

CHAPTER I

INTRODUCTION

A. Background of the Study

Cases of abuse against children in Indonesia at this time showed a significant increase. This can be seen based on data obtained from the Indonesian Child Protection Commission that cases of abuse against children always increase every year. During the period of 2017 there were 4.620 cases affecting children while in 2016 there were 3.849 cases. This is based on the number of children who are in the Special Child Development Institution (LPKA) an increase from 2.319 in 2016 increased to 2.409 in 2017 (KPAI, 2017).

Furthermore, data on cases of child abuse in West Nusa Tenggara Province are quite alarming. In 2016 there were 68 cases of abuse that hit children, while for the period of 2017 there were 120 cases of abuse against children. This form of abuse against children includes a number of cases including cases of fraud, threats, beatings, killings, disposal, sales, neglect, physical abuse, domestic abuse, sexual abuse or rape, discrimination and exploitation of children. The number of cases of abuse against children occurred as the position of the Province of West Nusa Tenggara which began to become one of the tourist destinations also has the consequences of rampant crime. Even from many cases especially sexual abuse committed against children most perpetrators come from foreign nationals (foreigners). Despite being in an emergency, the government has not made this a priority that needs to be addressed immediately (Republika.co.id, Mataram, 2017).

Based on data from the Department of Womens’s Empowerment and Child Protection in Mataram City of West Nusa Tenggara Province said that during the period of 2017 there had been an increase in cases of abuse affecting children. This data is dominated by physical abuse and the other part is sexual abuse. The following is a data histogram of types of abuse against children in Mataram City for the period of 2017.

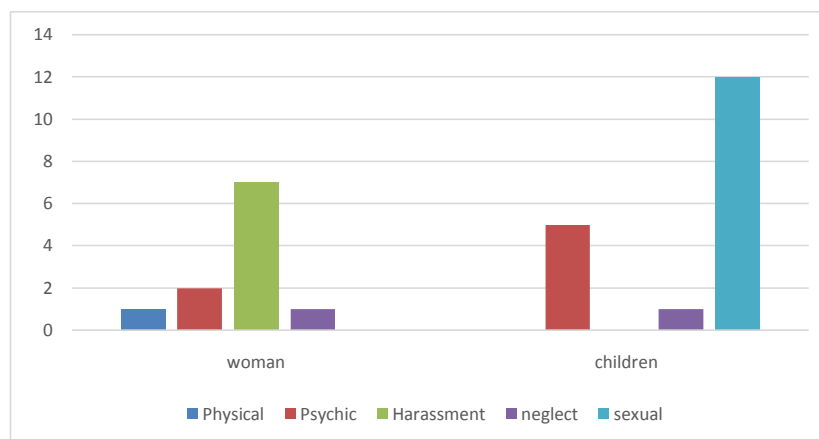


Figure 1.
Histogram Types of Abuse Against Children in Mataram City in the Period of 2017(Source: Department of Women’s Empowerment and Child Protection of Mataram City, 2017)

Furthermore the child is a mandate as well as a gift of an Almighty God that we must always guard because in him is inherent the dignity, dignity and rights as human beings that must be upheld. Children rights are a part of human rights contained in the 1945 Constitution and the Convention of the United Nations Association on Children’s Rights in terms of national and state life, in this case the child is the future of the nation and the next generation of ideals of the

nation so that every child has the right to survival, growth and development, participate and have the right to protection from acts of abuse and discrimination as well as civil rights and nationality.

Positive rules in the form of laws and regulations as the main legal source of child abuse are Law Number 23 of 2002 Concerning Child Protection and its implementing regulations, namely Regulation of the State Minister for Women's Empowerment and Child Protection of the Republik of Indonesia Number 8 of 2012 concerning guidelines for strengthening prevention and early treatment of acts of abuse against children.

The reality of abuse against children continues to increase with increasingly diverse motives and ways. This shows that children lack serious attention. There is hardly a safe place for children. At home, at school or in public places abuse can occur. Actors of abuse are generally people who are close to children, namely their parents, family, teachers or other adults who should be responsible for providing protection for children. Abuse against children can also be carried out by strangers in public places. Child protection from acts of abuse is the main responsibility of parents, surrounding communities, local governments and the government (Sirait, 2018).

In general the quality of regional government performance in Indonesia at this time is classified as unsatisfactory which results in low performance of local government. This performance problem is the source of distrust for the people who deal with the bureaucracy. The number of complaints obtained from service

users stating that the performance of public organizations is a process of administrative delay and less efficient.

The Mataram City Government always strives to explore regional potentials optimally in order to advance various potential sectors and regional companies. The Mataram City Government in the implementation of regional autonomy also has a special strategy to support the wheels of government, to prosper the people and to advance its territory and realize *good governance* in an effort to support the success of the overall national economic development. One manifestation of the function of the state apparatus is the fulfillment of public services. The development of the implementation of public services is a strategic choice to develop a good government in Indonesia. This is because one of the benchmarks for implementing *good governance* can be seen from the implementation of quality public services and oriented to satisfaction in its services.

