victim of the Tsunami. The six children who are Tsunami victim are girls aged 6 to 18 years old. All are attending school from Primary to Senior Secondary level. All Tsunami victims are fatherless.

#### 16. *Panti Asuhan Yatim Piatu Korban Tsunami Yayasan Noordeen* in Takengon, Aceh Tengah (Central Aceh)

This Children's Home was established on the 30 December 2005 under the auspices of Yayasan Noordeen, which is headquartered in Jakarta. The construction of the building started on 1 June 2005 and during that period the Children's Home provided assistance to 51 child victims of the Tsunami who had been identified by the Department of Education in the District of Takengon. The scholarships were provided during the construction and stopped once the facility was complete. By the 30 December 2005, when the Home was officially inaugurated, there were only five children left as many had returned to their original home locations including Banda Aceh, Bireun, and Meulaboh while some had been reunified with extended families in Takengon.

At the time of the research the number of children in its care had gone up again to 16 children, including 9 boys and 7 girls. The age range is from 6 to 15 years of age and all attend local schools at Primary, Secondary and Senior Secondary levels. 3 of the children have lost both parents, 9 are fatherless and 4 are motherless.<sup>36</sup> This Home has not yet been registered with Dinsos NAD.

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<sup>36</sup> By the 21 April 2006, the number of children staying in the Panti had increased to 23, including 12 boys and 11 girls. Email communication with the Panti Asuhan Yayasan Noordeen (21 April 2006).

#### 17. PA Al Husna in Aceh Tenggara (South East Aceh)

This Children's Home was established on the 26 of August 2005 under the auspices of Yayasan Pondok Al Husna. It is not yet registered by Dinsos NAD. The total number of children in its care is 46 including 35 boys and 11 girls. 25 of the children are between 6 and 12 years old and are attending local schools at Primary level. 15 children are aged 13-15 year old and are attending local schools at Secondary level and 6 children are 16 to 18 years old and are attending local schools at Senior Secondary. The children all come from this District.

#### 18. PA Tuah Anak Yatim Aceh in Singkil

This institution at the time of the research was carrying out support activities in the community for 20 children including 14 boys and 6 girls while a residential Children's Home was being planned. At the time of the research the land was ready but construction of the residential facility had not started. The children attend activities in the meeting hall of the Mosque (Meunasah). These activities include koranic education in the evenings and the distribution of financial help from donors. This Institution is not yet registered.

In summary, from the 17 new Children's Homes, 9 were established with the stated purpose of taking care of child victims of the Tsunami and 4 Children's Homes were established to assist both child victims of the Tsunami and the conflict, making a total of **13 Tsunami-related new Children's Homes**. In addition 4 new Children's Homes were established under the broader purpose of caring for neglected children. One of those was established as a result of an internal dispute within a Children's Home.

In addition, two other Children's Homes are presently being built with the expectation that they **will begin operations in 2006**:

##### 1. Rumah Sejahtera Darussa'adah in Banda Aceh

The Rumah Sejahtera (welfare home) Darussa'adah is a major new Children's Home with 47,629 m<sup>2</sup> of land and an expected care capacity of 600 to 1000 children. The facility is expected to include 7 residential units for children from 7 to 18 years old and 2 residential units for children from 2 – 6 years old, a house for staff, a manager's house, a technical skills rooms, a policlinic, a hall for koranic education, an office, an auditorium, a room for prayers, a kitchen with a canteen and a security post. The Facility was said to be 90% completed at the time of the research. This Children's Home was actually planned and began to be developed well before the Tsunami by the Ministry of Home Affairs with a particular focus on children affected by conflict. After the Tsunami hit Aceh it was felt that this facility should be accommodating both Tsunami and conflict affected children.

According to DEPSOS which will be in charge of running the facility, the current plan for Darussa'adah is that it will be divided between 3 different institutions, a Children's Home (PSAA), an institution for the vocational training of Teenagers

(PSBR) and a Child Protection Home (RPSA). The Children's Home will care for child victims of the Tsunami and the conflict who are still at school. The PSBR will provide vocational training for a six months period for child victims of the Tsunami or the conflict who are no longer at school. It will operate a hostel for these young people. The RPSA will provide assistance to children who are victims of violence and exploitation. In the initial stage, 200 children are expected to be located there including the 100 child victims of the Tsunami that are now being cared for in the *PSBR Meuligo Jroh Naguna* in Banda Aceh as this facility will return to its prior function as a vocational training centre. DINSOS NAD has requested that DEPSOS in Jakarta takes charge of this facility although it was initially envisaged by the Ministry of Home Affairs that it would be under the authority of the Provincial Department of Social Services.

2. *Rumah Asuh The Habibie Centre, Darussalam* in Banda Aceh.

This Children's Home is the third such institution being established by the The Habibie Centre. It is located on Jl. Ar Raniri Lorong Bakti, Darussalam in Banda Aceh. The buildings are about half completed. The planned capacity and the intended beneficiaries for this Children's Home are 100 child victims of the Tsunami.

## H. Children's Homes damaged or destroyed in the Tsunami

The research identified **10 Children's Homes that have been damaged because of the Tsunami and earthquakes**. This data, however, is only partial and should be supplemented by other sources, particularly in relation to the scale of the damage, as this survey did not investigate in depth the conditions of the Children's Homes hit by the Tsunami. Information gathered at the time of the survey on the 10 Children's Homes is as follows:

1. *PA Ibnu Hasyim* in Banda Aceh destroyed by the Tsunami. This research was not able to ascertain whether this institution is being moved or whether it will be rebuilt.
2. *PA Al Wasliyah* in Banda Aceh destroyed by the Tsunami. This research was not able to ascertain whether this institution is being moved or whether there are plans for it to be rebuilt.<sup>37</sup>
3. *YPAC (Yayasan Panti Anak Cacat)* in Banda Aceh was also destroyed as a result of the Tsunami. At the time of the survey, it had moved to Jl. Banda Aceh – Medan Km. 4.5, Village of Santan Sub-district Ingin Jaya, Aceh Besar.
4. *PA Pesantren Darul Hasanah Syeh A. Rauf* in the District of Singkil has incurred heavy damage due to the Tsunami. At the time of the survey, basic rehabilitation was underway.

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<sup>37</sup> Information received after this research was carried out showed that the Panti was being rebuilt in a different location, in Lampermai Village in Banda Aceh, with support from Shinryo-en in Japan. The new Panti was officially inaugurated on the 4 June 2006 ( See [www.acehinstitute.org](http://www.acehinstitute.org)).

5. *PA Ummul Yatama* in Aceh Barat has experienced heavy damage. The Children's Home and the children in its care have moved to the Barracks. The building was being rebuilt with support from Mercy Relief Singapore at the time of the research.
6. *PA Muhammadiyah* in Aceh Barat has experienced heavy damage and is in the process of being rebuilt with support from Mercy Relief Singapore with a new expected capacity of 80 children. (Previous capacity 65)
7. *PA Karya Kuta Trieng* in Aceh Barat was destroyed and is being rebuilt with support from Mercy Relief Singapore with an expected capacity of 120 children. (Previous capacity 60 children)
8. *PA Anak Yatim Raudatul Yatama Darul Hikmah* in Aceh Barat has experienced heavy damage due to the Tsunami. At the time of the research, children in its care had been moved to the barracks and the building was being rebuilt by Mercy Relief Singapore.
9. *PA Suci Hati* in Aceh Barat was destroyed by the Tsunami and is being rebuilt with support from CARDI International. At the time of the research the children were residing in tents.
10. *PA Al Anshar* in Aceh Jaya was destroyed by the Tsunami and is in the process of being rebuilt in another village, Sentosa village in the Sub-district of Krueng Sabee.

In addition to the destruction of the Children's Homes due to the Tsunami, the research also identified one Children's Home that had been damaged as a result of the conflict, *PA Diniyah Irsyadiyah* in Aceh Barat Daya. This Children's Home has changed its name to become *PA Dayah Pesantren Asy Syafiyah*. At the time of the research, the building had not been rehabilitated.

## I. Children's Homes no longer operating

The Research identified **10 Children's homes that were no longer operational** at the time of the research. A Children's Home was understood to be no longer operational where it no longer ran any activities, it had no manager and there were no children in its care, or the Home had been destroyed or had been incorporated into another one. Indications that the Children's Home was actually no longer operating were confirmed and rechecked with the local social authorities and the local forum of Children's Homes managers. This data however needs to be rechecked over the next few months to confirm that the Children's Home has indeed ceased operations and that it has not re-started operations, as the present survey was carried out over a relatively short period of time.

Of the 10 Children's Homes which are no longer operational the following information was gathered:

1. *PA Ibnu Hasyim* in Banda Aceh was struck by the Tsunami and there was no further information about its possible move or rehabilitation.

2. *PA Al Wasliyah* in Banda Aceh was struck by the Tsunami and there was no further information about its possible move or rehabilitation.<sup>38</sup>
3. *PA Baitul Yatama* in Pidie. The local community around the given location of the Children's Home did not know anything of this institution. According to information given by the local community, the Manager/owner of the Home whose name is included in the DINSOS records did live in that village in the past but was not the manager of a Home, only a traditional koranic teacher. He no longer lived there. After further checks in the whole area it became clear that no such institution was known by the community.
4. *PA Nurul Huda* in Pidie. This institution no longer exists due to the internal conflict between the director and its staff. The staff left the Children's Home as a result and established a new Home, *PA Qoryatul Huda* in a location nearby. The children in the care of *Panti Nurul Huda* moved to *Panti Qoryatul Huda*. As a result *PA. Nurul Huda* no longer has any children in its care and is no longer operating.
5. *Yayasan PA Raudhatul Jannah* in Aceh Utara (North Aceh). At the time of the survey the Home no longer had a manager or children in its care and it was operating only as a place for religious studies for children in the evenings.
6. *Yayasan Peduli Bangsa PA Darul Arafah* in Aceh Utara (North Aceh). At the time of the survey the Home no longer had a manager or children in its care and it was operating only as a place for religious studies for children in the evenings.
7. *Yayasan PA Bener Meriah* in Bener Meriah was closed down as a result of allegations of sexual abuse against children in its care. The Manager is presently being prosecuted. No clear information was available about the whereabouts of the children but they are said to have returned to their families.
8. *PA Nurul Yakin* in Gayo Lues is actually a Home for the elderly and not children as recorded in the DINSOS records.
9. *PA Yayasan Khairul Ummah* in Gayo Lues. The Children's Home was not located at the address given by the records of Dinsos NAD. Staff of the local social offices in the District of Gayo Lues stated that this Home did not exist.
10. *Yayasan Penyantun Islam Syeh Abdul Gani* in Aceh Selatan was incorporated under *Yayasan Penyantun Islam Syeh Abdul Gani Darul Alimin Jadid*. The first institution had been managed by the father and the second was managed by his son. When the father died, both Homes were brought together under the management of the son. The buildings belonging to the first institutions are now being used as a Dayah.

## **J. Issues encountered about the Children's Homes, their practices and care provision.**

As discussed above, this research did not attempt to carry out a thorough assessment of the quality of care provided or the conditions of the facilities. The research team was asked, however, to record general observations that may be useful to understand

<sup>38</sup> Ibid 38.

the present situation of the Children's Homes in Aceh and possible issues that will need to be assessed more thoroughly in follow up research on the quality of care for children in institutions. Some of the observations made were as follows:

1. *Geographical location.* The location of the majority of Children's Homes is in the middle of communities rather than outside. As a result communities tend to be aware of the presence of the Children's Homes and even of their activities. Only a few Children's homes were located on major roads with a majority being located inside the village or town. The roads on which the majority of the Children's Homes are located are accessible by vehicles whether car or motorcycles although in a few locations the roads were not covered with asphalt, in poor condition and in some cases overrun by vegetation. In Aceh, the territory encompassed by villages and sub-districts tends to be very wide and as a result reaching all of the Children's Homes does require in many cases many hours of travel.
2. Generally the *management and the provision of services* provided by the Children's Homes were basic and centered around its Director/Manager. The Manager of the Children's Home is actually in charge of the majority of activities, as well as administration, finance, and the keeping of the data on children. Staff, on the other hand, were almost never able to provide any information on the situation of the children and it was virtually always necessary to wait to speak to the Manager of the Institution in order to find out anything about the children in the Children's Homes. This was not as a result of concern for confidentiality but rather as a result of the fact that the majority of these institutions have actually very few care staff and that the majority of staff are logistical staff, cook, driver, security guard, cleaner etc. The number of care staff was generally very low in relation to the number of children being cared for and few had received any specialized training in child care or child development. In the Government owned Children's Homes and the Homes run by the modern Dayahs or by Muhammadiyah, there was a clearer division between the management of the Homes and the care functions.
3. *General approach.* While the facilities and the services provided by the Children's Homes were by and large basic, it is to be noted that most Homes were open to the public and there was a general feeling of openness about them which is not always the case in institutional care. While there were a few instances where personal interest and financial gain seemed to be a major motivation for the presence of the Children's Homes, it has to be said that on the whole these institutions were run with a clear belief that they were helping children and carrying out an important humanitarian and religious function. (It is worth noting that in Aceh all Children's Homes owned or run by non-governmental organisations are of Islamic faith.) In a few cases, the Manager of the Home had shown particular commitment towards the children in his or her care, and in one case in particular the Manager had opened Bank Accounts for every child in his care in order to deposit the money that had been charitably given for the children. The children are in this way able to save money which they will be able to retrieve upon leaving the institution or whenever need may arise.

