

Situational Analysis on Child and Adolescent Participation and Civic Engagement in Indonesia





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FOREWORD FROM BAPPENAS

The child and adolescents of Indonesia hold the nation's future. There are about 85 million children in Indonesia, of these, adolescents (aged 10-19 years) make up over 46 million¹ – a number that is growing. Adolescents are at the centre of SDGs, but they should also be actively involved as agents of change in their communities. As such, we need to ensure they are heard and treated as equal partners in key planning and decision-making processes. We must remember that the adolescents of today will be the policy makers of 2030.

Adolescent participation in line with several regulations in Indonesia which are President Decree number 36/1990, Law number 23/2002, and Minister of Women Empowerment and Child Protection Law Number 3/2011. To ensure adolescents are indeed part of policymaking, the Government of Indonesia has established a platform for participation from the village to national level, called Forum Anak (Child Forum). These platforms are designed to allow the meaningful empowerment of adolescents to believe in themselves, to build strength through collaboration, and to actively engage in the realization of their rights. Additionally, Forum Anak are involved in "Musrenbang" (public participation in planning and budgeting) to give their voice in development process. However, there are remain many challenges to realize the effective child participation in policy-making process. Thus, there is an important need to assess the effectiveness of these platforms in order to strengthen participation mechanisms and truly fulfill every child and adolescent's rights to participation.

The Situational Analysis on Child and Adolescent Participation and Civic Engagement in Indonesia explores how participation platforms operate in practice, including the legal and policy environment, awareness of participation rights (adults and adolescents), understanding social norms and barriers, analyzing skills and capacities of adults and

adolescents to participate meaningfully. The analysis also identifies best practices and lessons learned of adolescents' participation in the three selected provinces, namely Aceh, East Java, and Papua. Finally, based on the findings from the analysis, it offers a defined framework or diagnostic tool to child, adolescents, policymakers and practitioners alike to help them measure and plan for strengthening key participation domains (civic engagement, empowerment, and decision-making).

We sincerely appreciate Ministry of Women Empowerment and Child Protection, UNICEF Indonesia, Atma Jaya University, and the subnational government representatives from Aceh, East Java, and Papua for all the hard work put into this project. We also express our gratitude to all the child and adolescents who contributed to the success of the publication of this study. Hopefully, these research findings can contribute to strengthening the quality of institutions, systems, and adolescent participation mechanisms to ensure the fulfillment of the rights of children and young people in Indonesia. Furthermore, we need to conduct more innovative and explicit actions to ensure the voice of adolescents can be accommodated in the development process for ensuring the fulfillment of the rights of children and young people in Indonesia.

Woro Srihastuti Sulistyningrum
Director of Family, Women, Children,
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the Republic of Indonesia/Bappenas

¹ Central Bureau of Statistics, 'Population Census Report', Central Bureau of Statistics, Jakarta, 2020

FOREWORD FROM UNICEF

There are almost 85 million children in Indonesia, and adolescents (aged 10-19 years) are 46 million strong in number – and growing. We know that children and young people are directly affected by the decisions made by their parents, communities and government in terms of education, health and employment, but they are often excluded from relevant decision-making processes of which they have every right to be a part. The participation of adolescents in decisions affecting them is a right that is rooted in the Convention on the Rights of the Child, ratified by Indonesia, and reflected in the country's Child Protection Law no 35 from 2014.

Participation contributes to the empowerment of adolescents – to believe in themselves, to develop their skills through collaboration, and to actively engage in the realization of their rights. However, to meaningfully participate, adolescents need safe spaces to form and voice their views and opinions, and strong advocates who support their efforts to influence policy and decision-making processes.

Adolescents have important views on the policies and programmes that shape their lives and communities. When they are engaged as equal partners, they contribute to social change, and in that process, they build better futures for themselves and prosperity for their communities.

This report finds that young people in Indonesia are keener than ever to contribute to their communities and that the country has strong policies in place to support this right, but challenges remain in their implementation. It is critical that investments are made in building capacity of local government officials, parents, teachers, and community and religious leaders to create an enabling environment for adolescents to become active citizens, create solutions and lead change.

I hope that this report will prove useful for policymakers and those working to strengthen adolescent participation in all aspects of life.

Robert Gass
Representative a.i
UNICEF

FOREWORD FROM ATMA JAYA

“I was not asked for my opinion, but I really wished I was asked... we are the ones going to schools, not them”, a girl told me about a meeting she attended where adults in the room did not discuss nor consult her on how children and adolescents should go to school during the floods, despite the fact that they (the children) were the most affected ones. Understanding what strengthens child and adolescent participation in decision-making is something that is key to the development of any country.

In collaboration with UNICEF and BAPPENAS, CSDS Atma Jaya Catholic University of Indonesia conducted the “Situational Analysis on Child and Adolescents Participation and Civic Engagement in Indonesia” to try and shed light on the ways in which existing participation platforms enable adolescents’ ideas and concerns to be raised and discussed. The perceptions and experiences of both adolescents and adults in Aceh, East Java, and Papua produced rich insights on how meaningful participation could be achieved. There are many participation platforms in Indonesia, government-led, faith-based or led by civil society. What these platforms provide at the very least are spaces for girls and boys to explore the best and safest ways to express their ideas and concerns, to help inform decision-making and to work together with adults as equal partners in their communities. Participation contributes to the empowerment of adolescents – to believe in themselves, to build strength through collaboration, and to actively engage in the realization of their rights.