The quality of public services in the service for children victims of abuse, especially local government agencies by looking at the practices by looking at the practices carried out by the Mataram City Government, is an alternative that should be considered. The general problem in the implementation of public services is closely related to the reluctance of existing individuals to transform the basic values of their organizational culture in daily practice. In its performance, the Mataram City Government will certainly greatly assist the fulfillment of community needs in order to improve the quality of services, in this case the service for children victims of abuse.

Based on a preliminary survey conducted by researchers at the Department of Women's Empowerment and Child Protection in Mataram City, data was obtained that the performance of the Department of Women's Empowerment and Child Protection was not optimal, this can be seen from the cases of abuse against children in Mataram City is still quite high. Data for the period of 2015-2017 shows that there are still high forms of abuse against children found in Mataram City. This can be seen from the data in 2015, namely there were 86 cases, which consisted of rape cases (10 cases), sexual abuse (12 cases), fraud (12 cases), infanticide (2 cases) and the most striking case was exploitation as many as 50 cases. In the period of 2016 based on data obtained from the Department of Women's Empowerment and Child Protection in Mataram City about the forms of abuse against children there were 109 cases, consists of copulation cases (20 cases), parenting cases (11 cases), threat cases (14 cases), cases of exploitation (33 cases), cases of fraud (15 cases), rape (12 cases) and infant disposal (4 cases). While the data in 2017 shows there are 115 cases of abuse that befall children and it is feared that they will continue to grow in 2018 if no effective steps are taken to prevent them. The following is a table of data on forms of abuse against children in Mataram City during the 2015-2017 period.

Table 1.
Form of Abuse Against Children in Mataram City 2015-2017 Period

No	Form of Abuse	Year Period		
		2015	2016	2017
1	Threat	-	14 cases	24 cases
2	Beating	-	-	30 cases
3	Exploitation	50 cases	33 cases	33 cases
4	Fraud	12 cases	15 cases	14 cases
5	Rape	10 cases	12 cases	14 cases
6	Sexual Abuse	12 cases	-	-
7	Intercourse	-	20 cases	-
8	Parenting	-	11 cases	-
9	Infanticide	2 cases	-	-
10	Baby's Disposal	-	4 cases	-
Total		86 cases	109 cases	115 cases

Source: The Department of Women's Empowerment and Child Protection in Mataram City, 2018.

Based on the data in table 1 above shows that during the period of 2015 to 2017 there was an increase in acts of abuse against children in Mataram City, based on the above then the Department of Women's Empowerment and Child Protection in Mataram City issued a Minimum Service Standard (SPM) in the field of integrated services for children victims of abuse that had been passed through the Ministerial Regulation of Woman Empowerment and Number 1 Child Protection in 2010. This Minimum Service Standard (SPM) is used as a benchmark in dealing with cases of abuse against children, namely that children who are victims of abuse get the minimum service needed so that all indicators of handling victims of abuse become the obligatory affairs of local governments by providing integrated services for children victims of abuse. This benchmarks includes 5 (five) types of services, namely complaint services, health services,

social rehabilitation, legal assistance and law enforcement for children victims of abuse.

Another factor that causes the performance of the Department of Women's Empowerment and Child Protection in Mataram City in dealing with abuse against children is not optimal is the lack of support from relevant officials who institutionally in Each Regional Work Unit (SKPD) is still difficult to integrate the problem of child abuse into all programs in Each Regional Work Unit (SKPD), and there is no special budget for children victims of abuse in the budget. This shows that there are still many children who have not received rights and protection, especially for children victims of abuse.

Thus the topic of the performance of the Department of Women's Empowerment and Child Protection in dealing with abuse against children Protection in Mataram City of West Nusa Tenggara Province in 2017 is important for governmental science, because based on data with abuse against children in the region there is an increase so it should be formed by a government institution that handles abuse against children and is carried out according to the main tasks and functions of the Department of Women's Empowerment and Child Protection in Mataram City of West Nusa Tenggara Province. This fact shows that the Department of Women's Empowerment and Child Protection in Mataram City of West Nusa Tenggara Province still need to improve its performance both in terms of socialization and handling abuse against children.

Based on the descriptions above, the researcher is interested in taking the title in the research **"Performance of the Department of Women's**

Empowerment and Child Protection in Dealing With Abuse Against Children in Mataram City of West Nusa Tenggara in 2017”.

B. Formulation of the Problem

Based on the description on the background of the above study, the formulation of the problem in this study is:

1. How does the performance of the Department of Women’s Empowerment and Child Protection in dealing with abuse against children in Mataram City of West Nusa Tenggara in 2017?
2. What are the obstacles experienced by the performance of the Department of Women’s Empowerment and Child Protection in dealing with abuse against children in Mataram City of West Nusa Tenggara in 2017?

C. Objectives of the Study

In accordance with the problems proposed, the objectives of this study is:

1. To describe the performance of the Department of Women’s Empowerment and Child Protection in dealing with abuse against children in Mataram City of West Nusa Tenggara in 2017.
2. To describe the obstacles experienced by the performance of the Department of Women’s Empowerment and Child Protection in dealing with abuse against children in Mataram City of West Nusa Tenggara in 2017.