4. *The technical staff from the Children's Homes* mainly came from an educational or religious background. There were very few who had a background in social work, psychology or other relevant professions. There were clear capacity building needs in particular in relation to child care but also management.
5. *Documentation.* The Children's Homes only had the most basic documentation and information system in relation to the children in their care. The majority had a basic register with name of children, age, gender, level of education, and general reason for being in the Home, usually under the category of Neglected Child, Poverty, Orphan and in some cases conflict or Tsunami. Some of the institutions had slightly more detailed information in relation to the name and address of the parents/carers, the parental status and when the child entered the institution. Those who had submitted funding proposals to donors had in some cases photos of the children and the institution. The main documentation available apart from this basic register related to the information required to formalise the status of the institution and to receive funds, in particular from the Government. That includes a copy of the *SIK* with basic details about the institution, the Act of Notary, basic information about the Manager and staff and a general report of activities by the Home as well as a basic financial report. None of the Children's Homes had a case file or case management system although in some cases the Manager of the institution actually had quite a lot of personal knowledge about each child. Generally, it was clear that information was kept for administrative purposes and to fulfil funding requirements rather than in order to ensure knowledge of the children and individual care is provided. In both Aceh Utara and Lhokseumawe, the local community social workers or PSM (Pekerja Sosial Masyarakat) had compiled and updated district wide lists with basic data for each Children's Home, providing a valuable tool for DINSOS.
6. The *facilities* for children in the Children's Homes generally included places to sleep and mattresses, some in dormitories others in smaller rooms, a general kitchen and canteen, places to wash, clean and WC, a place for meetings and worship. Other facilities such as play areas or sport and recreational facilities were rarely seen. The majority of the Children's Homes had telephones although these tended to be the Manager's Hand Phone, but very few had Fax or Email. By and large, the institutions owned by the Government, Muhammadiyah or modern Dayah had more permanent structures including buildings, proper beds, more extensive cooking facilities, classrooms and sanitation facilities. Many of the Children's Homes owned by other private and community based organisations had facilities which were very limited: Buildings made of board and zinc sheets, the rooms were small, sleeping areas were generally on the floor and the sanitation facilities were very basic. The most basic conditions in the Children's Homes were met in the Districts of Gayo Lues and Aceh Tenggara where in some of the Children's Homes, the buildings were very old and made of heavily damaged boards, the sleeping facilities were not only on the floor but also cramped with many children in rooms in some cases of about 1.5 x 2.5 m.





## Part III

# The Situation of Children in the Children's Homes

The children in care identified during this survey of all Children's Homes in Aceh came under four categories: Neglected Children, Disabled Children, child victims of the Tsunami and child victims of the Conflict. Some of the children, of course, belong to more than one category.

### ***Description of the children in the Children's Homes in Aceh***

This research sought to provide first and foremost a picture of the situation of child victims of the Tsunami in the Children's Homes in NAD so it gathered particularly detailed data on these children while gathering more basic data on the broader population of

children in these institutions. This was done in recognition of the fact that no comprehensive assessment or data collection had ever been done to date of children in the Children's Homes in Aceh and that most of the institutions do not collect any systematic data. As a result, a thorough collection of all fundamental data on the broader population of children in the Children's Homes was simply not feasible within this time limited research. It would require a case by case analysis of the 16,000 children in these institutions. Such research, though, is clearly needed in the future in order to better understand which children are in institutions generally in Aceh, why and what their situation is. As it is, the data gathered provides merely an overview of the broader population of children (number, gender, disability) as a backdrop to more detailed information on children placed in the institution as a result of the Tsunami.

The data collected on child victims of the Tsunami in the Children's Homes on the other hand sought to provide a more detailed description of the situation of these children from two key aspects. First of all a description of **who these children are**: their number, their gender, their age, their level of education, their parental status, any disability which they may have, the number of siblings put in the institutions together and the relative location of the Children's Home to their home location. Secondly, the research sought to identify **the relationship of these children with their parents or any remaining relatives** including who decided on the placement of the child in the institution, the timing of that placement and the stated reason for that placement, the frequency of visits between the child and his or her family, whether the child knew of the whereabouts of his or her parents or relatives, whether registration and tracing through the FTR Network had been carried out where relevant, whether reunification had taken place or was needed and what was the likelihood of the child returning to his or her family. The findings from the data gathered on each of these variables are as follows:

## A. Number and Location

1. On the basis of the data gathered, the total number of children being cared for in Children's Homes in NAD Province is **16,234 children**, including 9,567 boys (58.93%) and 6,667 girls (41.07%).
2. The total number of children in these institutions who are **victims of the Tsunami is 2,589** or 15.95% of the total population of children in the Children's Homes. Of those 1,470 are boys (56.78%) and 1,119 are girls (43.22%).
3. The total number of children who were identified as **victims of the conflict is 1,318 children** (8.12% of total population in The Children's Homes). Of those 791 (60.01%) are boys and 527 are girls (39.99%).
4. The total number of children who are in care for other reasons than the Tsunami or the conflict is 12,327 including 7,306 boys (59.26%) and 5,021 girls (40.73%).
5. The total number of children who are **in the Homes for the Disabled is 541** (3.33% of the total population of children in the Homes).<sup>39</sup> Of those children, 312 (57.67%) are boys and 229 are girls (42.33%).

<sup>39</sup> While the Homes for the Disabled are meant to be exclusively for people with disabilities, the research found a small number of non disabled children in some of these institutions and equally a small number of disabled children in the Neglected Children's Homes. Due to the overall lack of data available from the Panti, it was only feasible to confirm disability in relation to the Tsunami affected children. As a result, the figure given above is of those children who are in a Home for the Disabled rather than a figure of all children with an actual disability in the institutions.

6. There are **112 Children's Homes that care for child victims of the Tsunami in NAD across 17 Districts and Municipalities**. Child victims of the conflict in Aceh are being cared for in 67 Children's Homes in NAD across 17 districts and municipalities. The following table provides a breakdown of both groups of children in these Homes:

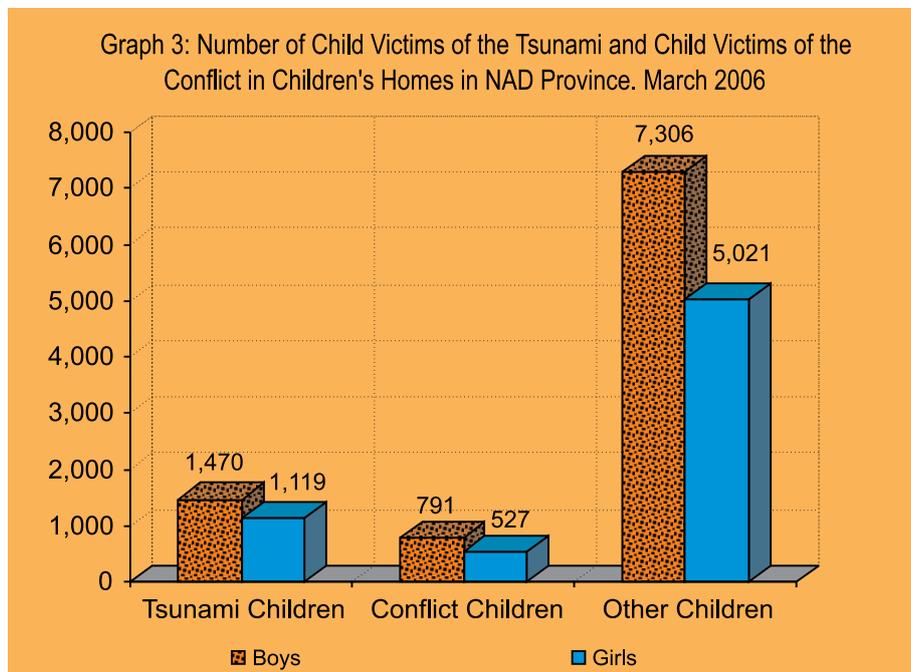
Table 2: Number of Children being cared for including Child Victims of the Tsunami and Child Victims of the conflict per type of institution and per District/Municipality NAD Province March 2006

No	District/Municipality	All Children in Care			Child Victims of Tsunami			Child Victims of Conflict		
		Boy	Girl	Total	Boy	Girl	Total	Boy	Girl	Total
1	<b>Sabang</b>		20	20	0	0	0	0	20	20
2	<b>Banda Aceh</b>	353	312	665	129	160	289	7	6	13
	a Neglected Children's Homes	281	278	559	112	152	264	7	6	13
	b Homes for the Disabled	72	34	106	17	8	25			
3	<b>Aceh Besar</b>	842	397	1239	281	138	419	82	36	118
	a Neglected Children's Homes	812	367	1179	279	137	416	82	36	118
	b Homes for the Disabled	30	30	60	2	1	3			
4	<b>Pidie</b>	1,385	1,056	2441	177	91	268	23	37	60
	a Neglected Children's Homes	1,379	1,044	2423	177	91	268	23	37	60
	b Homes for the Disabled	6	12	18						
5	<b>Bireun</b>	690	364	1054	137	126	263	16	10	26
	a Neglected Children's Homes	604	319	923	135	124	259	16	10	26
	b Homes for the Disabled	86	45	131	2	2	4			
6	<b>Lhokseumawe</b>	741	576	1317	145	87	132	17	17	34
7	<b>Aceh Utara</b>	2,734	1,969	4703	306	205	511	306	205	511
8	<b>Aceh Timur</b>	98	33	131	1	4	5	68	29	97
9	<b>Langsa</b>	155	122	277	4	7	11	136	105	241
10	<b>Aceh Tamiang</b>	35		35	1		1	18	10	28
11	<b>Bener Meriah</b>	45	63	108				6	19	25
	a Neglected Children's Homes	19	21	40						
	b Homes for the Disabled	26	42	68				6	19	25
12	<b>Aceh Tengah</b>	360	352	712	9	7	16	14	12	26
	a Neglected Children's Homes	304	311	615	9	7	16	14	12	26
	b Homes for the Disabled	56	41	97						
13	<b>Gayo Lues</b>	181	100	281	2	2	4			
	a Neglected Children's Homes	167	88	255	2	1	3			
	b Homes for the Disabled	14	12	26		1	1			
14	<b>Aceh Tenggara</b>	907	442	1349	1	1	2	8		8
	a Neglected Children's Homes	885	429	1314	1	1	2	8		8
	b Homes for the Disabled	22	13	35						
15	<b>Aceh Singkil</b>	147	86	233	41	52	93			
16	<b>Aceh Selatan</b>	436	416	852	32	29	61	6	11	17
17	<b>Aceh Barat Daya</b>	154	135	289	35	51	86	68	3	71
18	<b>Aceh Barat</b>	208	159	367	136	114	250	7	1	8
19	<b>Aceh Jaya</b>	42	45	87	33	45	78	9	6	15
20	<b>Simeulue</b>	54	20	74						
	Total Children in Neglected Children's Homes	9.255	6.438	15.693	1.449	1.107	2.556	785	508	1.293
	Total Children in Homes for the Disabled	312	229	541	21	12	33	6	19	25
	<b>TOTAL FOR NAD PROVINCE</b>	<b>9,567</b>	<b>6,667</b>	<b>16,234</b>	<b>1,470</b>	<b>1,119</b>	<b>2,589</b>	<b>791</b>	<b>527</b>	<b>1.318</b>

Note: Many Districts/Municipalities do not have Homes for the Disabled, as a result, where no clarification on the type of Home is given, the numbers refer to Neglected Children's Homes.