I hope this report helps to start a conversation on how we can **practically** implement adolescents’ right to express their views, and **meaningfully** involve them in making decisions on policies, services and programs affecting their lives, at school and at the community, local and national levels. I would like to thank all of those who were involved in this research, providing valuable inputs and expertise. I hope these findings lead to future policy dialogues to inform inclusive and adolescent-responsive programmes across Indonesia.

Harla Sara Octarra
Lead Author, Atma Jaya University



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EXECUTIVE SUMMARY



There are about 85 million children in Indonesia, and adolescents (aged 10-19 years) make up 46,8 million² – a number that is growing. Adolescent participation rights, at least for those under the age of 18 in accordance with the definition of children, are guaranteed in Republic of Indonesia Law. The Child Protection Law, number 35 Year 2014 Article 56 section 1 states the role of the Government and local government is to ensure children can participate, be free to express opinions and think according to their conscience and religion and express freedom of association and assembly. In addition, the Law goes as far as stating the role of community (*masyarakat*) to provide space for children to participate and express opinions.

² Central Bureau of Statistics, 'Population Census Report', Central Bureau of Statistics, Jakarta, 2020

Participation contributes to the empowerment of adolescents – to believe in themselves, to build strength through collaboration, and to actively engage in the realization of their rights. If adolescents' right to express their views is recognized and taken seriously, it would promote a sense of self-esteem and capacity to make a difference. This can be further strengthened through the collaborative nature of participation.

The key conditions necessary for child and adolescent participation are:

- Enabling environment – existence and interconnections of social actors, structures, policy and regulations that enable participation;
- Meaningful participation (voice, space, audience, influence);
- Availability of different modes of participation (consultative, collaborative, adolescent-led);
- The social ecology of participation (individual, family, institutions, etc.).

The Government of Indonesia has established two key platforms for children and adolescents participation: the *Musyawarah Perencanaan Pembangunan* or "Musrenbang" (public participation in development planning and budgeting) and *Forum Anak* (Child Forum). These platforms are widespread with differing levels of effectiveness. Advocating for strengthened participation platforms and mechanisms has been challenging due to the little evidence available to understand key questions - Is the participation meaningful? and Does it impact adolescent well-being? So far, the data has been collected through online consultations. A recent U-report³ survey with 1,683 respondents showed that only 13% had participated in forums such as

³ According to UNICEF website (10 November 2011), U-Report is a messaging tool that empowers young people around the world to engage with and speak out on issues that matter to them. The data and insights are shared back with communities and connected to policy makers who make decisions that affect young people. U-Report is available via numerous messaging, social media and SMS channels, and even works on a basic mobile phone. Retrieved from: UNICEF, 'Indonesia u-report', <<https://indonesia.ureport.in/opinion/4535/>>, accessed [May 21, 2021]

Musrenbang or *Forum Anak*. The main reasons for adolescents not participating were not knowing how to participate (35%) and never being invited (23%). In addition, only 40% of respondents were aware of these two participation platforms. Their eagerness to participate however is clear with 95% of respondents stating they want to learn about how to participate in decision-making in their communities.

As part of its effort to support the Government of Indonesia's plans to develop a strong adolescent participation programme and technical guidance for line ministries, this strong research piece provides much-needed evidence and analysis on access and quality of participation platforms, bottlenecks and lessons learned.

This report presents examples of how participation platforms operate in practice, awareness of participation rights (adults and adolescents), social norms and barriers, as well as skills and capacities of adults and adolescents to participate meaningfully. The study generated best practices and lessons learned of adolescents' participation in the three selected provinces, namely Aceh, East Java, and Papua.

A key finding is that while adolescent participation has been realized in government-led platforms at the national, subnational, and village level, in religious groups and CSO initiated platforms, the realization comes in differing degrees. Additionally, consultations have been more reported in participation within religious groups and CSO-led platforms, while attendance is more prevalent in government-led platforms.

While policies supporting adolescent participation can be found for *Forum Anak* and their participation in Musrenbang, the reality is no feedback mechanism was in place to ensure adolescents views are being considered. So far, government commitment and capacity to enable adolescents to participate safely in the existing mechanisms has mostly focused on inviting *Forum Anak* to Musrenbang and fund their activities of campaign. *Forum Anak* has been navigating their way through the adult-led platforms in order for their voices to be heard, and CSOs as well as some community leaders have played a significant role in building the adolescents' skills and helping to carry their voices in the meetings.

Adults can be enablers or bottlenecks of adolescent participation, especially if they are parents or teachers. Particularly, this study finds that parents were the first gate for realizing adolescent participation. Capacity building is needed for both adults and adolescents. Respectful attitudes and meaningful engagement with adolescents are the goals for adults willing to enable adolescent participation.

There was awareness among adolescents, CSOs working with children and adolescents, local and provincial government officials and some parents and teachers on the importance of empowering adolescents to speak up and talk about their opinions. Some of best practices of adolescent participation could be found in their civic engagement, such as in dialogues with elders of the tribe or religion. However, for adolescents with disabilities civic engagement was hindered by, among other factors, the overprotection perception that prevent them from interacting in social settings, such as at religious festivals. While noting the potential of civic engagement for participation, the lack of understanding from community members with regards to the potential of people with disabilities sheds light on the challenges of adolescent participation in decision-making processes.

The representative participation, which had been practiced by youth groups showed promising effects, and so is a potential alternative to adolescent engagement with decision makers; it could also provide a safe environment for participation. The existence of spaces for adolescents to express themselves is clearly indicated, however, how the space works for the enablement of meaningful participation of adolescents demands further inquiry.