D. Significance of the Study

The results of the research presented by this author are expected to be useful both theoretically and practically, namely:

1. Theoretical benefits :

The results of this research are expected to be able to provide benefits to science and complete the discussion, especially the science of government about the extent of the performance of the Department of Women's Empowerment and Child Protection in dealing with abuse against children in Mataram City of West Nusa Tenggara.

2. Practical Benefits :

a. For the Mataram City Government

The results of this research are expected to be one of the sources of information and thought contribution, especially for the Mataram City Government in improving the quality of service so that it plays an effective role in handling the problem of abuse against children to realize rights and protection, especially for children victims of abuse.

b. For the Community

It is expected to be able to provide useful knowledge or insight to the community especially for the community in relation to dealing with abuse against children.

E. Theoretical Framework

1. Performance

a. Understanding of Performance

Performance in English is called *job performance* or *actual performance* or *level of performance*, which is the level of success in completing the work. Performance is not an individual characteristic, such as talent or ability but an embodiment of talent or ability itself. Performance is the embodiment of ability in the form of real work or is the result of work achieved in carrying out tasks and work that comes from agencies.

According to Wibowo (2016:7) said performance is a result produced by a particular job function or activity in a particular job over a certain period of time. The work result is the result of the ability, expertise and desire achieved. According to Rivai and Sagala (2009) performance is a real behavior that is displayed by everyone as work performance produced by employees in accordance with their role in the company. While Harsuko (2011) stated that performance is the extent to which a person has implemented the company's strategy, both in achieving specific goals related to individual roles and/or by showing competencies that are declared relevant to the company. Thus the performance is a multidimensional concept that includes three aspects, namely *attitude, ability and accomplishment*.

Based on the descriptions above, it can be concluded that performance is defined as performance is the realization of work that has been produced or carried out by employees, the results are recorded properly so that the level of

achievement of the performance that should be and things that happen can be evaluated properly.

b. Performance Criteria

Schuler and Jackson (2010), mentioned three criteria related to performance, namely:

1) Character

Characteristic performance criteria focus on one's personal characteristics. Loyalty, reliability, communication skills and leadership skills are characteristics that are often assessed during the assessment process. This type of criteria focuses on the way a person works, not on what one achieves or does not achieve in his work.

2) Behavior

Behavioral based performance criteria focused on the way work is carried out. This criteria is very important for work that requires relationships between personal employees. For example: whether the employee is friendly or pleasant.

3) Results

Performance criteria related to results are increasingly popular with increasing international productivity and competitiveness. This criteria focuses on what has been achieved or produced rather than how something is achieved or produced.

c. **Factors that Influence Performance**

According to Mathis and Jackson (2012), the factors that influence performance are:

1) Individual Ability

Includes talents, interests and personality factors. The skill level is the raw material that is owned by someone in the form of knowledge, understanding, ability, interpersonal skills and technical skills. Thus, it is likely that an employee has a good performance if the performance has a good skill level, the employee will produce good results.

2) The Effort that was Poured Out

The effort that was poured out to employees is when work, attendance and motivation. The level of effort is a picture of motivation that employees see to get the job done well. Therefore, if an employee has a level of skill to do the work it will not work well if there is only a little effort. This is related to the difference between skill level and level of effort. The level of skill is a reflection of the ability carried out while the level of effort is a mirror of something done.

3) Organizational Environment

In an organizational environment, the company provides facilities for employees which include training and development, equipment, technology and management. There are two factors that influence performance achievement, namely:

- a. Ability Factor. Psychological ability factors consist of potential abilities, so called *Intelligent Quotient* (IQ) and reality abilities (*knowledge + skill*).

This means that employees with high IQ and adequate education for their positions and skilled in carrying out daily work, are easier to achieve the expected performance. Humans basically have two abilities, namely the ability of potential and the ability of reality. *Reality* ability is a combination of *knowledge* and *skill*. In the world of work, to be able to achieve good performance, employees, employees or workers must have the ability to suit their work.

- b. **Motivational Factor.** Motivation factors are formed from the *attitude* of an employee in dealing with work *situations*. Every employee or employee has internal motivation to work towards achieving his goals. Motivation is an encouragement to do activities to obtain or achieve goals. Motivation is formed from the attitude of an employee in dealing with a work situation that moves him in a directed manner to achieve his work objectives in order to achieve organizational goals. Employee motivation to work is usually formed because of certain reasons, for example to get a salary, a gift, and etc.

d. The Purpose of Performance Assessment

According to Siswanto (2005:233), in addition to being used as a standard in determining the level of compensation and administration for workers, performance appraisal is carried out with the following objectives:

- 1) Data sources for employment planning and long-term development activities for the company concerned.

- 2) Advice that needs to be conveyed to the workforce in the company.
- 3) Tool to provide *feed back* that leads to progress and the possibility of improving or improving the quality of work for the workforce.
- 4) One way to determine the expected performance of a job and job holder.
- 5) Foundation or information material in decision making in the field of employment, both promotion, transfer, and other employment activities.

e. Performance Measurement/Indicators

The performance appraisal approach should identify relevant performance standards, measure criteria and then provide feedback to employees and the human resources department. If performance standards or calculations have nothing to do with work, evaluation can lead to inaccuracies or biased results, stretch manager relationships with employees and minimize equal employment opportunities. Without feedback, improvements in human resource behavior are unlikely and the department will not have accurate records in its human resource information system. Thus the basic decisions in making a work design until compensation will be disrupted.