7. The data shows that there were no child victims of the Tsunami in Children's Homes in Sabang and Bener Meriah, while there were no child victims of the conflict in institutions in Gayo Lues, Aceh Singkil, and Simeulue.
8. The **majority of child victims of the Tsunami are being cared for in Children's Homes in Aceh Utara (511)**. This corresponds certainly to the high number of institutions in that region rather than the impact of the Tsunami as it suffered relatively little damage from the disaster in comparison with Banda Aceh, Aceh Besar, or in particular the western part of Aceh. Other districts and Municipalities having particularly high number of Tsunami affected children in its Children's Homes are: Aceh Besar (419), Banda Aceh (289), Pidie (268), Bireun (263), Aceh Barat (250), and Lhoksemawe (232). All of these areas were directly affected by the Tsunami. Children's Homes in other Districts care for smaller numbers (<100) of Tsunami affected children.
9. In relation to child victims of the conflict, the highest numbers were found in Children's Homes in Aceh Utara (511), Langsa (241), and Aceh Besar (118). Other Districts and Municipalities cared for smaller number of conflict affected children (<100).

A comparison between children who are in Children's Homes in Aceh for other reasons than either the Tsunami or the conflict i.e. "other children in care", the number of child victims of the Tsunami and the number of children who are victims of the conflict in these homes, is provided in the Graph below<sup>40</sup>.



<sup>40</sup> Children in care are often categorised by the Children's Homes themselves as either 'poverty factor' children (faktor miskin), or children in there due to 'lack of capacity' (tidak mampu) on the part of the parents, or in some cases children who have lost carers (yatim, piatu or yatim piatu). These are loose categories and children will often fit under more than one category. For the purpose of this research, 'other children in care' has been used to mean children who are in the Pantti and are neither Tsunami nor conflict victims.

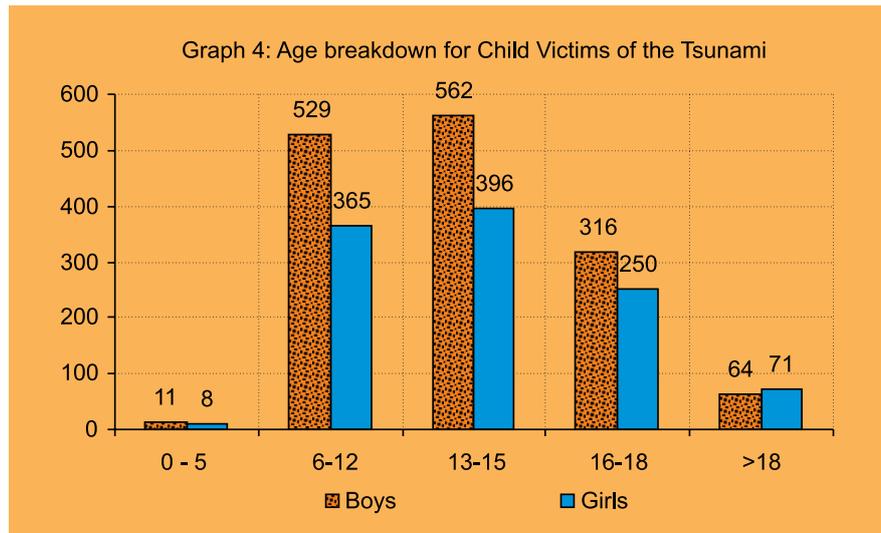
10. The gender breakdown shows that there is a **majority of boys in the Children's Homes in all 3 categories**, with boys making up 59.27% of the population of 'other children in care', while girls make up 40.73%. In relation to the Tsunami affected children, boys were 56.78% and girls were 43.22%. In relation to conflict affected children, the percentage of boys was 60.02% while the percentage of girls was 39.98%. The data therefore confirms that more boys are placed in the institutions than girls **with boys overall making up 58.93% of the total population of children in the Children's Homes in Aceh and girls making up 41.07%**<sup>41</sup>. At the same time a slightly higher percentage of girls were placed in the the Children's Homes as a result of the Tsunami while on the other hand there were fewer girls in the Homes as a result of the conflict.
11. Difference in the gender make up of the total population of children in the Children's Homes is also more pronounced in some districts rather than others. In Aceh Timur (East Aceh) the percentage of girls in the Children's Homes is only 25.19%. In Aceh Besar it is 32.04% and in Aceh Tenggara (South East Aceh) it is 32.76%. In Sabang on the other hand there is only one Children's Home which cares only for girls.
12. The higher percentage of boys being placed in Homes overall could be explained by the fact that Children's Homes, as other data in this report indicate, are used as a key means of ensuring access to education for children whose families cannot otherwise afford it. The difference could indicate that different value is placed on education for girls rather than boys, or that on the other hand the value of girls' work within the family is seen as more important in a context where adults are likely to need to go out to work. Further research is needed to understand how decisions are made about placements for boys and girls in the Children's Homes.

## B. Age Range

1. The age range of child victims of the Tsunami in the Children's Homes goes from **a few months old to above 18 years old**. The youngest child identified was 10 months old in a Children's Home in Lhokseumawe. At the same time a number of young people (135) above 18 years of age who were also victims of the tsunami were identified in the institutions, the oldest being 25. (The majority are 19 years of age)
2. Boys are in the majority at all ages except in the above 18 category where there are more girls as Graph 4 shows:

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<sup>41</sup> The gender ratio in NAD Province according to the 2000 Population Census is 50.14% men and 49.86% women or a ratio of 101.



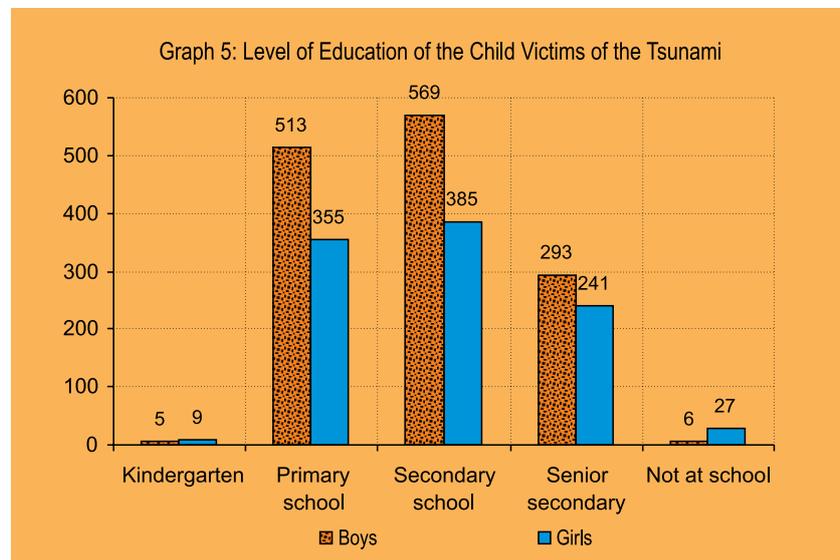
3. Among the 2,572 Tsunami affected children in the Children's Homes whose age could be confirmed, **the biggest group is in the 13 – 15 years age range (37.25%)**, followed by those in the 6 – 12 years group (34.76%), the 16 to 18 years old group (22.01%) and finally the above 18 years of age (5.25%).
4. **The 0-5 year old group is by far the smallest**, amounting to only 0.73% of the total number of Tsunami victims in the Children's Homes. There could be a range of reasons for that relatively small number of 0-5 year old victims of the Tsunami being placed in the Children's Homes including the fact that a relatively small number of the younger children would have been expected to survive if their families had been hit by the disaster. At the same time, Children's Homes generally do not accept children in their care below the age of 6 years old as access to education is one of the major reasons for placement and it starts at 6 years of age.
5. Overall, this emphasis on school age children is also confirmed in the population of Tsunami Children in the Children's Homes with **the 6 to 15 years old accounting for well over 70% of the total Tsunami Children population in the institutions**. The fact, however, that younger children than usual are being placed in the Children's Homes as a result of the Tsunami raises some important questions about the capacity and suitability of these institutions to care for such young children. The Government Guidelines on Institutional Care<sup>42</sup> emphasize the use of fostering within a familial environment, albeit through the Children's Home, for pre-school children/under 5, recognising the particular needs these children have for the care of parents. Children's Homes who are caring for a majority of school age children and which have low ratio of carer/child are unlikely to be able to provide or ensure adequate family based care for younger children. **The situation of these younger children in particular should be reviewed urgently** by the Department of Social Services in NAD and alternative family based care outside of the Homes should be sought.

<sup>42</sup> General Guidelines for the Provision of Social Services to Children in Childcare Institutions (2004) DEPSOS. Directorate General of Social and Rehabilitation Services, Directorate of Children's Social Services Development, Chapter II, p. 12.

### C. Schooling and Level of Education

The data gathered in relation to the status and level of education for child victims of the Tsunami confirm the role of the Children's Homes in ensuring access to education.

1. The **overwhelming majority of child victims of the Tsunami in the Homes are presently attending school** from Primary to Senior High School (98.63%)
2. Among the total number of child victims of the Tsunami in the Children's Homes for whom information was available on education (2,403), **only a small number (33 children or 1.37%), were out of school**. Out of those, 3 boys were under school age, 2 girls had only finished elementary school, 3 boys and 1 girl had dropped out of Junior High School and 24 girls had already graduated from Senior High School<sup>43</sup>. The graph below provides a picture of the situation regarding schooling for child victims of the Tsunami in the Children's Homes.



3. All children in the regular Children's Homes **attend schools in the community and outside of the institution**.
4. Children who are in a **Children's Home within a Dayah** on the other hand tend to be schooled within these institutions<sup>44</sup>.
5. Further research is needed to explore the impact of these Tsunami related placements on local schools, particularly in relation to new major Children's Homes being established. Where new institutions were established post-Tsunami with large groups of children, this would have required local schools to 'absorb' the children within its classrooms. At the same time it would have entailed an injection of cash for these particular schools as fees and costs would have been covered for these new students through the Children's Homes. Did it have an impact on the capacity of these schools to operate and provide quality education

<sup>43</sup> The 24 girls who have already graduated but are still in the Panté are all in one Panté in Singkil. They are still awaiting the reconstruction of their homes and are presently carrying out some teaching tasks in the Panté.

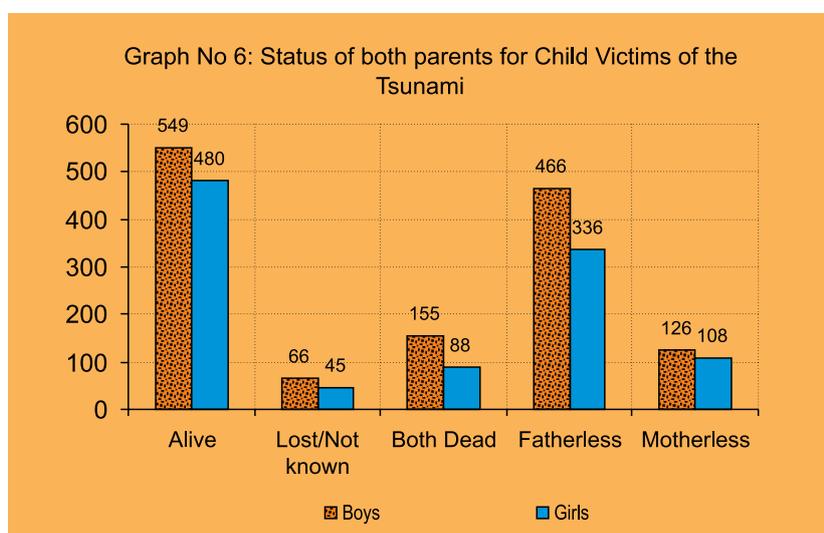
<sup>44</sup> According to the records of the Provincial Office of the Department of Religion, there are 244,418 children studying in Dayahs in Aceh.

and in reverse, will this have an impact on the capacity of schools in the original home location as local children and the funding associated with them will have been displaced to new areas? It may be important to carry out such research to understand the impact of the Tsunami on the provision of education in post Tsunami Aceh longer term.

## D. Parental Status

The parental status of child victims of the Tsunami in the Children’s Homes ranged from those who still had both parents, those that still had one parent (father or mother), those who had lost both parents (real orphans) and those who did not know the situation and whereabouts of one or both parent(s).