Finally, the study contributed to developing a framework and checklists as a diagnostic tool to help measure and plan for strengthening key participation domains (civic engagement, empowerment, and decision-making). Meanwhile, recommendations in this report mentions key activities/initiatives in the work plan relevant to UNICEF Indonesia Country Office.

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LIST OF ACRONYMS

BAPPEDA	<i>Badan Perencanaan Pembangunan Daerah / Local Development Planning Agency</i>
BAPPENAS	<i>Badan Perencanaan Pembangunan Nasional / National Development Planning Agency</i>
CRC	Convention of the Rights of the Child
CSDS	Centre Societal Development Studies
CSO	Civil Society Organization
Dinas PPPA	<i>Dinas Pemberdayaan Perempuan dan Perlindungan Anak / Office of Women Empowerment and Child Protection</i>
DVMA	Disadvantaged, Vulnerable and/or Marginalized Adolescent
FA	<i>Forum Anak / Child Forum</i>
FGD	Focus Group Discussion
Juknis	<i>Petunjuk Teknis / Technical Guidance</i>
Kemdagri	<i>Kementerian Dalam Negeri / Ministry of Home Affairs</i>
KII	Key Informant Interview
MAP	Mobile Arts for Peace
MoU	Memorandum of Understandings
MoWECP	Ministry of Women's Empowerment and Child Protection
Musrena	<i>Musrenbang Anak / Musrenbang for Children</i>
Musrenbang	Musyawahar Perencanaan Pembangunan (public participation in development planning and budgeting)
NGO	Non-Government Organization
UN	United Nation
PGD	Participatory Group Discussion
RPJMN	<i>Rencana Pembangunan Jangka Menengah Nasional / National Long-Term Development Planning</i>



1

INTRODUCTION

1.1. BACKGROUND

Child and adolescent participation is a right that is rooted in the UN Convention of the Rights of the Child (CRC). CRC Article 12 section 1 says, “States Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child”. Through General Comment No. 20, the UN Committee on the Rights of the Child extends the implementation of the rights of the child to adolescents. On the right to be heard and to participation, “States should ensure that adolescents are involved in the development, implementation and monitoring of all relevant legislation, policies, services and programs affecting their lives, at school and at the community, local, national and international levels”⁴. Also, “the Committee emphasizes the importance of participation as a means of political and civil engagement through which adolescents can negotiate and advocate for the realization of their rights, and hold States accountable. States should adopt policies to increase opportunities for political participation, which is instrumental in the development of active citizenship”⁵.

The Committee notes the importance of supporting adolescents to form organizations through which they can participate.

Adolescents are defined by the United Nations as those between 10 and 19 years of age⁶. UNICEF defines participation as girls and boys forming and expressing their views to influence matters that concern them directly and indirectly⁷. Participation contributes to the empowerment of adolescents – to believe in themselves, to build strength through collaboration, and to actively engage in the realization of their rights. If adolescents’ right to express their views is recognized and taken seriously, it would promote a sense of self-esteem and capacity to make a difference. This can be further strengthened through the collaborative nature of participation.

4 UN Committee on the Rights of the Child (CRC), General comment No. 20 (2016) on the implementation of the rights of the child during adolescence, para. 23

5 UN Committee, General Comment No. 20, para. 24

6 Report of the Advisory Committee for the International Youth Year, United Nations (A/36/215 annex)

7 Lansdown, G, ‘Conceptual framework for measuring adolescent participation’, UNICEF, Jakarta, 2017

The key conditions necessary for child and adolescent participation are:

- Enabling environment – existence and interconnections of social actors, structures, policy and regulations that enables participation
- Features for meaningful participation (voice, space, audience, influence)⁸
- Availability of different modes of participation (consultative, collaborative, adolescent-led)
- The social ecology of participation (individual, family, institutions, etc.)

There are about 85 million children in Indonesia, and adolescents (aged 10-19 years) make up about 46,8 million⁹. According to National Census of 2020, adolescents make up for 17.35% of the population. The current *Rencana Pembangunan Jangka Menengah Nasional* or RPJMN (National Long-Term Development Planning) 2020-2024 place them as 16 to 19 as part of the youth (*pemuda*) age group and at the heart of strategic development. Youth¹⁰ empowerment is key to sustainable development, as shown in the strategies deployed by the Government of Indonesia in the Roadmap to SDGs 2030.

Adolescent participation rights, at least for those under the age of 18 in accordance with the definition of children, are also guaranteed in Republic of Indonesia Law. The Child Protection Law, number 35 Year 2014 Article 56 section 1 states the role of the government and local government is to ensure children can, among others, participate, be free to express opinions and think according to their conscience and religion and express freedom of association and assembly. In addition, the Law goes as far as stating the role of community (*masyarakat*) to provide space for children to be able to participate and express opinions¹¹.

The Government translates their role to guarantee child participation rights by initiating Child Forum (*Forum Anak*). The Child Forum was founded by the Ministry of Women’s Empowerment and Child Protection (MoWECP) and is regulated under the Ministry Regulation No. 4 of 2011 on

8 Space – that is safe and inclusive opportunity to form and express, voice – an expression of views must be facilitated freely in a medium of choice, the audience – the views must be listened to, and influence – the views must be acted on as appropriate (Lansdown, 2017).

9 Central Bureau of Statistics, ‘Population Census Report’, Central Bureau of Statistics, Jakarta, 2020

10 Defined between 16 and 30 years old according to Law Number 40 Year 2009 on Youth.

11 Article 72 section 3 (h) of the Child Protection Law number 35 year 2014

child participation policy, followed by the Ministry Regulation No. 8 of 2019 on Guidelines for Organizing Children's Forums, and was described by the Ministry as a "forum for fulfilling children's participation rights". Although it is called Child Forum, the members are mostly between the age of 12 and 18 within the adolescent age groups¹².