The human resources department usually designs and manages a performance appraisal system. Centralization guarantees uniformity. Although the human resources department can develop different approaches for managers, professionals, workers and other groups. But uniformity in each group is needed to guarantee comparable results.

Performance is basically measured according to the interests of the agency or company and considers the requirements that are assessed. Mondy *et al.*, (1999) said that performance measurement can be done using the following dimensions:

- a. Quantity of Work. Related to work volume and work productivity produced by employees within a certain period.
- b. Quality of Work. In connection with consideration of accuracy, precision, neatness, and completeness in handling the tasks that are in the company.
- c. Dependability. With regard to the consideration of the ability of employees to work and carry out tasks independently by minimizing help from others. Independence also illustrates the depth of commitment that employees have.
- d. Initiative. With regard to consideration of independence, flexibility of thinking, and willingness to accept responsibility.
- e. Adaptability. With regard to the ability to adapt, consider the ability to react to changing needs and conditions.
- f. Cooperation. Related to the consideration of the ability to collaborate with others.
- g. Do *assignments*, which include overtime with all your heart.

To measure the performance of individual employees according to Bernadin and Russel, using six criteria, namely:

- 1) Quality

That is the level of the process or the result of a perfect activity, in other words carrying out the activity in an ideal way or in accordance with a predetermined goal or in the most quality way.

2) Quantity

That is the amount produced in the form of money value, a number of units or activities completed.

3) Punctuality

That is the level of activity completed, or results that are completed with a faster time than set and use the time provided for other activities.

4) Cost Effectiveness

That is the level of use of various resources owned by the company bith human resources, technological resources, raw material resources, and equipment and equipment used optimally to produce the best performance.

5) Supervision Needs

That is a situation that shows how far employees need supervision to be able to get the desired results without making a mistake.

6) Interpersonal Influence

That is the employee level shows feelings *self esteem*, *goodwill*, and cooperation between fellow colleagues or with lower employees.

According to Zainun (2006:46) performance improvement is essentially an effort to influence the strengths and weaknesses inherent in every human being as well as external factors that can help or hinder his performance. Maintaining or increasing strength with proper utilization will improve performance in humans,

as well as eliminating at least reducing weaknesses in humans can also improve their performance. In this regard, it is necessary to improve the quality of human resources which are termed various things such as development, education, training, upgrading, etc.

F. Overview of Children and Children's Rights

1. Understanding of Children

Children have special (specific) characteristics compared to adults and are one of the vulnerable groups whose rights are still neglected, therefore children's rights are prioritized.

The definition of children according to the regulation of the Minister of Child Empowerment and protection of the Republic of Indonesia Number 15 in 2010 is someone born due to the relationship between men and women if they are bound in a marriage bond. Understanding the child itself if further reviewed in terms of chronological age according to law can vary depending on place, time and for what purposes, this will also affect the limits used to determine the age of the child. This child's understanding becomes important, especially with regard to efforts to formulate limits on *criminal responsibility* for a child who commits criminal acts, in what age level does a child behave criminally be accountable criminally (Hadisuprpto, 2010:11).

In Indonesia regarding the age limit, it can be traced to several laws and regulations, as follows: In Article 1 *Convention On The Rights of The Child*, the child is defined as every person under the age of 18 years, except under the law

applicable to children, maturity has been obtained previously. Whereas what is meant by children is those who are immature and who become adults because certain rules, mental and physical are still immature.

In Article 1 paragraph (1) of Law Number 3 of 1997 concerning juvenile justice, the definition of a child is a person who in the case of a juvenile child has reached the age of 8 (eight) year but has never married.

As for some definitions of children in several Laws and regulations as follows:

- a. Article 1 *Convention on the Right of the Child*, the child is defined as every person under the age of 18 years, except under the law applicable to children, maturity has been obtained previously. Whereas what is meant by children is those who are immature and who become adults because certain rules, mental and physical are still immature.
- b. Law Number 39 of 1999 concerning Human Rights. Children are every human being under the age of 18 (eighteen) years and not married, including children who are still in the womb if it is in their interests.
- c. Article 1 Number 1 of Act Number 3 of 1997 concerning Juvenile Courts. Understanding a child is a person who in the case of a bad boy has reached the age of 8 (eight) years old but has not reached the age of 18 (eighteen) years and has never married.
- d. Article 1 Number 1 of Act Number 23 of 2002 concerning child protection, mentioning a child is someone who is not yet 18 (eighteen) years old including a child who is still in the womb. This provision is taken

from *Convention on the Right of the Child*, which has been ratified by Indonesia with Presidential Decree Number 36 of 1990 with little change in it.