1. The data from the 2,419 children for whom such information was available shows that the **overwhelming majority of Tsunami children in the Children’s Homes still have at least one parent (85.37 %)**.
2. **42.54% of the children still have both parents** and another **42.83%** have one parent alive, with 33.15% who are fatherless and 9.67% who are motherless. This data is significant because it shows that contrary to frequent reports in the media that the Tsunami has resulted in very high numbers of orphans, the number of actual orphans who have been placed in the Children’s Homes is actually much smaller than reported.
3. Only **10.05% of the Tsunami children in the Children’s Homes are real orphans** with another 4.59% who do not know the whereabouts of their parents. Even if it is likely that many of the children in that category will be determined to be orphans as it becomes increasingly unlikely that the separation is due to lack of information about their whereabouts, the total number of actual orphans will continue to be relatively small compared to the number of children who still have at least one parent. This data also conflicts with the general perceptions that Children’s Homes are primarily caring for orphans.



4. Without comprehensive data available about the situation of children in the Children's Homes pre-Tsunami either in Aceh or in another province of Indonesia, it is not possible to compare the percentage of real orphans in the Children's Homes as a result of the Tsunami with children in the Children's Homes for other reasons. In two Districts however we have slightly more detailed information about the parental status of other children in care which enables us to compare the two populations<sup>45</sup>. In Aceh Utara, the percentage of **non-Tsunami affected children in the Children's Homes who are real orphans is 2.58%**. In comparison the percentage of real orphans placed in the Homes as a result of the Tsunami in Aceh Utara is: 1.57%.
5. In Lhokseumawe, the percentage of real orphans in the non-Tsunami affected population is 3.41%, while for the Tsunami affected population it is 12.12%.
6. These figures are given only as an indication, as much more comprehensive data is required to get the full picture of the parental situation of children in institutions. What these figures do show, however, is that orphans still make up a small percentage of the children who end up in the Children's Homes. It therefore underlines the need to rethink terminology and for more public awareness about the reality of children in the Children's Homes to correct misconceptions that these institutions are indeed "orphanages" or even that the main function of these Homes is to care for orphans<sup>46</sup>.
7. Another significant finding from the research is the **high percentage of children in the Children's Homes as a result of the Tsunami who are fatherless (yatim) (33.15%)** compared to the number of children who are motherless (piatu) (9.67%). Further breakdown by gender shows that of those children, 58.10% are boys and 41.90% are girls. If we compare with available data from Aceh Utara and Lhokseumawe about the population of other children in the Children's Homes, fatherless children in Aceh Utara from the non-Tsunami population constitute 54.68% (44.62% for Tsunami affected children) and in Lhokseumawe 51.39% (25.60% for Tsunami affected children). This would mean that while fatherless children constitute the second biggest group of children in the Children's Homes as a result of the Tsunami, the percentage is even higher among non-Tsunami affected children.
8. Further research is needed to understand the range of reasons which may lead to more children who do not have fathers being placed in the Children's Homes. Some are certainly linked to socio-economic factors and in particular to the fact that the father tends to be the main breadwinner in the family in Aceh. It is therefore not surprising that the Tsunami would have created a particular challenge for widows in terms of their ability to care for their children and seek financial means to support the family in the aftermath of that disaster. Other factors may be involved however including social and cultural ones, such as the

<sup>45</sup>Recapitulation from the data on children in care in the Children's Homes in North Aceh (Aceh Utara) and Lhokseumawe. (March 2005) M. Syahril Ismail and Muhammad Zein.

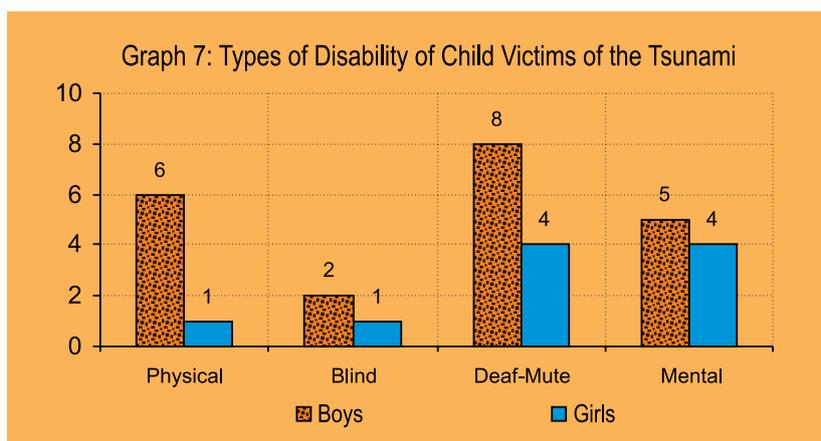
<sup>46</sup>In that regard it is worth noting another set of data available from the SUSENAS (Socio-economic Survey) which is carried out by the Government's Central Bureau of Statistics. The SUSENAS is carried out every 3 years through family household surveys of a sample of the population. The 2002-2003 Survey identified that only 4% of children under 15 did not live with their biological parents and that among those, only 0.175% had lost both parents.

strong importance placed on the role of fathers in Islamic culture which leads to a fatherless child being deemed 'an orphan', the difficulty for a widow to remarry and continue to care for the children of her previous marriage, the desirability of seeing a boy raised in a male led environment, the higher likelihood that the children of a widower who remarries are to be cared for by the step-mother etc. Research is needed to identify if and how some of these factors are present in the decision to place a fatherless child in the Children's Homes more frequently.

9. What is clear from this research, though, is that the high number of single parents who are placing children in the institutions underlines the need for specific support and direct interventions both of a social and financial nature to these parents if they are to continue caring for their children and if further separation is to be prevented.
10. Finally, it is also important to note that **111 children** placed in the Children's Homes still do not know the whereabouts of both parents. A year after the Tsunami, there is a high likelihood that those parents have died but bearing in mind the fact that many children in the Children's Homes have been located quite far from their home location and little tracing support has been available, more information is needed before these children can be determined to be orphans.

## E. Disability

1. The total number of children in the Homes for the Disabled in Aceh is **541**.
2. The research identified **33 child victims of the Tsunami** that were in a Home for the Disabled. Out of the 33, 30 had a disability and 3 children were placed in these institutions but had no recorded disability.
3. In addition, one girl categorised as mentally disabled was identified in a Neglected Children's Home in Langsa. **The total number of child victims of the Tsunami with a disability in Aceh is 31.**
4. The types of disability identified included physical disability, blindness, deaf and mute, and mental disability.
5. Only **1 child** in the Children's Homes in Aceh was identified as disabled as a result of the Tsunami, a 19 year old boy who as a result of being caught in the Tsunami has lost his left hand and is also suffering from loss of vision. Other children were disabled prior to the Tsunami.
6. The Children were located in Children's Homes across 4 Districts/ Municipalities, Banda Aceh (25), Aceh Besar (3), Bireun (2), and Langsa (1).
7. Tsunami affected disabled children constitute **1.20% from the total number of child victims of the Tsunami in the Children's Homes** and 5.73% from the total number of children with disabilities in the Children's Homes in the Province. The following graph provides a breakdown of the situation of child victims of the Tsunami in the Children's Homes who have a disability:

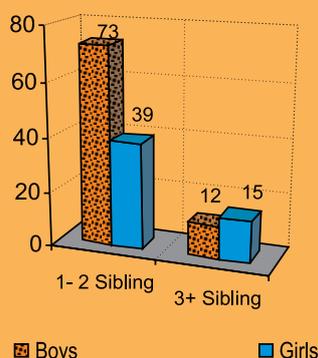


8. Unlike non disabled children who were overwhelmingly placed in the Children's Homes as a direct result of the Tsunami, most disabled children affected by the Tsunami were already in a Children's Home before the Tsunami hit. They became victim of the Tsunami when the Children's Home in which they lived was hit. A small number (2) were living with their families prior to the Tsunami and were placed in the Home as a result of the impact of the disaster on their carers' capacity to cope (both lost their fathers). Almost all (31) were placed in the Home by a parent.
9. The surprisingly small number of children who have suffered a disability as a direct result of the Tsunami in the Children's Homes in Aceh raises some interesting questions but further research is needed in order to answer them. Were few children actually disabled as a result of the Tsunami? This could well be the case based on the scale of the disaster, as children were more likely to be killed immediately rather than survive with a disability. Or were these children more likely to be taken in by their families? This is also a possibility although one would then have identified some of these children among those in the displaced population in the camps and barracks.

## F. Number of siblings

Not all child victims of the Tsunami in the Children's Homes are there on their own as about 5.37% had one or more siblings with them. 112 children had one or two siblings in the same institution and 27 had three or more. Boys were considerably more likely to have 1 or 2 siblings while girls were slightly more likely to have 3 or more siblings in the same institution. Unfortunately, due to the lack of general data on the population of children in care before the Tsunami, it is not possible to compare these figures to identify whether patterns of placement within families have changed due to the disaster. It would be useful to identify whether families who would otherwise have used the Children's Homes to relieve financial pressures by placing only one child, or to ensure access to education for one child, are now using the Children's Homes as an alternative to care for all or a majority of their children. Such information should be sought in a more qualitative assessment as, bearing in mind the scale of the disaster on families' capacity to cope, it would not be surprising to see families having placed a greater number of siblings together in the Children's Homes.

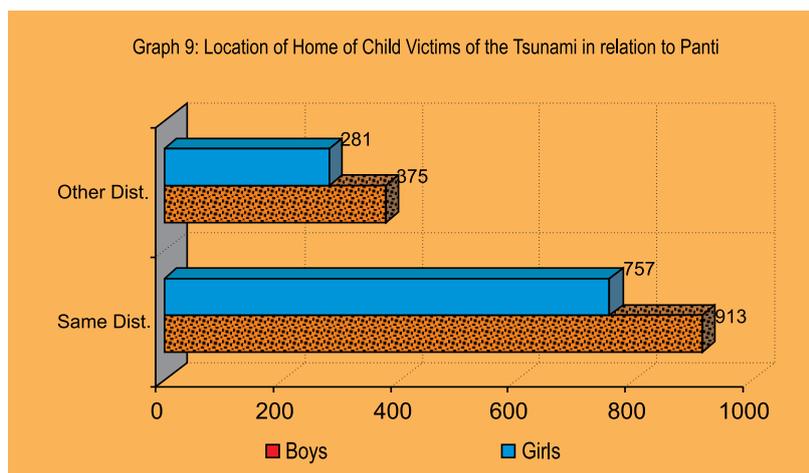
Graph 8: Number of siblings of Child Victims of the Tsunami in the same Children's Homes.



## G. Location of Home

1. The majority of child victims of the Tsunami (**71.80%**) **came from the same District/Municipality in which the Children's Home is located**. This provides an important insight into the pattern of movement of these children in the aftermath of the Tsunami and it shows that, by and large, children were placed relatively close to their original home location. This may well be an important factor in the high number of children who retain relationships with their family once placed in the Children's Homes, as can be seen from the data below, although whether this was a primary factor in the decision of placement by the parents needs to be investigated further.
2. There is some evidence that prior relationships between community leaders or families and the Manager of the institution were a factor in deciding to place a child in a certain institution, for example, groups of children from Pulau Aceh have been placed in a Panti/dayah as a result of such prior links. It may also have been that in the immediate aftermath of the Tsunami and the difficult conditions for transport and communications, parents and relatives sought the closest institution to place their child.
3. However, **a significant number of children were placed in institutions outside of the District of home location (28.20%)** including in areas far away from their homes. In addition, the figure for children placed in institutions outside of the District where their home is located should be taken as a guide only at this stage as it is known that significant numbers of children have also been placed in institutions in Medan, Jakarta and other regions of Java as mentioned above. In one single Children's Home in Medan for example, there are over 230 children placed there as a result of the Tsunami.
4. **Aceh Besar** in that regard is particularly noteworthy as its Children's Homes care for significantly **more children from other Districts than from its own** (218 from outside of the District and 199 from within). Another District whose

Children’s Homes also house significantly more children from outside the District is **Aceh Barat Daya** (73 from outside the District and 12 from the District itself). **Banda Aceh** has significant numbers of children placed there from other Districts. (123 from outside of the District compared to 150 from within). If we compare with Bireun which has roughly the same number of Children’s Homes as Banda Aceh, the difference is clear (234 children from within Bireun with 29 from other Districts) with 88.97% of child victims of the Tsunami in Bireun having come from that District compared to 54.94% of child victims of the Tsunami in Banda Aceh having come from within the District. Considering that Aceh Besar and Banda Aceh were among those areas worst affected by the Tsunami, there can be no doubt that the high number of new institutions that have been built since the Tsunami in the two Districts (10 out of 17) must have had an impact on their ability to attract children. Access to aid must also have been a factor with Banda Aceh as the capital of NAD being at the centre of most aid activities. The high number of children placed in Children’s Homes in Aceh Barat Daya from other Districts is likely to be due to the massive destruction in the areas further north of it on the western coast of Aceh.