The Government of Indonesia has established two key platforms for participation: the *Musyawarah Perencanaan Pembangunan* or "Musrenbang" (public participation in development planning and budgeting) and *Forum Anak* (Child Forum). These platforms are widespread with differing levels of effectiveness. Advocating for strengthened participation platforms and mechanisms has been challenging due to the little evidence available to understand the key questions of whether the participation is meaningful and impacts adolescent well-being. So far, the data has been collected through online consultations. A recent U-report¹³ survey with 1,683 respondents showed that only 13% had participated in forums such as Musrenbang or Forum Anak. Their main reasons for not participating were not knowing how to participate (35%) and never being invited (23%). In addition, only 40% of respondents were aware of these two participation platforms. Their eagerness to participate however is clear with 95% of respondents stating they want to learn about how to participate in decision-making in their communities.

As part of its efforts to support the Government of Indonesia's plans to develop a strong adolescent participation programme and technical guidance for line ministries, this strong research piece would provide much-needed evidence and analysis on access and quality of participation platforms, bottlenecks and lessons learned. The scope of the study will include the following:

1. Explore how participation platforms operate in practice, including the legal and policy environment, awareness of participation rights (adults and adolescents), understanding social norms and barriers, analyzing skills and capacities of adults and adolescents to participate meaningfully.
2. Identify best practices and lessons learned of adolescents' participation in the three selected provinces, namely Aceh, East Java, and Papua.
3. Define a framework or diagnostic tool to help measure and plan for strengthening key participation domains (civic engagement, empowerment, and decision-making) building on the findings from the study.
4. Define key activities/initiatives in annual work plans in relevant sections at the UNICEF Indonesia Country Office.

This report intends to present key findings analyzed from both quantitative and qualitative data generated through surveys, discussion groups, and key informant interviews. While the report relies primarily on first-hand data collection, policy documents and literature have also enriched analyses where appropriate. The aim is to make actionable recommendations that could help accelerate efforts to achieve meaningful child and adolescent participation.

1.2. CHILD AND ADOLESCENT PARTICIPATION IN POLICIES

A U-report (2020) survey with 1,683 respondents¹⁴ shows that only 40% were aware of the two participation platforms: Musrenbang and Forum Anak. In addition, only 13% had participated in either platform. The main reasons for not participating were not knowing how to participate (35%) and never being invited (23%). Their eagerness to participate however is clear with 95% of respondents stating they want to learn how to participate in decision-making in their communities¹⁵.

12 e.g. 'Forum Anak Wadah Partisipasi Anak', DP3KB Kabupaten Brebes, 1 November 2017, <<http://dp3kb.brebeskab.go.id/forum-anak-wadah-aspirasi-anak/>>, Yohana, N, 'Komunikasi Partisipasi Forum Anak Dalam Program Pembangunan Kabupaten Layak Anak Di Kabupaten Siak (Studi Kasus Pada Forum Anak Siak)', 2019, <<https://repository.unri.ac.id/jspui/handle/123456789/9579>>

13 According to UNICEF website (10 November 2011), U-Report is a messaging tool that empowers young people around the world to engage with and speak out on issues that matter to them. The data and insights are shared back with communities and connected to policy makers who make decisions that affect young people. U-Report is available via numerous messaging, social media and SMS channels, and even works on a basic mobile phone. Retrieved from: UNICEF, 'Indonesia u-report', <<https://indonesia.ureport.in/opinion/4535/>>, accessed [May 21, 2021]

14 The respondents were U-Reporters. U-Reporters are pre-selected young people who respond to polls, report issues and support child rights. In this report on Strengthening Meaningful Adolescent Participation, about 35% were male, and 65% were women. Most respondents (88%) were between the age of 15 and 24.

15 UNICEF, 'Indonesia u-report', <<https://indonesia.ureport.in/opinion/4535/>>, accessed [21 May 2021]

In the same survey, for children and adolescents who had the experience of participating in a public forum, the most needed support to participate actively in a forum is training for speaking in public, followed by information on how to participate in the forum. This is invaluable information for the MoWECP as the ministry responsible for improving capacity of Forum Anak and their facilitators in the process of Musrenbang ¹⁶.

At national level, the involvement of children and adolescents to influence the development planning processes was conducted in line with the development of RPJMN 2020-2024. It was held as Forum Konsultasi Nasional Anak Indonesia (National Consultation Forum of Indonesian Children) in November 2018, sponsored by UNICEF. The consultation was attended by young people representing 16 provinces which also includes representations of children in need of special protection (e.g. children in conflict with the law, children from minority tribes). The three-day event resulted in 9 Strategic Areas of Concerns, providing some areas of concern with specific recommendations ¹⁷. Again, conduct training or capacity building for children to be able to participate in Musrenbang at both local and national level is one of the specific recommendations made by children. In that consultation forum youth facilitators were also asked about their expectations on children's involvement in the forum, and two of their recommendations echo other reports referenced in this report which are: there should be a monitoring and evaluation mechanism for the recommendations children made to the national consultation forum; and children's recommendations in the forum should be documented (in a book) for all children ¹⁸.

There is a lack of substantial information on how child and adolescent participation works in practice. Studies and evaluations of Forum Anak are filled with lists of the many activities and campaigns Forum Anak have conducted to promote children's rights among their peers or younger children. When it comes to interactions with adults, findings are scattered.