- e. Article 1 Number 2 of Act Number 4 of 1979 concerning Child Welfare, what is meant by a child is someone who has not reached the age of 21 (twenty one) years old and has never married.
- f. Article 1 Number 1 letter a of Act Number 12 of 1995 concerning Correctional Institution, mentioning a criminal child, a child who is based on a court decision to undergo a criminal offense at a child correctional institution up to the age of 18 (eighteen) years old. The meaning of what is meant by a child is someone up to the age of 18 (eighteen) years old.
- g. The Juvenile Justice System Bill, in Article 1 Number 2 mentions the child in conflict with the law, here in after referred to as a child who is 12 (twelve) years old but has not yet reached the age of 18 (eighteen) years old who is suspected, charged or convicted of a criminal offense.

Based on the above definition, it can be concluded that the child is defined as the second offspring after the father and mother who have not reached the age of 18 years old or have never married and have not been able to support themselves.

2. Children's Rights

Protection of children in Indonesia aims to ensure the fulfillment of children's rights so that they can live, grow, develop and participate optimally according to human dignity and dignity, and receive protection from abuse and

discrimination, for the sake of the realization of Indonesian children who are qualified, noble and prosperous.

In connection with the fulfillment of children's rights, various legislations have been made as supporting, namely the Law of the Republic of Indonesia Number 4 of 1979 governing Child Welfare, Law of the Republic of Indonesia Number 3 of 1997 which regulates the Juvenile Court, Law of the Republic of Indonesia Number 39 of 1999 concerning Human Rights (especially in Articles 52 to 66 which regulate children's rights).

As for every child has the right to obtain protection when needed, but also must be given a greater opportunity to participate in matters relating to the responsibilities of older people regarding their lives. Article 52 of the Law of the Republic of Indonesia Number 39 of 1999 states in:

- (1) Every child has the right to protection by parents, family, community and country.
- (2) Children's rights are human rights and for the sake of their rights te rights of the child are recognized and protected by law even from the womb.

And Article 53 of the Law of the republic of Indonesia Number 39 of 1999 on:

- (1) Every child from the womb has the right to live, maintain life and improve his life.
- (2) Every child since his birth is entitled to a name and citizenship status.

Referring to these two articles, it is the obligation of the government, state, parents and society not to abandon and be obliged to care for the child's rights by attempting to legalize the status of the child's identity in the form of a birth certificate.

In particular, there is a Law Number 23 of 2002 concerning Child protection which regulates the accountability of parents, families, the government and the state in relation to children's identity. This is specifically stated in Article 27 in paragraphs (1) and (2):

- (1) Each child's identity must be given since his birth.
- (2) The identity as referred to in paragraph 1 is stated in the birth certificate.

In Article 28 paragraph 1 it is clearly stated that the creation of birth certificates is the responsibility of the government which is carried out as low as possible at the District/Village level.

Regarding this issue, at least it has been answered by the issuance of Law Number 23 of 2006 concerning population Administration which essentially contains the obligation of the government to provide protection and recognition of the determination of personal status and legal status for every important event experienced by Indonesian citizens (especially children) those within and or outside the territory of the Republic of Indonesia.

The fact proves that often adoptive parents and parties involved in it (child shelter Institutions and the community) ignore it, children who are categorized as neglected children, even children who have been adopted are sometimes found to have no clarity on their legal status through ownership of a birth certificate. This is evident when these children want to enter the world of education where the school requires proof of identity as a prerequisite to be registered as a student in the Education Institute, not

many children have it. While the child and adopted child have the right to receive education for their future and for the right to have good treatment from the adoptive parents or anyone else. With the ownership of legal documents a child feels valued dignity as a creature created by God.

Besides the rights guaranteed by the act, children have obligations as basic obligations that must also be carried out by a child, namely that each child is obliged to:

- a. Respect for parents, guardians and teachers.
- b. Loving family, community and loving friends.
- c. Love your country, nation and country.
- d. Perform worship according to the teachings of his religion.
- e. Carry out ethics and noble character.

G. Overview of Child Abuse

1. Understanding Child Abuse

According to Suyanto (2010:28), theoretically abuse against children can be defined as an event of physical, mental or sexual injury which is generally carried out by people who have responsibility for the welfare of children which is indicated by losses and threats to the health and welfare of children. The clearest example of acts of abuse experienced by a child is physical beatings or attacks

many times until a wound or scratch occurs. However, abuse against children is not only physical beatings or attacks but also forms of exploitation, improper feeding, neglect of education and health as well as medical related abuse.

According to Huraerah (2012:47) simple abuse can be interpreted as abuse, torture or mistreatment. Abuse is an inappropriate behavior that results in physical, physiological or financial losses or dangers, both experienced by individuals and groups. The term abuse against children includes acts of physical threat, both directly carried out by parents or other adults to the delivery of basic needs of children.

The Agus santoso (2012-29) WHO defines abuse against children as an act of mistreatment or mistreatment of children in the form of harming $\frac{1}{4}$ physical, emotional, sexual, caring and exploiting for commercial purposes that may or may not jeopardize their health, survival, dignity or development. Violent actions are obtained from people who are responsible, trusted or powerful in protecting the child. Huraerah defines child abuse as intentional actions that cause harm or danger to children physically and emotionally. Then Huraerah (2012:49), defines child abuse as a repetitive physical and emotional injury to children who are dependent, through insistent desires, uncontrollable bodily punishment, permanent degradation and ridicule or sexual abuse, usually carried out by parents or other parties who should care for children.