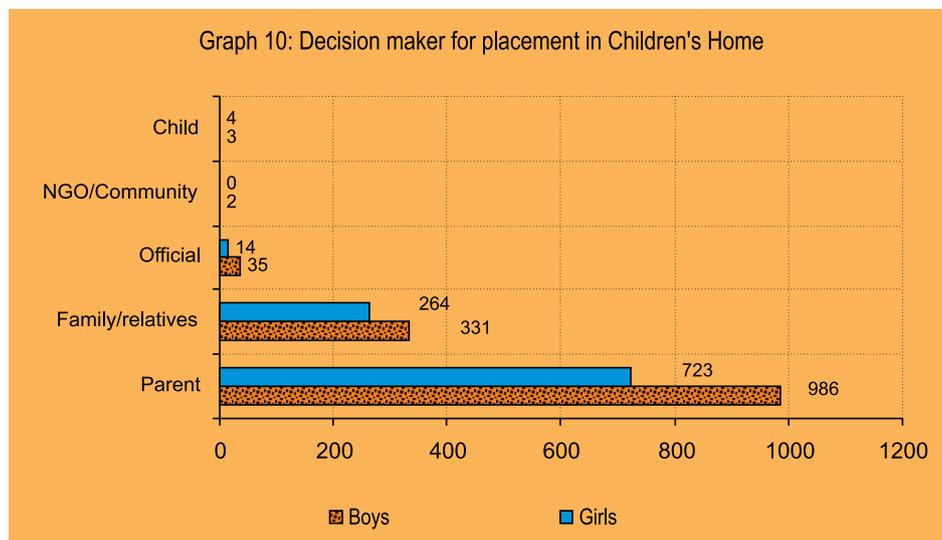


5. The children who come from outside the District where the Children’s Home is located are likely to have been brought by their family or relatives from an area particularly badly hit by the Tsunami to what was deemed a safer area. There is indeed evidence of children being sent quite far away from the coast including as far as Aceh Tengah and Aceh Tenggara. It is also possible that in some cases, the family or relatives actually originates from the other area and that the child was brought there as a result of the Tsunami and subsequently placed in a Children’s Home when the family felt that they were unable to care for that child. When we take into account the findings above and the fact that child victims of the Tsunami were identified in Children’s Homes across 17 Districts, it is clear that there has been quite substantial displacement of these children across Districts.

## H. Decision Maker for Placement

One important piece of information needed to understand better the pattern of institutionalisation of children as a result of the Tsunami is the identity of the person who took the decision to place the child in the Children's Home. This quick survey could only gather information about the person who is deemed to have made the decision and clearly, more qualitative research is needed with families to understand how and by whom such crucial care decisions are made. Still it was felt that it was important to identify the formal decision maker, particularly in this Post-Tsunami context as it would help identify cases of secondary separation where parents or primary carers did not get separated as a result of the immediate impact of the Tsunami but as a result of that disaster's impact on their ability to care for the child.

1. The data shows that there were a number of decision makers in terms of placement including the parent(s) of the child, the child himself or herself, siblings or other relatives, officials from government agencies or the manager of the institution, as well as NGOs or community members.
2. For the 2,362 children for whom data was available, it was found that **parents (one or both) were in the great majority** of cases responsible for the decision to place the child in the Home (72.35%).
3. This was followed by **other family members or relatives** including elder brother or sister, grandparent, uncle or aunt etc. which represent **25.19%** of decision makers.
4. A much smaller number had been placed as a result of a **decision by an official** including social worker or other government worker or even the Manager of the institution itself, usually when carers or relatives were not found (**2.07%**).
5. Only in 2 cases was it found that the placement decision was made by a community member or an NGO (**0.08%**).
6. Finally 7 children were identified who had come unaccompanied to the Children's Home (**0.30%**), mainly directly in the aftermath of the disaster when they found themselves without carers.

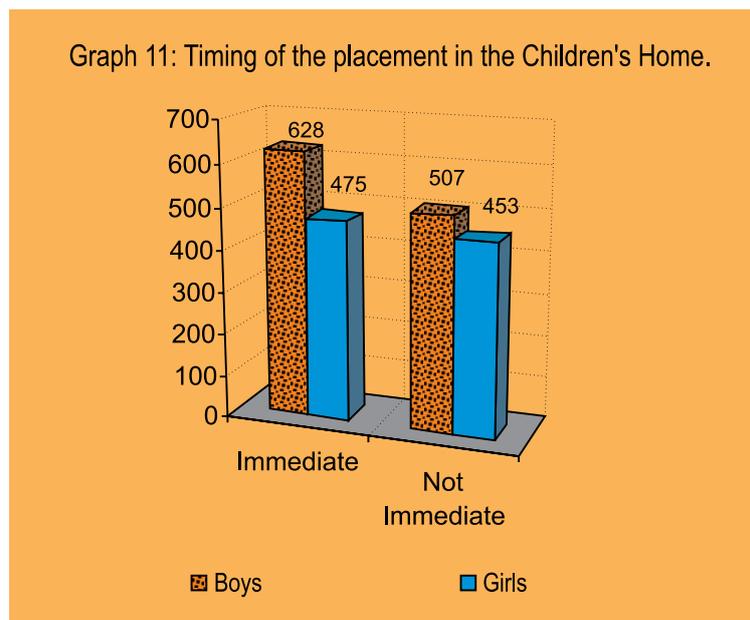


- The data therefore shows quite clearly that the decision to place a child in the institution was overwhelmingly made by the immediate family of the child (97.54%). This is not surprising considering the findings about the parental status of children which show that 85.37% of child victims of the Tsunami in the Children's home have at least one parent alive.

### I. Timing of Placement in Children's Home

Data on the timing of the placement, or when the child was placed in the Children's Home also provides important insight as to whether the placement was an immediate response to the impact of the disaster or whether it was sometime before the care decision was made. The data collected related to two simple periods of time, 'immediate' or 'not immediate'. 'Immediate' was defined as a matter of hours or days after the disaster struck, while 'not immediate' referred to a weeks or months since the disaster. (Note that data on this was only available for 2,063 children)

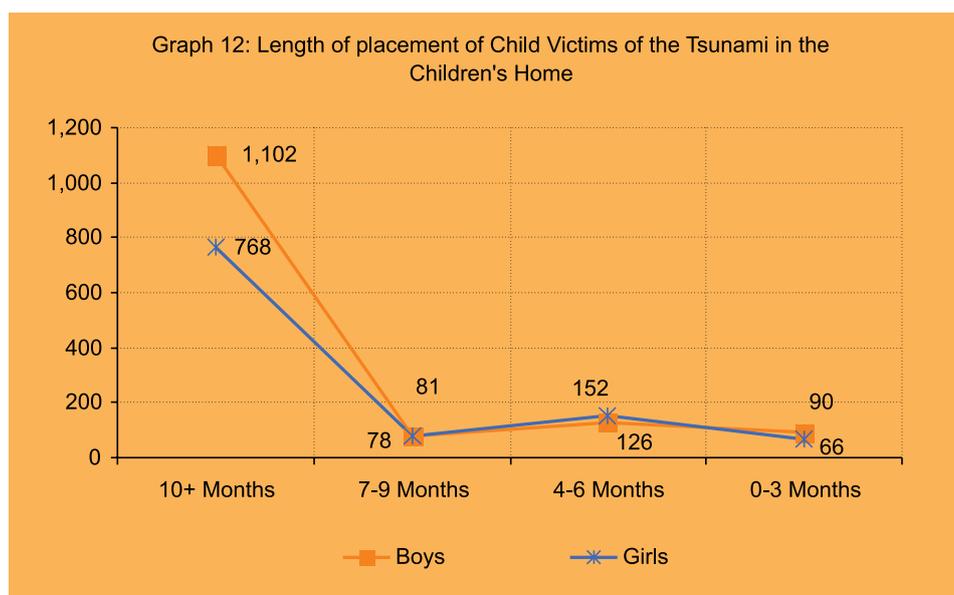
- The data shows that while a **majority of children were placed immediately after the disaster (53.47%)**, a considerable number were actually placed **some time after the disaster itself (46.53%)**. This indicates the interplay of different factors in terms of the decision to place a child in the institution, with later placements more likely to be the result of the impact of the disaster on carers and families' ability to care for a child due to loss of earnings, employment, housing etc. rather than immediate loss of carers.
- If taken together with the findings on the parental situation above which show that the overwhelming majority of child victims of the Tsunami in the Children's Homes still have at least one parent if not both, we can conclude that secondary separation, or separation as a result of the impact of the disaster on the capacity to care rather than loss of carers, is a major issue in post Tsunami Aceh.



- At the same time, the data also confirms that Children's Homes are viewed as important 'survival mechanisms' for communities who are facing situations of emergency. The fact that so many families relied on Children's Homes in the immediate aftermath of the disaster to care for one or more of their children also confirms the role these institutions are seen to play although this could well be as a result of lack of alternatives or family support schemes. It will be important to compare this data with the data that will be collected from the Survey of Dayahs, as Dayahs are understood to play a crucial role in terms of community responses to disasters and other emergencies in Aceh.

## J. Length of placement in the Children's Home

The data on the length of placement provides further information on the timing of the placement but also on the trend in relation to the placement of child victims of the Tsunami in the Children's Homes. The following Graph shows the length of placement in the Children's Home broken down in three months period starting from January 2006 or more than 10+ months after the Tsunami.



- The data shows that while placement was often not immediate as identified above, the **majority of child victims of the Tsunami were placed within the first 3 months of the disaster, with 75.92% of children** having been placed in the Children's Homes for over 10 months.
- The steep decrease in terms of children who have been in the Children's Homes for 7-9 months shows that **reliance on the Children's Homes decreased enormously after the peak first few months (6.46%)**.
- It **increased again within the 4-6 months** period which would have been the July - September 2005 period (11.29%). The increase is significant although clearly not to previous levels. It is worth noting that July is the beginning of the School year in Indonesia although further and longer term research is needed to confirm a correlation.

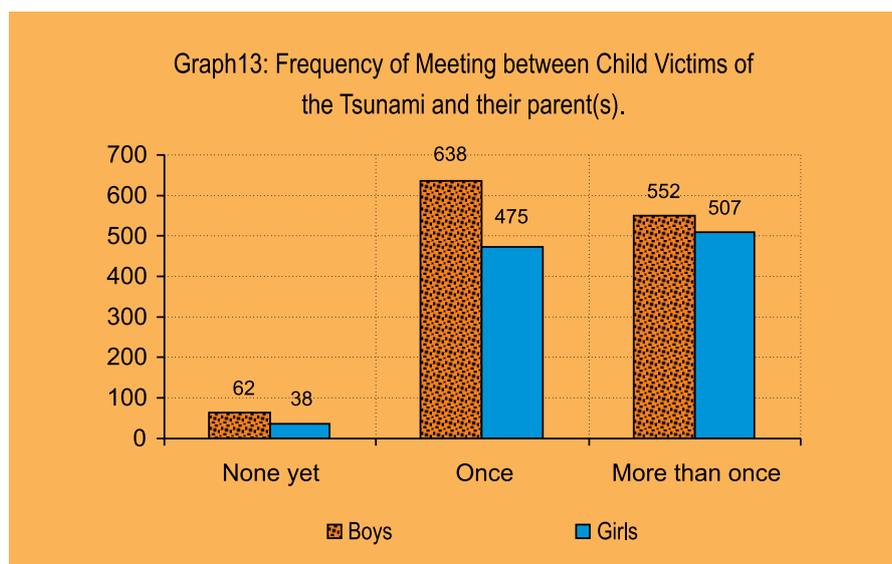
4. It **settled down again (6.23%) in the three months previous to the research.**
5. This data indicates that while there was a mass placement of children within the first few months of the disaster, there has been a much smaller albeit continuous use of the Children's Homes as an alternative care mechanism by families as a result of the Tsunami.
6. It will be crucial to continuously gather data on these children in order to understand the longer term impact of the Tsunami on the use of institutionalisation and in particular to identify whether this small but continuous stream of placements remains unchanged as the situation in Aceh returns slowly to normal.
7. There is also a possibility that, as families find that their situation does not return to normal and they become increasingly frustrated by their lack of access to basic services and positive environments for the development of their children, there is an actual increase in secondary separation longer term. It will be crucial for those aiming to strengthen the capacity of families to care for their children and prevent unnecessary separation to identify what support these families need to continue caring for their children as the overall situation in Aceh is likely to continue to be difficult for many of the affected populations for some time to come.
8. Without proper data showing trends of placement in the Children's Homes previous to the disaster, it is not possible at this stage to determine whether the use of these institutions as a care alternative has increased significantly other than as a major response to the disaster.
9. On the other hand the data on length of placement confirms the fact that **once in the institutions, children have tended to remain.** With the overwhelming majority of children having been there 10 months+, it is clear that their placement was not just a short term care crisis response but a longer term care decision. It is, nonetheless, important to bear in mind that a year after the Tsunami, a substantial number of the displaced remain in temporary accommodation in the camps or barracks and many families have yet to recover their livelihood opportunities. This could explain why children have remained in the institutions. At the same time the data in terms of schooling and discussions with the institutions themselves show that it is likely that the great majority of these children will remain in the institutions until their schooling is over (Senior secondary School), as is the case for the other children in care in these institutions.