16 Article 8, The Minister of Women Empowerment and Child Protection of the Republic of Indonesia Regulation Number 12 of 2015 on the Guide for Children's Participation in Development Planning

17 The 9 areas of concerns are: children who are not in school and drop outs; child's health status; child marriage; gap in fulfilment and protection of children's rights in emergency setting and 3T regions; child abuse, neglect and exploitation; child caring; behaviour and capacity of children; rights to identity; rights to express opinion and their views listened to.

18 Based on author's (Harla Octarra) report to BAPPENAS and PUSKAPAU for the National Consultation Forum

ACEH

Take for example the following information from a news article about Musrenbang involving children and young people:

In South West Aceh, especially in Gampong Lamkuta, Musrenbang involved youth from three hamlets ¹⁹. The article explains that children are involved in the Musrenbang, but there is no further detail as to how children's participation in the Musrenbang is able to influence the decision-making process.

In Banda Aceh, there is a Musrenbang for women and children which includes those with disabilities called Musrena ²⁰. Musrena is regulated with a Regulation from Banda Aceh's Mayor ²¹, however its aims of becoming a direct communication platform for women, children and the marginalized to develop action plans do not make explicit how children's views should be heard and guarded throughout the process of development planning meetings. The execution of Musrena was intended at village (gampong), sub-district and city level, but this study suggests that in practice the kind of voices that would be considered must fit with the designated government agency's agenda. The filtering of voices is done at each level, from village to city. While adolescents have the opportunity to speak out on issues that concern them, it is not within their power to decide what issues are prioritised ²². The same can be said for Musrenbang, as findings in this study suggest.

Since 2008 Aceh has a Child Protection Law, regulating that every child has the right to be heard and given opportunity to participate in every activity or planning concerning their interests (chapter 12)²³. Child and adolescent participation have again been mentioned in district/city regulations for Child Friendly City/District initiatives, hence the existence of Forum Anak. While at city level the forum existed

19 'Gampong Lamkuta Gelar Musrenbang Desa TA 2021', Acehportal.com, 16 January 2021, <<https://www.acehportal.com/news/gampong-lamkuta-gelar-musrenbang-desata-2021/index.html>>

20 'Bappeda Kota Banda Aceh Gelar Rakor Musrena', Info publik, 4 february 2021, <<https://infopublik.id/kategori/nusantara/508133/bappeda-kota-banda-aceh-gelar-rakor-musrena#>>

21 Indonesia, Banda Aceh Mayor Regulation Number 52 of 2018 on Guidelines for the Implementation of the Deliberation on the Action Plan for Women and Children on Guidelines for The Implementation of The Deliberation on The Action Plan for Women and Children

22 Balai Inong, which is a group of women who participates in Musrena, also reported they themselves did not know whether their proposal was accepted or not

23 Indonesia, Qanun Number 11 of 2008 on Child Protection

despite the nature of its participation, at village level the forum did not exist or was uneasy to find.

PAPUA

Based on findings of data collection and information obtained through google search, there are not many regulations in Papua related to children's participation. Findings from the field only found a Decree on the establishment of a Child Forum in the Keerom District. Reportedly, from 2017-2019 there were 18 Child Forum developed that had a Decree. Although the activities of the Child Forums now are unknown.

In addition, there are several Memorandum of Understandings (MoU) between the Office of Women's Empowerment and Child Protection and several related agencies (registrations, health, communications, education, libraries, and transport) on the fulfillment of children's rights. However, the MoUs do not explain or regulate children's participation.

Based on google search, for Papua Province, there is only Manokwari District Regulation Number 2 of 2017 on Child Protection in Merauke District. Articles 6 and 7 states that children have the right to express their opinions. However, there is no further explanation regarding the mechanism for children to express their opinions.