Based on the description above, it can be concluded that child abuse is defined as an act of mistreatment or mistreatment in children in the form of physical harm

which is characterized by uncontrolled treatments both physically, verbally, emotionally and sexually.

2. Forms of Child Abuse

Huraerah (2012:52-53) said there were four forms of abuse against children, namely:

a. Physical Abuse

Physical abuse occurs when parents or caregivers and child protectors hit children (when children actually need attention). The child will remember the blow if the physical abuse takes place within a certain period. Abuse by someone in the form of injuring a child's body.

b. Emotional Abuse

Emotional abuse occurs when a parent or caregiver and child protector after knowing his child is asking for attention, ignores the child. Parents let children get wet or hungry because they are too busy or don't want to be disturbed at that time. It may neglect the needs of children to be hugged or protected. Children will remember all emotional abuse if the emotional abuse is consistent. Parents who are emotionally cruel to their children will continue to do the same thing throughout the child's life.

c. Verbal Abuse

Verbal abuse in the form of verbal behavior in which the perpetrator carries out communication patterns that contain insults or words that

harass children. The perpetrators usually carry out *mental abuse*, blame, labeling and other treatments that use communication patterns that should not be applied to children. This abuse usually occurs when parents are experiencing uncontrolled emotions so that they emit words or languages that are inappropriate for children to hear, such as the use of “stupid”, “insolent words” and others.

d. Sexual Abuse

Sexual abuse is any act that impses sexual relations, coercion of sexual relations, coercion of sexual relations in a way that is not fair and/or dislike, coercion of sexual relations with other people for commercial purposes and/or certain purposes. Sexual abuse that occurs in children is very inappropriate for example. Sexual abuse in children will obviously affect psychologically and damage the child’s development period. Any form of abuse committed against children can never be justified. But this type of abuse treatment can indeed be distinguished because the indications and impacts on children vary.

Meanwhile, according to Suharto (2016:365-366) forms of abuse committed against children are:

a. *Physical Abuse*

Physical abuse is torture, beating, and abuse of children, with or without the use of certain objects, which cause physical injury or death in children. The shape of the wound can be blisters or bruises due to contact or hardness of blunt objects, such as bite marks, pinches, belts

or rattan. It can also be a burn due to hot gasoline or patterned due to cigarette burns or iron. The location of the wound is usually found in the area of the thighs, arms, mouth, cheeks, chest, abdomen, back, or buttocks. The occurrence of physical abuse against children is generally triggered by the behavior of children who are not liked by their parents, such as naughty children or fussy, crying constantly asking for snacks, defecating or vomiting in places, breaking valuables.

b. *Psychological Abuse*

Psychological abuse includes hindrance, the delivery of harsh and dirty words, showing pornographic books, pictures and films to children. Children who get this treatment generally show symptoms of maladaptive behavior, such as withdrawal, shyness, crying when approached, fear of going out of the house and fear of meeting other people.

c. *Sexual Abuse*

Sexual abuse can take the form of sexual contact treatment between children and larger people (through words, touching visual images, *exhibitionism*), as well as treatment of direct sexual contact between children and adults (*incest*, rape, sexual exploitation).

d. *Social Abuse*

Social abuse can include child neglect and child exploitation. Child neglect is the attitude and treatment of parents who do not give proper attention to the child's growth and development process. For example, children are ostracized, exiled from family, or not given proper education and health care. Child exploitation refers to discriminatory attitudes or ill-treatment of children by a family or community. For example, forcing children to do something for economic, social or political interests without regard to children's rights to get protection in accordance with their physical, psychological or social status.

3. Factors that Influence Child Abuse

According to Suharto (2016:368) factors that influence the occurrence of abuse against children are generally caused by internal factors derived from the child itself as well as external factors derived from the family and community conditions, including:

- a. Children suffer from disability, mental retardation, behavioral disorders, autism, children are too innocent, have a weak temper, children depend on adults, children's ignorance of their rights.
- b. Family poverty, unemployed parents, insufficient income, and many children.
- c. *Broken home* for example divorce, father passed away, father and mother absence for the long term.

- d. Families who are not yet psychologically mature. Ignorance of educating children, parents' expectations are not realistic, *unwanted child*, children born out of wedlock.
- e. Severe illness or mental disorder in one or both parents, for example not able to care for and care for children due to emotional disorders and depression.
- f. Child abandonment history.
- g. Poor social environment conditions, slums, displacement of children's playgrounds, indifference to exploitation, views of children's values that are too low, increasing economic understanding of wages, weak legal instruments, lack of unstable social control mechanisms.

Huraerah (2012:50) argued that abuse against children occurs because of several factors, including those:

- a. Heirs between generations

Many children learn abuse behavior from their parents and when they grow up to become adults children commit acts of abuse against their children as well. Thus violent behavior is inherited from generation to generation.