## **K. Frequency of Meeting between the Child and Family**

The data on the frequency of meetings between the child in the Children's Homes and his or her parents is an important indicator of relationship between the child and his or her family.

1. One of the positive findings from this study is that there generally tends to be some contact between children in care in the children's homes and their families, although the frequency of meetings seems to depend heavily on the proximity of the institution with the home location but also the capacity to pay for transport or communication of the individual family.

2. The data gathered in relation to Tsunami affected children in the Children's Homes as depicted in the Graph below shows that the **overwhelming majority of child victims of the Tsunami in the Children's Homes have had at least one meeting with their parents**, with 49.87% having had one meeting and 45.88% having had more than one meeting.
3. **4.26%** of Tsunami children in the Children's Homes on the other hand have never had a meeting with their parents.
4. It is to be noted, however, that while the questionnaire clearly related to meetings with one parent or both (orang tua), it is clear that in some instances this term was taken in the broader sense by institutions as meaning meetings with a key carer. This may go some ways to explain the discrepancy between the percentage of children who have had some meetings with a parent and the percentage of children who still have a parent alive. The concept of parent (orang tua) is still generally understood as including both biological parents and the person who fulfils that primary care function, whether an actual parent or a sibling, uncle, aunt, guardian etc.



5. The high percentage of children having had more than one meeting with their parents or carers does represent positive evidence that many of these children retain some relationship with their families. This is certainly reinforced by the fact that, as we have seen above, a high number of them are in Children's Homes in the same district than where their home is located but it is also important evidence of the fact that placement in a Children's Home does not necessarily sever familial relationship entirely.
6. In the absence of similar data on the frequency of meetings with parents for the rest of the population of children in care, it is impossible to compare and determine whether child victims of the Tsunami are more or less likely to maintain such relationships than other children in care. As mentioned above though, available information about the general population of children in care

seems to suggest that children in the Children's Homes do retain some level of relationship with their families. In particular, the all important Lebaran holiday in Indonesian and Islamic culture where everyone is expected to return to their families for about a week, seems to be generally applied to children in the Children's Homes and where funds are available, it seems that children are encouraged (and even supported in a few cases with funds from the Children's Homes) to return home for that occasion. Further research is needed to identify the actual percentage of children who actually have the means to visit their families regularly or families that have the capacity to visit their children in the institutions and that actually do so.

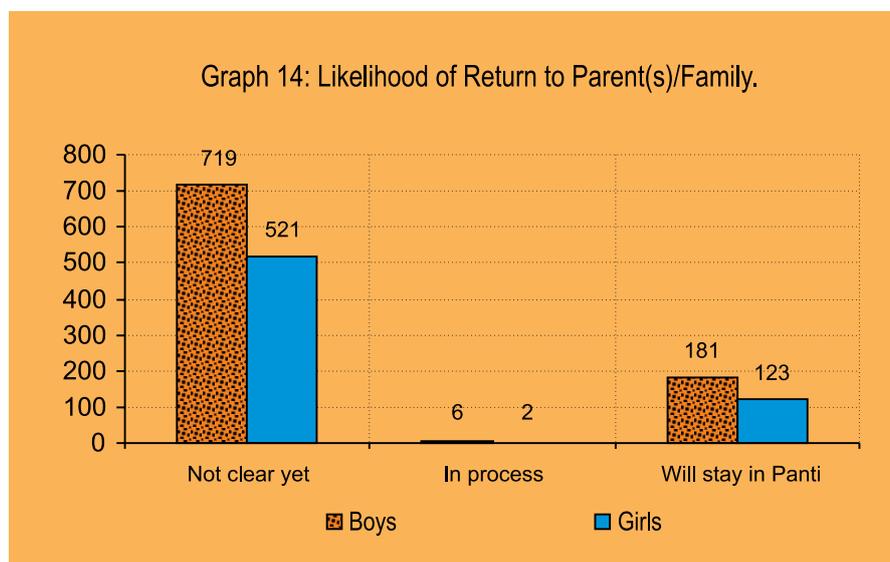
7. In a few cases, Managers actually stated that they discouraged regular contacts between the family and the Tsunami affected child. In those cases it was suggested that this would disrupt the discipline in the Children's Homes and create uncertainty for the child. In one disturbing case a Panti Manager suggested that she would not want the children to remain in touch with their mothers (Most of the children in her institution had mothers but no fathers) because she hoped that in time they would forget their blood mother and see her as their real mother instead. Referring to the desperation from these mothers who were extremely poor and could not care for their children, she clearly saw this permanent break in relationship as the best alternative for the child.
8. In other cases however, managers and carers were keen to show that children, while allowed to visit their families, did not actually want to go back for visits. The children were said to be happier and freer in the Children's Homes rather than with their families, particularly for those whose parents and relatives were still living in camps. For some of these children there is no doubt that this is probably the case, as the conditions in the camps where many parents and families are located are clearly difficult not only for the children but for the carers too.
9. On the other hand, in at least one case, a Government run Home, the Manager had personally ensured that each child in his institution knew the whereabouts of his or her family or remaining relatives and had gone to some length, including financial support, to ensure communications were maintained. This was, however, certainly one of the better institutions.

## **L. Likelihood of Return to Parent(s)/Family.**

While relationship between child victims of the Tsunami and their parents and families seem generally to be maintained, the likelihood of that child returning home was seen to be much more remote.

1. The research questioned the Children's Homes managers as to the likelihood of the boy or girl returning to his or her parents or family and in **79.90% of cases it was stated as not clear (1,240)**.
2. **Only 8 cases were identified as being in process** for an eventual return (0.52%).

3. In **304 cases** it was clear that the **child would remain in the Children's Homes** until adulthood or completion of education (**19.59%**).
4. It is to be noted however that information was provided on this issue only for **59.95%** of the child victims of the Tsunami in the Children's Homes. This may be a measure of the fact that the possibility of a return is not even considered by the majority of the Children's Homes, making even a general answer such as "not clear" quite challenging and potentially threatening to the sustainability of the Children's Homes and its funding sources. Children's Homes may also not wish to identify children going home as this would entail a potential end to the financial support for that particular boy or girl, at least until the institution can recruit a replacement. Generally, the answer 'not clear' was understood to indicate that there were at the time no plan to return the child to the family and that she or he would remain in the Children's Home until completion of education at Senior Secondary School level as is usually the case. This is consistent with initial observations that highlighted the fact that no placement review system or individual care plans were in place in any of the institutions.
5. It must also be noted that even in relation to the Tsunami affected children, return was only mentioned by the Children's Home Manager as a possibility where the family actually requested it rather than the institution being proactive in supporting reunification and return to a family based care environment. In some cases, the Manager of the institution actually referred to discouraging any possible return as this would be disturbing to the life of the child, particularly their education and their integration into the institution.
6. The data also shows that **in 19.59% of cases, it was thought that children would remain in the institutions permanently**. This is likely to be referring to children who are real orphans or who do not have information about the whereabouts or status of their parents. It may however also include other children deemed particularly vulnerable such as fatherless children, particularly where the placement was made by the guardian of the child or the mother herself.



## M. Children having already returned to their parent(s)

The likelihood that once a child is in the Children's Home he or she is likely to remain there until graduation from senior high school is further confirmed by the very small number of child victims of the Tsunami who have actually returned within that one year period since the Tsunami.

1. Of the 2,589 children affected by the Tsunami who were in the Children's Homes, only 8 children were identified as having returned to their family.
2. Further research found another 55 child victims of the Tsunami who had been placed in the Children's Homes previously but had not been included in the total of Tsunami affected children. This would bring the **total of Tsunami affected children who have returned to their family from the Children's Homes to 63 or 2.43% of Tsunami affected children** (37 boys and 26 girls). This data, however, should be understood as not comprehensive as for the majority of Managers of Children's Homes, a return to the family is not seen as a success but rather as a failure on the part of the Children's Homes. A failure both in terms of what is considered successful care of the child, (the child leaving the institution having been cared for and educated to the end of Senior High School) but also in some cases, a failure in terms of the potential loss of financial support. In addition, most Children's Homes do not have accurate data about children who were in the Home at some point but are no longer there. The numbers can be expected therefore to be higher, although indications are that the overall number remains very small.
3. It must be noted also, as explained above, that this data is not necessarily an accurate prediction of the trends in terms of returns as conditions for many of the families whose care capacity have been seriously affected by the disaster are unlikely to have improved tremendously in the span of a year since the Tsunami. The fact that over 200,000<sup>47</sup> people were still living in temporary accommodations almost a year after the disaster should caution us as to drawing too firm a conclusion at this early stage from the very small number of children who have already returned. Of those returned and reunified with their families, **the majority (45) were reunified through the assistance of the Children's Home itself or other persons** while 18 children were reunified through the support of the FTR Network.

## N. Registration of Child Victims of the Tsunami through FTR

The research also sought to identify information about children affected by the Tsunami in the Children's Homes who may be categorised as separated and as such need to be registered and receive tracing and reunification support from the FTR Network. The FTR registration process has been carried out by organisations who are members of the FTR Network, using common forms and procedures and a central database which

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<sup>47</sup> SPAN: The Post Tsunami Population Census in NAD and Nias, August – September 2005.

is now located in DINSOS NAD. Each agency has primarily operated within a certain designated area with, for example, DEPSOS in Meulaboh, Muhammadiyah and KPP in Aceh Besar and Save the Children in Pidie, Bireun, Lhokseumawe and Aceh Utara. In addition most agencies have been active in Banda Aceh.

The FTR Network has registered 2831 separated children, of whom 700 have been identified as having lost both parents and another 1301 who do not know the whereabouts of both parents. These children are also likely to be orphans bearing in mind the lack of information about the whereabouts of their families a year on which, if confirmed, would bring the total of registered children who are orphans to 2001. 118 registered children were fatherless and 67 were motherless. The other registered children (630) were still looking for one parent and are either fatherless, motherless or orphans. In addition 15 separated children still had both parents<sup>48</sup>.

1. Data from the FTR Database shows that the FTR network registered 48 separated children in 27 Children's Homes. The data however needs to be adjusted to 25 as 2 of the Children's Homes which were visited were located in Medan. In addition the FTR Network also registered 256 children in Dayahs, 2 of which were also Children's Homes. If we take the above into consideration, the total number of children in the Children's Homes registered by the FTR Network in Aceh is **58**.
2. Bearing in mind the total number of Children's Homes which are caring for Tsunami children in Aceh (112 out of 207), **the FTR Network has reached 22.32% of the total number of Children's Homes** which have been identified by this research as caring for Tsunami affected children. (or 12.08% of the total number of Children's Homes in Aceh.) The total number of Children's Homes that were actually checked by the Network members with the aim of eventual registration is however not known.
3. The present research identified another **543 child victims of the Tsunami in the Children's Homes who may also have tracing and reunification needs** (20.97 %). This data, though, needs more in-depth assessment of the cases identified as it was clear from the research that considerable confusion remained about the concepts behind and the definition of separated and unaccompanied children.
4. There are, nonetheless, clear needs for follow up by the FTR Network of those cases identified as having possible tracing and reunification needs. This is certainly the case for the 111 children in the Children's Homes who have no knowledge of the whereabouts of both parents. In addition, some of the Tsunami affected children who know that they have lost one carer may also still be looking for the other parent. This would be consistent with the number of children who were placed in the Children's Homes by a relative. It is likely though, that the total number of children in the Children's Homes who actually have tracing and/or reunification needs is smaller than that. Yet it will be important for the FTR network to ensure that it is reaching all Children's Homes and providing support to these children to ensure that their parental situation is fully clarified.