EAST JAVA

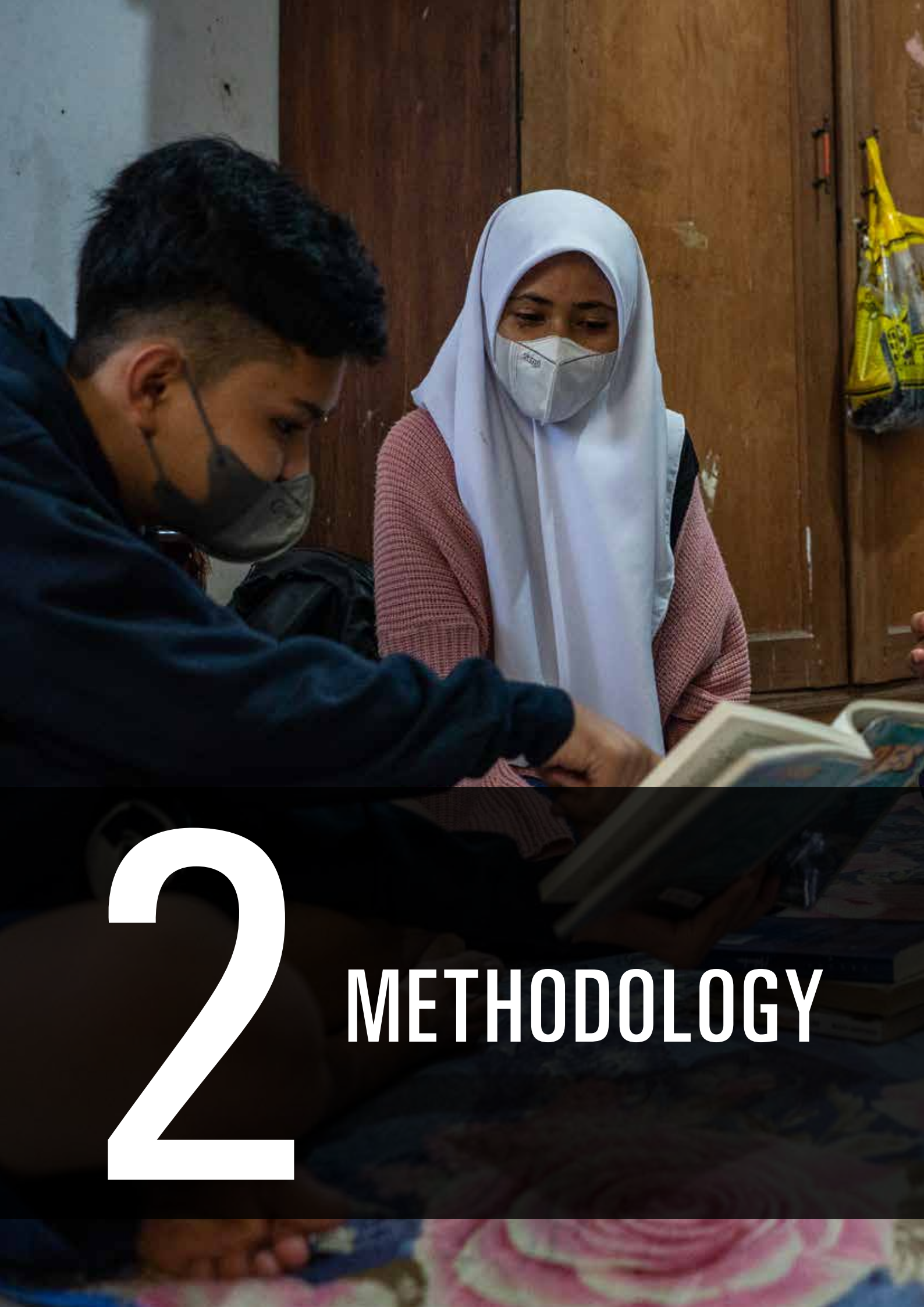
At the provincial level, in 2014 the Regulation of the Province of East Java No. 2 of a Child Protection Implementation System, Article 3 (d) explains respect for children's opinions. In Chapter 5, the second part (article 19) regulates the participation of children. However, the mechanism for participation is still not explained in this regulation. This participation mechanism is then regulated in East Java Governor Regulation Number 33 of 2018 on Implementation Regulations of East Java Province Regional Regulation No. 2 of 2014 on Child Protection Implementation Systems in articles 14-16 regulating mechanisms to facilitate children's participation.

At the city level, there are several regulations regarding children's participation. In 2011, there was the Surabaya City Regional Regulation Number 6 of



2011 on Implementation of Child Protection. Chapter VII concerning the Child Participation Forum (article 21) stipulates that local governments should facilitate children's participation. In 2019, the Mayor of Surabaya issued the Decree of the Mayor of Surabaya Number 188.45/6/436.1.2/2019 on Establishment of a Public Participation Communication Forum for the Welfare of Women and Children in the City of Surabaya. This Public Participation Communication Forum has not yet involved children as members. In 2020 there is a Decree of the Mayor of Surabaya Number 100.45/48/436.1.2/2020 on Surabaya City Children's Participation Forum. This Decree regulates the roles and functions of the Children's Participation Forum. The decree does not explain who is included in the children's participation forum.

In Tulungagung District, in 2017 the Tulungagung District Regulation Number 23 of 2017 on Child Protection Implementation System. Article 3 (d) states that respect for children's opinions is one of the basic principles in the child protection system. In chapter V, the second part explains about children's participation (article 19). This article explains more about the form of children's participation. Meanwhile, the mechanism for children's participation is regulated in the Regent's Regulation. The Regent's Regulation, as intended in Article 19, was not found during the study.



2

METHODOLOGY

2.1. INSTRUMENTS

The development of instruments was primarily based on UNICEF’s Conceptual Framework for Measuring Adolescent Participation and existing participatory group discussion instruments that the researchers have used in other research with adolescents. Adaptation of the existing instruments were made to fit online and offline data collection settings. The survey questionnaire, interview schedules, and Participatory Group Discussion (PGD) instruments complement one another to generate information about adolescent civic engagement, empowerment, decision-making, and enabling environment.

Since this study aims to understand complex situations surrounding adolescent participation, qualitative approach is best suited. Exercising a participatory approach in data collection enables researcher/data collectors and participants to better understand the complex experiences and perceptions related to child and adolescent participation (see Sammon et al., 2013). The study thus employed consultations with field coordinators and data collectors on site selection, selection of specific participant groups in each province, and also on applying which PGD instruments would be used. For the latter, the field coordinators and data collectors were first trained with the instruments and coached during data collection process.

To allow for convenient data collection, the study provided alternative PGD instruments to ask the same questions. The instruments are different in instructions/use of case examples but serve the same objectives. In summary there are two groups of PGD instruments. The first are Yes, No, Maybe; Comic Strip Dialogue; and Storymaking which aims to generate information around civic engagement, empowerment, and decision-making. Meanwhile the second group consists of Our Challenge, Our Solution; Problems and Opportunities; and Identifying Resources which aim to elicit information about enabling environment. The intention was for each PGD to use two activities every time, one from each group. In practice, when using one instrument, the data collected was not limited to the said topics. Having the alternatives was akin to having a toolbox, which was useful for data collectors to adapt to the needs of participants.