- b. Social stress

Social stress is caused by various social conditions as the risk of abuse against children increases. This social conditions include: unemployment, illness, poor housing conditions, large family

size from the average, the birth of new babies, disabled people at home, and the death of a family member.

c. Social isolation and lower community involvement

Parents and substitutes for parents who commit abuse against children tend to be socially isolated. Lack of contact with the community makes parents less likely to change parents' behavior in accordance with community values and standards.

d. Family Structure

Certain types of families have increased risk for acts of abuse and neglect of children.

Meanwhile, according to Makarao *et.al*, (2014:199-200) the factors that encourage abuse against children are caused by:

a. Childcare Burden

A wife who does not work, making her bear the burden as a caregiver. When something unexpected happens to a child, the husband will blame the wife for household abuse.

b. Women as Children

The concept of women as property rights for men according to law results in men's freedom to regulate and control all women's rights and obligations. Men feel they have the right to do abuse as a father commits abuse against his child to be orderly.

c. Discrimination and Limitation in the Economic Field

Discrimination and limitation of opportunities for women to work results in (wife) dependence on their husbands, and when the husband loses his job, the wife experiences abuse.

d. Defense of Male Power

Men are considered as the superiority of resources compared to women, so they are able to regulate and control women.

e. Criminal Justice Orientation in Men

The position of a woman as a wife in a household who experiences abuse by her husband is accepted as a violation of the law, so that the resolution of her case is often postponed or closed. The usual reason stated by law enforcement is that there is legal legitimacy for husbands to commit abuse as long as they act in the context of family harmony.

Abdulsyani said that the causes of abuse were more focused on internal and external factors. Internal factors include: the mental disorder experienced by the perpetrator, the emotional condition of the unstable or temperamental offender, the perpetrator as a mental retardant or the perpetrator is in an anomaly or confusion. Whereas the causes of abuse in terms of external factors include: religious factors (poverty, knowledge, understanding, and religious practice), reading and viewing factors or films that display pornography and abuse or sadism. In addition to these factors, there are also important things that can lead to acts of abuse against children in the household, namely legal aspects, in the form *content of law, structure of law, and culture of law* which are not in favor

of children's interests, especially in matters of abuse (Makarao dkk (2014:201).

4. Impact of Abuse on Children

According to Makarao *et,al.* the impact of acts of abuse against children victims of abuse in the household and other spheres can be reviewed from various perspectives, including:

a. Psychological Review

The impact of victims of abuse from psychological reviews that occur on victims can be:

- 1) Isolated.
- 2) Having a feeling of helplessness.
- 3) Always blaming yourself.
- 4) Having low self-esteem is unrealistic and has a resignation.

b. Medical Review

According to the Republic of Indonesia Ministry of Health the impact of abuse on victims of medical abuse resulted in among others:

- 1) Physical Aspects of the Victim
 - a) Death, due to physical abuse, murder and suicide.
 - b) Severe physical trauma, namely bruising, fractures to disability.
 - c) Physical trauma of pregnancy at risk to the mother and fetus (abortion, infection, anemia and so on).
 - d) Injuries to children as victims in the event of abuse.

- e) Unwanted pregnancy due to rape and premature birth.
 - f) Increased risk of pain such as menstrual disorders, urinary tract infections, and digestive disorders.
- 2) Psychic aspect of the victim
- a) Mental disorders such as depression, stress, fear, low self-esteem, chronic fatigue, despair, insomnia, nightmares, sexual dysfunction, eating disorders, alcoholism, isolation and withdrawal from the environment.
 - b) Psychological influence experienced by children due to often seeing acts of abuse experienced by his mother.
- c. Time Review

In general cases of child abuse (sexual abuse and abuse), victims will experience short term impacts and long term impacts, namely:

1) Short term impact

Usually experienced for a short period of days after the event. Generally in the form of physical injury such as injury. Psychologically, the victim usually feels very angry, irritated, feeling guilty, ashamed and humiliated. This emotional disorder usually causes sleeplessness and loss of appetite.

2) Long term impact

Can occur if victims of abuse do not receive adequate treatment and assistance (psychological counseling). The impact arises in the form of negative attitudes or perceptions towards men or towards sex and

can also lead to posttraumatic stress which is usually characterized by typical symptoms such as nightmares or memories of events that appear suddenly that are prolonged. The impact of abuse is directly related to the cause or form of abuse that befalls the victim. An extraordinary event that befell a person may cause trauma to the victim, but may not be for others because each individual is different and unique and has different adaptive abilities (Makarao *et,al.* :202-203).

5. Indicator of Abuse Against Children

In this study abuse against children will be measured based on several indicators that refer to Minimum Service Standard (SPM) in the field of integrated services for children victims of abuse that had been passed through the Ministerial Regulation of Woman Empowerment and Number 1 Child Protection in 2010. As for the definition of each of these indicators is:

a. Complaint Service

- Receive a case complaint from the victim represented by the victim's family.

b. Health Services

- Free medical check-up.

- Results of the health condition of the victim after receiving abuse.
- c. Social Rehabilitation
- Counseling services.
 - Monitoring services.
- d. Legal assistance and law enforcement for children victims of abuse
- Assistance in solving cases for children victims of abuse to obtain justice.