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<sup>48</sup> FTR Database figures as of 15 May 2006. (DINSOS-Save the Children)



## Part IV

# Key Issues arising from the Research

### A. The Impact of the Tsunami on the Care Situation of Children

In the aftermath of the earthquakes and Tsunami in Aceh, it was feared that an exceptionally high number of children had become separated and that most had become orphans as a result of the disaster. News media carried stories of tens of thousands and in some cases even hundreds of thousands of ‘Tsunami orphans’. This, in turn, led to great public concern in support of these children. In February 2005 for example, Vice President Kalla was quoted as saying “at least 20,000 of the [separated] children lost not only their parents but also all other family members and relatives.”<sup>49</sup> While it became increasingly

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<sup>49</sup> 150,000 children orphaned by tsunami. (2005 February 5).  
[http://www.laksamana.net/vnews.cfm?ncat=1&news\\_id=7896](http://www.laksamana.net/vnews.cfm?ncat=1&news_id=7896) Accessed 20 April 2005.

clear that a much smaller number of children had actually been orphaned, a DINSOS official was quoted as recently as May 2006 as saying that there were over 40,000 orphans as a result of the Tsunami and the conflict in Aceh<sup>50</sup>. The lack of accurate data on the situation of these children is understandable in the context of a disaster of that scale. Yet when combined with a tendency to sensationalism in order to raise public interest on the plight of 'orphans' this has led to misguided perceptions that Aceh was overwhelmed by parentless children and that institutions were desperately needed to address their needs.

This research has shown that, in fact, the number of children who have entered the Children's Homes as a result of losing both parents in the disaster is very small. Only 10% of the total number of Tsunami affected children in the Children's Homes are orphans. Even if we take into account those children who still have no information about the whereabouts of both parents and assume they are orphans, it would remain under 15%<sup>51</sup>. On the other hand, significant numbers of children affected by the Tsunami have been placed in these institutions as a result of the impact of that disaster on their carers. The fact that over 98% of these children were placed by their immediate family, in the great majority of these cases by their own parent(s), shows that the primary reason for separation is not loss of carers but loss of actual or perceived capacity to care on the part of these carers. Secondary separation can thus be seen to be a significant factor in the changing care situation of these children and its causes and impact must be understood if we are to prevent this disaster causing further unnecessary separation from families.

That so many children were placed in a Children's Home as a result of the Tsunami is, in itself, not surprising. The devastating impact of the Tsunami on families' capacity to cope, with huge destruction of homes, massive displacement and the loss of most livelihood opportunities are bound to have had a huge impact on carers. The fact that more than 100,000 people are still living in difficult circumstances in camps and barracks point to the lasting impact this disaster is having and that it will take time for many of these families to be able to regain a 'normal' life. In addition, reliance on Children's Homes is not new in Aceh, with over 15,000 children in these institutions and a drive to build ever more Homes, it was quite likely that families who were unable to cope or provide what they felt was the best for their children would look to the Children's Homes to care for them.

However there is also no doubt that public misperceptions about number of orphans in Aceh, the huge emphasis of funding towards the institutional care solutions and the lack of direct and longer term support to families that have suffered particularly in the disaster have combined to lead to a situation where families are actively being encouraged to place their children in care and to do so for the longer term. This is the case despite the adoption of a clear *Government Policy* in February 2005 which stated that reunification of separated children with their families should be a priority together with family support while institutionalisation should instead only be used as a last resort.<sup>52</sup>

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<sup>50</sup> ANTARA news release- 4 May 2006: "Some 40,000 Orphans in Aceh Abandoned" (Organisation of Asia-Pacific News Agencies). See also Joint Media Statement by DEPSOS, Save the Children and UNICEF in response. 8 May 2006.

<sup>51</sup> If this data is taken together with the data from the FTR Network on registered children who are known to have lost both parents and children who are still looking for both parents and are therefore likely to be orphans (about 2000 children), a rough estimate can be made that the total of children who are real orphans as a result of the tsunami is unlikely to be more than 5000.

<sup>52</sup> Indonesian Government Policy on Separated Children, Unaccompanied Children and Single-parent Children affected by Emergency Situations. DEPSOS (2005)

The findings from this research have clear implications for the Government and the agencies who are working to support the care of children within families as they show that a serious challenge to these goals lies ahead if more is not done to strengthen the capacity of families, including single parent families, to care for their children in these post Tsunami phase.

While there is no doubt that the majority of children who have lost at least one primary carer as a result of the Tsunami are being cared for by their families, a significant number are being cared for in institutions. Due to the lack of data on the total number of children who have lost carers, we cannot at this stage know the exact number. Further research is needed to identify children who have lost carers who were placed in the dayah as well as in the broader community.

However, if we take the number of children registered by the FTR Network who have lost at least one parent and who are presently being cared for by their family (2521)<sup>53</sup> and we compare this data with the number of Tsunami affected children who have also lost at least one parent who are being cared for in the Children's Homes (1279), we can see that almost one third of these children are being cared for in the Children's Homes (33.65%). This data is only given as an indication as there are likely to be many more children who have lost a primary carer as a result of the Tsunami who were never registered by the FTR Network. Yet we also know that the figure of children institutionalised as a result of losing primary carers in the Tsunami is also likely to be increased greatly by the figures from the research in the Dayahs. In any case, this represents a considerable number of children whose care situation was drastically affected as a result of the impact of the Tsunami.

This research has also found that the great majority of Tsunami affected children were not only placed in the Children's Homes by their families but also that many remain in contact with them. This would indicate that the possibility of return to these families would be great if the situation which led to the placement in the first place was to change. Yet we have seen that most of these placements and the understanding coming from these institutions are based on the children remaining there, most likely until they complete their education. These are worrying findings because they indicate that the institutionalisation of Tsunami affected children is not likely to be short term. In other words, the Tsunami may have a much longer-term impact on the care situation of children in Aceh.

In addition, if the primary cause of separation is the impact of the Tsunami on the ability (perceived or real) of a family to care for their children, it is also likely that reliance on institutionalisation will continue, at least as long as families are facing those challenges. While the findings from the research point to the fact that the majority of children were placed in the Children's Homes not long after the disaster, it also shows that it did not stop entirely once the immediate challenges from separation, displacement and the struggle to recover means of livelihood were over. Families are continuing to place children in the Children's Homes and this trend may well increase if their situation does not significantly improve. More research is needed on this over a longer period of time but it seems likely that as families find that quick solutions are not available to them, particularly to their housing and livelihood needs, it is likely that many will see the institutions as the safest and most sustainable means of accessing support for their children, particularly to finance

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<sup>53</sup> Data from FTR Database, 12 May 2006.

the cost of their children's education. If that was found to be the case, the implications could be disastrous not only for children and their families but for entire communities as it would displace significant number of children together with any financial help available, away from them and towards the Children's Homes. While the number of children who are placed in the Homes as a result of the Tsunami is small compared to the total number of children in those Homes for other reasons, the availability of funding that is linked to the Tsunami is much bigger and its impact as such may be much greater than would otherwise be the case.

## **B. The Increase in Children's Homes and the Impact of Recruitment Practices**

The research has highlighted the fact that the increase in the number of Children's Homes in Aceh as a result of the Tsunami is far from over. At least one national organisation has indicated that it plans to build a total of 20 Children's Homes in the Province and a number of the new institutions have referred to plans to expand both the number of their facilities and the capacity of their existing ones to receive children. Whether this is realistic, even in terms of the very highly resourced environment in post Tsunami Aceh, remains to be seen as there are already some indications of Children's Homes struggling to recruit sufficient numbers of 'neglected children' including 'Tsunami affected Children' for their facilities. This is resulting in worrying recruitment practices.

One particular incident illustrates this starkly. The researchers were visiting one Children's Home in Banda Aceh and were in discussions with the Manager of that institution when he received a telephone call from a local politician who had established his own institution for orphans and neglected children in Aceh. The politician was calling to ask the Children's Home Manager whether the latter could 'find him' fifty children for his institution. Some organisations, including those supported by the Government of Malaysia, are planning to develop large capacity institutions for children (up to 200 children) although they presently only have a handful of children in their care. There seems to have been no analysis of the need for such institutions, no indication of prior assessment nor development of clear criteria in relation to which children these institutions should care for, beyond a general understanding that they are for 'Tsunami children' and other orphans. This is clearly highly problematic in an environment where families are facing serious and real challenges in meeting the care and educational needs of these children as a result of the loss of carers, displacement and their loss of livelihood.

The lack of awareness on the part of some of these organisations and institutions of the possible longer term impact of their recruitment practices is also demonstrated by the fact that a number of them have been actively recruiting in the displaced people's camps and barracks. For example, one organisation has recruited its 50 children from the camps and barracks for its facility in Banda Aceh and plans to recruit another 100 for the second Children's Home it is building in that area. Of the 50 children, only two were 'real orphans', 20 still had one parent and a staggering 28 had both parents. This facility, though, was not set up as a temporary care facility developed with the aim of supporting families and children who have yet to be relocated back to their communities or whose housing

needs have not yet been met. In discussions with the personnel of the institution, it was clear that while children whose families specifically wanted them back would be allowed to return, the overwhelming majority were expected to be cared for until their education is finished and that funding was being sought and provided with this in mind.

In a context where over 100,000 people are still, a year after the Tsunami, living in cramped barracks and camps or temporary locations<sup>54</sup>, it is not surprising that families have to make very difficult choices about what is best for their children. For many, the lack of adequate housing combined with the distant location of schools from the barracks and camps, the lack of secure livelihood options and in some cases the loss of the other primary carer, are very likely to result in a family feeling that the best option for the longer term well being of their child is to place that boy or girl in an institution. The longer term impact of these recruitment practices on Acehnese communities longer term can only be guessed at but the negative impact of institutionalisation on the development and well being of children is well understood and documented worldwide<sup>55</sup>. If longer term institutionalisation of great number of children away from their parents, families and communities is allowed to become one of the permanent legacies of the Tsunami disaster, we can be fearful for the future of Aceh.

It is also important to recognise that this latest drive in institutionalisation is also taking place in the context of a 30 year conflict which has also led to the institutionalisation of great numbers of children who either lost carers as a result of the conflict or whose carers felt unable to care for and protect them as a result of the conflict. While this research did not specifically seek to gather numbers of children in institutions as a result of the conflict, it nonetheless identified well over a thousand children who are recognised as having been placed into a Children's Home directly as a result of the conflict. Many more are likely to have been placed in the Children's Homes as a result of the more indirect impact of the conflict on the lives of their families and communities. Further research is needed to assess the full impact of the conflict on the use of residential care in Aceh.

### **C. A Crossroad for the care of vulnerable children in Aceh**

This research shows that Aceh is at a crucial crossroad in terms of how it decides to move forward in ensuring the care and protection of its most vulnerable children. The present context of great numbers of Acehnese families being seriously challenged in the care of their children, very high levels of funding available for institutional responses, general lack of public awareness of the importance of family based care for the well being and development of children and what amounts to a well established reliance on institutions for the provision of alternative care by donors, organisations, institutions and in some cases even government officials do not bode well. There is no doubt that by and large these institutions and the people and organisations running them are doing so in what they feel is clearly the best interest of the child. The bulk of these responses come from people who deeply care about the plight of children in Aceh and want to support them.

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<sup>54</sup> The Post Tsunami Population Census of September 2005 (SPAN) records 209,822 people who were still displaced as a result of the Tsunami, around 130,000 of which are still living in tents or barracks.

<sup>55</sup> See for example: Save the Children (2003) *A Last Resort: The growing concern about children in residential care*; Tolfree, D. (2005) *Facing the Crisis: Supporting children through positive care options*. Save the Children UK.

There were relatively few cases indicating personal motivation or gains in the running of the Children's Homes. From that point of view Aceh presents a seemingly contradictory context where strong emphasis on the importance of family values and family ties goes hand in hand with deeply rooted reliance on institutions for the up-bringing of children for prolonged periods of their lives, including through the Dayahs.

Children's Homes, however, while increasingly merging with Dayahs, are a relatively new phenomenon in Aceh and they hold quite a different social place and purpose than the religious boarding schools. This difference can be seen not only in terms of the social stigma attached to having been raised in a Children's Home as opposed to the positive social status that accompanies children who have been educated in the Dayah, but also in terms of the broader role that the Dayahs play within their communities. Research is needed to understand better the reasons behind the steep increase in the use of Children's Homes in Aceh over the last decade and in particular the impact of funding on this increase.