SURVEY QUESTIONNAIRE

The questionnaire has 69 questions. It was intended to identify experiences and perceptions of adolescent non-members of Child Forum (Forum Anak) regarding child and adolescent participation in decision-making, participation platforms that adolescents participated in, skills developed by adolescents through participating in these platforms, other benefits of accessing these platforms.

Data from the survey will provide information on how adolescents participate in decision-making when solving problems within their communities. The survey will also provide data on adolescents’ self-efficacy, motivation and willingness to participate in solving neighborhood issues, as well as adolescents’ perceptions on their knowledge and skills in solving neighborhood issues.



KEY INFORMANT INTERVIEWS (KIIS): INTERVIEW SCHEDULE

The KIIs were intended to obtain information including, but not limited to: the availability of child and adolescent modes of participation; cultural or social practices that support or hinder adolescent participation; activities and awareness-raising programmes implemented to promote adolescent participation; the challenges for adolescents to participate in Forum Anak or other participation platforms.



CASE STUDY: ANALYSIS OF INTERVIEWS AND DISCUSSION TRANSCRIPTS, AND DOCUMENTS REVIEW

Three case studies highlighted lessons learned in each province: Aceh, East Java, and Papua. Case studies were drawn from the data of KIIs and Participatory Group Discussion (PGD)s methodically. The case study from Aceh focuses on the challenges of participation of adolescents with disabilities, while the case study from East Java focuses on active participation of adolescents despite the lack of enabling environment. The Papua case study focuses on insights of adolescent problems in their communities.

PARTICIPATORY GROUP DISCUSSION: INSTRUMENTS AIMING TO GENERATE INFORMATION AROUND CIVIC ENGAGEMENT, EMPOWERMENT, AND DECISION-MAKING.



PARTICIPATORY GROUP DISCUSSION: YES, NO, MAYBE²⁴

The instrument contains paraphrased or anonymous direct quotations from members of Forum Anak, its facilitator and child rights activist. This instrument has two versions, one is for members of Forum Anak, and the other is for non-members. For the latter, quotations were paraphrased so participants could still relate to the statement.



PARTICIPATORY GROUP DISCUSSION: COMIC STRIP DIALOGUE²⁵

The instrument uses a two-part comic booklet about a student wanting to participate in a school event. With an unfinished storyline, the hope is to create dialogue on what meaningful participation is and how the environment should enable it.



PARTICIPATORY GROUP DISCUSSION: STORYMAKING²⁶

The activity asks participants to use quotes about participation to prompt reflection and discussion.

²⁴ CSDS developed this activity with inspirations from “Across the Room” activity of the Mobile Arts for Peace (MAP) Manual (2018), and quotations are quoted from the following reports: Leksana, Grace, ‘Study on child friendly city: Cooperation mechanism and child participation, and applicability of indicators’ [unpublished report], UNICEF, Jakarta, 2011

Mobile Arts for Peace, ‘Scoping Visit to Indonesia’ [Discussion transcripts]. Unika Atma Jaya, Jakarta, 2019

²⁵ Octarra, Harla S., & Nurpatricia, Nicolas I., ‘Child Protection Policy Review’, Yayasan Sayangi Tunas Cilik, Jakarta, 2019

²⁶ Rights to reproduce and alter, and to use the comic booklet for this study has been given by MAP Research Project Indonesia, Unika Atma Jaya Jakarta, 2021

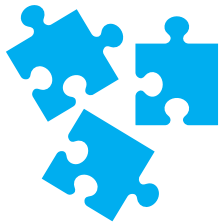
²⁶ CSDS developed this activity with inspirations from “Cerita Kepemimpinan” Activity Card of UNICEF’s Adolescent Kit for Expression and Innovation: UNICEF, ‘What is The Adolescents Kit’, <<https://www.adolescentkit.org/>>, accessed [20 May 2021]

PARTICIPATORY GROUP DISCUSSION: INSTRUMENTS AIMING TO GENERATE INFORMATION AROUND ENABLING ENVIRONMENT.



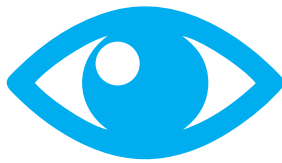
PARTICIPATORY GROUP DISCUSSION: OUR CHALLENGE, OUR SOLUTION²⁷

It is a follow-on activity from either Yes, No, Maybe; Comic Dialogue or Storymaking. Participants choose one challenge of Forum Anak or Musrenbang to be explored.



PARTICIPATORY GROUP DISCUSSION: PROBLEMS AND OPPORTUNITIES²⁸

It is a follow-on activity from either Yes, No, Maybe; Comic Dialogue or Storymaking. The aim is to identify problems, support, and opportunities for adolescent participation



PARTICIPATORY GROUP DISCUSSION: IDENTIFYING RESOURCES²⁹

It is a follow-on activity from either Yes, No, Maybe; Comic Strip Dialogue or Storymaking. The participants are asked to identify self-asset and resources: key community members, spaces, etc., for enabling meaningful participation.



27 CSDS developed this activity with inspirations from “Tantangan Kita, Solusi Kita” Activity Cards of UNICEF’s Adolescent Kit for Expression and Innovation: UNICEF, ‘What is The Adolescents Kit’, <<https://www.adolescentkit.org/>>, accessed [20 May 2021]. Adolescents’ quotations are from: Mobile Arts for Peace, ‘Scoping Visit to Indonesia’ [Discussion transcripts]. Unika Atma Jaya, Jakarta, 2019

28 CSDS developed this activity with inspirations from “Membuat Format Masalah dan Kesempatan” Activity Cards of UNICEF’s Adolescent Kit for Expression and Innovation: UNICEF, ‘What is The Adolescents Kit’, <<https://www.adolescentkit.org/>>, accessed [20 May 2021].