H. Conceptual Definition

The conceptual definition in this study is:

1. Service performance in dealing with abuse against children can be interpreted as the result of a process or activity on a particular function carried out by a person, either as an individual or as a member of a group or agency in a certain period whose results can be enjoyed by themselves or their groups or organizations.
2. Abuse against children is defined as an act of mistreatment or mistreatment in children in the form of physical harm which is characterized by uncontrolled treatments both physically, verbally, emotionally, and sexually.

I. Operational Definition

1. Performance is a manifestation of work that has been produced or carried out by employees, the results are well recorded so that the level of

achievement of the performance that should be and things that happen can be evaluated properly. The following is a table of indicators to measure performance.

Table 2.
Performance Indicator

Objective	Indicator	Parameter
Performance	Quality	<ul style="list-style-type: none"> - Results that are consistent with performance goals. - The ideal way of performing activities or to meet the expected goals of performance.
	Quantity	<ul style="list-style-type: none"> - Amount generated in service. - Number of units produced in service. - Number of cycles generated in service.
	Timeliness	<ul style="list-style-type: none"> - Service is completed according to time. - Service coordination. - Maximize the time available.

2. Abuse against children is defined as an act of mistreatment or mistreatment in children in the form of physical harm which is characterized by uncontrolled treatments both physically, verbally, emotionally, and sexually. To measure performance of the Department of Women's Empowerment and Child Protection in dealing with abuse against children in Mataram City of West Nusa Tenggara in 2017 is presented in the following table.

Table 3.
Indicator of Abuse Against Children

Objective	Indicator	Parameter
Abuse Against Children	Complaint Service	- Receive a case complaint from the victim represented by the victim's family.
	Health services	- Free medical check-up. - Results of the health condition of the victim after receiving abuse.
	Social Rehabilitation	- Counseling services. - Monitoring services.
	Legal assistance and law enforcement for children victims of abuse	- Assistance in solving cases for children victims of abuse to obtain justice.

J. Research Methods

1. Types of Research

The research in writing this thesis is descriptive, that is research that aims to provide the broadest picture/explanation and as clear as possible about the problems examined in the writing of this thesis.

2. Unit Analysis

- a. Object of Research The object in this study is performance of the Department of Women's Empowerment and Child Protection in dealing with abuse against children in Mataram City of West Nusa Tenggara.

b. Interviewees

Resource persons in this study, include:

- 1) The head of the Department of Women's Empowerment and Child Protection in Mataram City namely Dra. Hj. Dewi Mardiana Ariany, MM.
- 2) Section head of Protection for Violence Against Women and Children in Mataram City namely Hj. Erni Suryani, S.Sos., MM.

c. Research Sites

This research was carried out in the Department of Women's Empowerment and Child Protection in Mataram City which is located at Pejanggik Street in the southern ring of Mataram, Mataram City of West Nusa Tenggara.

3. Data Collection Technique

Data collection techniques needed in this study use several methods, among others:

a. Interview Method

The interview method is a method that includes the way a person is used for the purpose of a particular task, trying to get information or an oral position from a respondent by chatting face to face with that person. Interviews are used as data collection techniques to obtain oral information through conversations and face to face with people who can provide information/information and if researchers want to conduct preliminary studies to find problems that must be examined, but also if

the research wants to know things from more in-depth respondents. This data collection technique bases itself on reports about *self-report* or at least on personal knowledge and or beliefs (Sugiyono, 2013:156-164). The purpose of conducting interviews in this study was to obtain information, information and explanations from employees in the Department of Women's Empowerment and Child Protection in Mataram City about the forms of handling children victims of abuse in Mataram City of West Nusa Tenggara.

b. Library Documentation Method

Documentation is a way of collecting data by studying documents, thesis, thesis, daily newspaper, journals and other articles related to the problems discussed in this study.

c. Observation/Observation Method

Observation are made to find out events or events that can be observed in the field. This method of observation/observation involved provides a position for researchers to observe directly in the midst of open research subjects. In the field while making observations, researchers will be better able to understand the context of the data in the overall social situation, so that a holistic or comprehensive view can be obtained (Sugiyono, 2013:165).

4. Data Analysis Technique

Data analysis is done by analyzing data obtained from various sources or information. According to Sugiyono (2013:169), data analysis is:

"The process of systematically searching and compiling data obtained from interviews, field notes and documentation, by organizing data into categories, describing it into units, synthesizing, composing into patterns, choosing which ones are important and which will be studied and make conclusions so that it is easily understood by yourself and others". Thus, the data that has been collected from the results of interviews and literature studies or documentation will be analyzed and interpreted to determine the meaning and meaning, which is then associated with research problems. The collected data is presented in the form of narration and direct quotations from the results of the interview".

Data analysis was carried out throughout the study continuously from the beginning until the study ended. Data analysis is done inductively in the field. Every information obtained is then analyzed in its entirety towards the end of the study. After the data collected from the results of the study then arranged systematically. The data obtained from the research results were analyzed in a qualitative descriptive way. Descriptive analysis is by describing the problem in detail based on data relevant to the object of research. Qualitative analysis, namely by grouping data based on quality and explanation so that it can answer the problems raised in the form of conclusions.