In that regard the lack of accurate information on the situation of children in the Children's Homes and the use of questionable data in some cases either to publicise the plight of 'orphans' or to seek funding represent a serious challenge. While it is important to ensure that the situation of these children is brought to the public attention, totally inaccurate depictions of the situation of these children are harmful to ensuring effective responses. In some cases they even compound public misconceptions and reinforce the drive to build more institutions in the misguided belief that there are tens of thousand of children who have been orphaned in the disaster and therefore have no parents to take care of them. As can be seen from the data on the Tsunami affected children in the Children's Homes, this picture is far from accurate. The perception of Children's Homes being places specially established to care for orphans must be corrected to ensure that appropriate responses are prioritised to respond to the situation of these children.

#### **D. The Purpose of the Children's Homes in the post-Tsunami Context**

What is more surprising is that in the post emergency context of Aceh where the situation of families and communities is constantly changing and evolving as their lives slowly but surely return to normal, the placement of children in institutions is not seen as an emergency solution but as a permanent one.

Indeed, not a single Children's Home was identified as having a mechanism or process for the review of the child's placement as is required by Article 25 of the UN Convention on the Rights of the Child. The Children's Homes seemed by and large in agreement that should a family directly request that a child be returned, they would do so, and there is evidence that this actually happened in a few cases. At the same time, when asked whether the need for a child to remain in the institution is assessed regularly or whether communication with the child and the family takes place with a view to a potential return, Managers find the questions hard to understand.

This may well be due to the fact that if, as the research suggests, Children's Homes are seen as primarily a means of ensuring access to education for families who could otherwise not afford it, then there would clearly be no reason for the Children's Homes to attempt to return the child to the family before education is completed. This

would simply lead to the child being deprived of further education as the financial support provided for the child's education through the Children's Homes is not accessible outside of it. Research must be carried out as to why so many families feel unable to afford basic education for their children in a context where the Government is implementing a 9 year compulsory education scheme.

There is no doubt however that the permanency of placement is also a direct consequence of funding practices. Children's Homes were seen to have very stable populations with children leaving after their education is complete being replaced by a steady stream of new recruits. Without the assurance of numbers, it is virtually impossible for a Children's Home to attract sufficient sustainable funding, as support is usually provided in terms of the number of children at the institution. Keeping a child in the institution is certainly a far more sustainable and secure strategy for the Home itself but it is not consistent with supporting family based care and supporting children within their families and communities. The conflicting interests here between the interests of the institutions on the one hand and the best interest of the children on the other must be recognised and addressed, including by donors.

The purpose of Children's Homes, in Aceh as elsewhere in Indonesia, cannot be to replace parents and families as the primary carers of children, particularly where the latter are willing to care for them. This would not only displace dangerously the fundamental role of families and communities as providing the best environment for the full development and well being of children, it would compound the displacement of resources and services away from these families and communities and towards institutions. This is precisely what can be seen in the post Tsunami context where few longer term resources and financial support are being directed to families and communities to support them in the care of their children. Instead these are too often directed to helping the institutions to do what families want and can do, to care for their children.

The lack of comprehensive family support schemes and the fact that existing assistance schemes such as *Jadup*<sup>56</sup> tend to be temporary and linked only to the displaced status have meant that for many families, placing their child in an institution may be seen as the safer and more sustainable option longer term. Without decisive action to support family based care as the best and only long term solution for the care of children in the difficult post Tsunami environment, secondary separation can be expected to become a much wider and lasting problem for Aceh. It is essential that the important step taken by the Indonesian Government through the adoption of the *Policy on Separated Children in Emergencies* be understood to be not merely a policy statement but the beginning of a serious and systematic shift, including of financial support, away from institutionalisation and towards supporting family based care in the post Tsunami and post conflict Aceh as well as in other emergency responses. The role that Children's Homes are fulfilling in providing access to education for families who could not otherwise ensure the education of their children must be better understood and a strategy must be developed together with the Ministry of Education to ensure that children who have families who are able to

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<sup>56</sup> JADUP (*Jaminan Hidup*) or literally "life guarantee" is a form of financial assistance provided by the Central Government for displaced populations in Aceh as a result of the Emergency. The money (IDR 3000 or USD 0.30 per day per person) is aimed to ensure access to basic food needs and was distributed for 6 months from April-May 2005 until September-October 2005. Receipt of Jadup was linked to the "displaced status" only and extended families caring for displaced children outside of the designated IDP areas were often unable to access the Jadup on behalf of the child.

care for them do not end up in an institution merely to access what they are entitled to access in their communities. If sufficient funds are available through the Children's Homes to support families who cannot otherwise afford to send their children to school, these funds should be redirected and made available to them outside of the institutions.

It is essential in this post emergency context that institutions and organisations running these Children's Homes, as well as families and communities themselves, be supported to view residential care as a temporary solution, run for the best interest of the child, until such time as the child's family is able and willing to regain its full role as the boy or girl's primary carer. This is particularly crucial in relation to the institutions actively recruiting in the camps and barracks where conditions may well in fact not be in the best interest of the child, but where longer term prospects for return to their communities is real.

This, however, would not just require a change in terminology or a change in recruitment practices, it would also require the Children's Homes to begin to play one of the essential roles of social work as indeed envisaged by DEPSOS in its *Guidelines on Child Care institutions*, the support to children and their families to ensure the best available and most permanent care provisions for children. In that regard, every Children's Home in Aceh should be required and supported to establish a system for the review of care placements which would entail a care plan for each individual child, including steps for the eventual return of the child to his or her family or, if that is not in the child's best interest, another family based environment. In the immediate and in relation in particular to children affected by the Tsunami, a review of all cases should begin. It should include a situation assessment of the family, discussions with those families on best care options in the longer term and a plan for supporting the family longer term to care for their child, as well as discussions with the individual child to identify preferred care options and the development of transitional programmes until the child is able to return to his or her family and community.<sup>57</sup>

This would be in line with DEPSOS policies on the care of children in and outside Children's Homes and would represent a first positive step towards Children's Homes becoming more centres of support and outreach to children and their families in the community rather than permanent residential facilities. In that regard, the fact that the majority of children in the Children's Homes were seen to retain relationships with their families provides a very positive first basis for discussing longer term care options. At the same time, the clear issues relating to access to education would need to be addressed as part of the support plan to families, if return is going to be in the best interest of the child.

In addition a review of plans for the development of new institutions or the expansion of existing institutions in Aceh should be undertaken under DINSOS with the support of DEPSOS. Organisations and institutions planning to build new Children's Homes or to expand existing ones should be required to first demonstrate the clear need for such an institution and joint assessments of these needs should be undertaken together

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<sup>57</sup> It is worth noting in that respect that the Government Policy on Separated Children in Emergency already states that "Every child placed in an institution must be immediately registered and recorded by the MOSA (DEPSOS) so as to facilitate subsequent tracing and eventual reunification with his/her family, or to determine whether the child's status in the institution should be put on a permanent footing." Part D.8. (DEPSOS- February 2005)

with the Government to ensure the implementation of the Government's stated policy to support families as the first care options for children affected by the Emergency. The BRR and donors in Indonesia and abroad should be made fully aware of this Government Policy and its implications for their interventions in the context of Aceh. They should be encouraged instead to redirect their important support towards family based interventions that target families facing clear challenges in caring for their children.

Finally, an effective and centralised registration and accreditation system for each Children's Home instead of its parent organisation should be put in place at the Provincial level and data from each of the Districts should be received by DINSOS NAD on a 4 months basis to update the centralised records. These records should regularly be shared with DEPSOS at the central government level which has the responsibility to collate, check and maintain a database of all Children's Homes across Indonesia.

The earthquakes and Tsunami that struck the coast of Aceh in December 2004 have caused enormous suffering, loss and displacement. They have resulted in the deaths of more than 130,000 people and have ripped apart the lives of many more thousands of families. The longer term impact on a generation of children in Aceh can only be guessed at but there is no doubt that had this disaster happened in an area where families and communities ties were not as strong, the death toll and suffering incurred would have been even greater. It is a testimony to the resilience of Acehnese families that so many separated children were immediately supported and taken care of by their relatives, by their extended families and even in many cases by their neighbours and other members of their communities. And yet that very resilience and importance of the extended family in Aceh is being challenged, not only by the Tsunami but by 30 years of conflict and by funding practices which prioritise residential care rather than strengthen the capacity of families to care for these children. Aceh is indeed at a crossroad in terms of how it responds to the challenge of caring for its most vulnerable children. These children have lost much in those disasters but still have families, relatives and communities who in many cases are willing to take responsibility and care for them if sufficient support and appropriate recognition of their important role is available.

The question now is whether this support is going to be made available or whether it will continue to benefit institutions rather than children.





## Part V

# Recommendations

1. This research has shown that the overwhelming majority of children who have been placed in the Children's Homes in the aftermath of the Tsunami are there as a result of *secondary separation*, in other words the impact of the disaster on families' ability to care and provide for their children rather than due to the loss of actual primary carers. Interventions directly targeting families who are facing challenges in the care of their children should be prioritised, in line with the Government's stated policy on children affected by emergency situations, with particular focus on supporting single parent families and extended families that are caring for Tsunami affected children.
2. Funding by the Government and private donors should be shifted away from supporting institutional solutions and instead support family and community based interventions that are sustainable including through ensuring families can afford the education of their children until completion of studies.

3. The BRR should consider reviewing its funding of Children's Homes and should instead prioritise direct family support interventions. It should also ensure that its existing funding to the Children's Homes is being monitored closely and independently to ensure that it benefits the children in those institutions.
4. No new Children's Home should be built in Aceh without prior assessment of clear needs for such an institution that cannot be met otherwise. The assessment should be carried out jointly by DINSOS and DEPSOS and should be in line with the stated government policy of encouraging family-based care whenever possible.
5. Existing plans for the development of new Children's Homes or the expansion of existing ones should be reviewed similarly by a joint DINSOS/DEPSOS assessment team.
6. The situation of the youngest Tsunami affected children in the Children's Homes, particularly the under 5, should be reviewed urgently by DINSOS and alternative family based care outside of the Homes should be sought for these children.
7. Discussions should take place immediately between DEPSOS, DINSOS and the Managers of Children's Homes to discuss recruitment practices and put in place a case review system with the aim of supporting eventual return to family care or when that is not in the best interest of the child, to consider alternative family care solutions. The child's own wishes in relation to care arrangements should be sought and given serious consideration.
8. Regular contacts between children in the Children's Homes and their parents, families and other relatives should be encouraged and facilitated including through schemes which support frequent home visits and facilitate communication and transport.
9. The FTR Network should follow up on the possible tracing needs of children identified in this research and support whenever possible family reunification.
10. DINSOS should develop an effective and centralised registration and accreditation system for each Children's Home in addition to the ORSOS registration process.
11. DEPSOS and DINSOS should put in place a data collection system to ensure that data from the Districts on all Children's Homes is available and updated by DINSOS NAD on a 6 months basis. These records should regularly be shared with DEPSOS at the central government level. The data from this research should be included in this database and updated in six months time to ensure trends in relation to care placements are monitored effectively.
12. Updated and accurate data on the situation of children affected by the Tsunami including number killed, number displaced, number who have lost carers, number living with extended families, number in school, number who work, number in residential care disaggregated by gender and age should be gathered and compiled by the relevant Government Agencies including DEPSOS, KPP, DEPDKNAS, DEPAG, BPS. Such data should be made public in order to ensure that interventions are targeted effectively.

13. The Government's Policy on Separated Children should be disseminated more widely and discussions at provincial and district levels should take place within DEPSOS, DINSOS and other relevant governmental agencies including the Ministry of Education of practical steps to be taken towards its implementation.
14. A major campaign of public awareness on the importance of a family environment to the wellbeing and rights of children should be developed by the Government together with the agencies working within the FTR Network. This campaign should aim to reach the camps and barracks but also host communities where families are returning to live.
15. More comprehensive research should be undertaken to assess the quality of care provided for children in the institutions in Aceh including ensuring that minimum standards are abided with and sufficient. A monitoring system should be developed to ensure regular assessment of these institutions and funding and accreditation should be linked to the institutions providing quality care for children.
16. DEPSOS should ensure that its standards for the operation of child care institutions are understood and implemented in Aceh, in particular to ensure that the Children's homes begin to play their role as outreach institutions to support children and their families rather than operating purely as residential care institutions.
17. The important links between the placement of children in the Children's Homes and education should be analyzed further. Research should be undertaken to understand how the various financial support schemes developed by the Government for the education of children such as Operational Aid to Schools (*Bantuan Operasional Sekolah BOS*), and the 9 years compulsory education scheme actually impact on the capacity of the most vulnerable families to ensure access to education for their children.

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