29 CSDS developed this activity with inspirations from “Community Asset Mapping” activity of the Mobile Arts for Peace (MAP) Manual (2018), and from “Dialog Komunitas” Activity Cards of UNICEF’s Adolescent Kit for Expression and Innovation: UNICEF, ‘What is The Adolescents Kit’, <<https://www.adolescentkit.org/>>, accessed [20 May 2021].

2.2. SAMPLES



This study focused on three provinces, namely Aceh, East Java, and Papua. The locations were selected based on a comparison of three indicators: composite index for child wellbeing, GDP capacity, and fiscal capacity of each UNICEF focus provinces. Two programmatic indicators including school enrolment rate and child marriage prevalence were also considered in the selection process. The study aims to look at the implementation challenges and good practices in different locations across the country, therefore, its approach is exploration and identification, and in doing so comparing provinces was not pursued. Instead, the selection of locations allowed deeper exploration and identification using diagnostic tools the study has developed. Contextualities of each location have enriched findings in order to provide practical recommendations on ways in which participatory approaches can be applied to study adolescent participation. In each province, data collection aimed at somewhat equal representations of urban and rural areas. The categorisation of urban and rural areas covered in this study is summarised in the following box. Please advise these are not strict definitions, instead they are presented to help understand areas in the study:

URBAN (BANDA ACEH CITY, SURABAYA CITY, JAYAPURA CITY AND SENTANI SUB-DISTRICT)	RURAL (ACEH BESAR DISTRICT, TULUNGAGUNG DISTRICT, TABLASUPA VILLAGE AND KEEROM DISTRICT)
<ul style="list-style-type: none"> • Relatively dense areas surrounding the nearby city, where more people engage in nonagricultural jobs, such as shopkeeper and bank teller. • The areas are also in close proximity with economic centers such as public market and banks. • The areas are also populated with domestic migrants, among others. 	<ul style="list-style-type: none"> • A smaller population in comparison to aerial size. • A mostly homogenous society in terms of livelihood, such as farming and fisheries. • Life systems are generally grouped and based on kinship, thus the relationship between community members is close and friendly. • Problem solving is generally done collectively or gotong royong is applied (communal work, such as villagers working together building one villager's house).

2.3. DATA COLLECTION

DESK REVIEW

Prior to primary data collection, the team undertook a desk review. The desk review aimed to give an overview of the current situation of child and adolescent participation in Indonesia. It drew on useful information from available sources such as from UNICEF, MoWECP and BAPPENAS literature, NGOs reports, and other documents found online. The scope of the review did not encompass all materials of these subjects in depth, rather, the objective was to focus more firmly on highlighting what type of information on child and adolescent participation was available. This helped to identify the platforms that aimed to engage children and adolescents in public decision-making and provided recommendations on how to ensure they are meaningfully participating in these processes.

QUANTITATIVE DATA: SURVEY

The survey was intended to identify experiences and perceptions of adolescents who are not members of Forum Anak regarding; child and adolescent participation in decision-making; adolescent participation platforms that adolescents have participated in; skills and development that adolescents gain from the adolescent participation platform; and the benefits of joining the adolescent participation platforms. The participants of the survey were adolescents aged 10-19 years, girls and boys, with or without disabilities, who were not (or are no longer) members of Forum Anak but likely to be a member of other adolescent/youth groups. A convenience non-random technique was applied in this survey, and up to 191 adolescents (Aceh= 61; East Java= 60; Papua= 70) with equal representation from urban and rural areas participated in this survey. In the study design, the CSDS research team recommended 60 participants for each province or 30 participants in each sub-group (urban and rural). In the study design, the CSDS research team recommended 60 participants for each province or 30 participants in each sub-group (urban and rural). The data collection attempted to achieve gender-balanced participation: distributing the questionnaires to a balanced number of girls and boys, however, from those distributed not all returned the questionnaires. The recommendation

was made for several reasons, first this study was a descriptive study that attempted to provide an overview of adolescents' perception on their participation and civic engagement, as well as the enabling environment that supports adolescent participation. As such, the study was not meant to paint a picture of representation of all adolescents in the three provinces. Second, restricted movement and a limited time frame due to the pandemic demanded that resources were used to support best possible data collection and analyses to address the goals of the study. As a consequence, descriptive statistical analyses was applied (i.e., frequency count, frequency distribution, and mode) without a significance test. The CSDS team is confident to regard the number of survey participants were appropriate ³⁰.

Prior to filling out the questionnaire, each participant received a one-page information sheet and a brief explanation from data collectors regarding the purpose of the survey. Once they had agreed to participate, they ticked a question box in Google form/paper questionnaire which led to the survey questions. In order to ensure anonymity, only initials were required in the survey, and for reimbursement of transport/mobile data which required personal information, a separate form was used. Paper questionnaires were then exported by data collectors or CSDS team to google form, and the data is stored in restricted access Google Forms and Drive, only researchers of CSDS can access them.

The questionnaire was developed by the CSDS team based on UNICEF's Conceptual Framework for Meaningful Participation and draft Adolescent Participation questionnaire ³¹. The questionnaire covers all three key participation domains, which are civic engagement, empowerment, and decision-making. For the purpose of this study, the CSDS team selected and translated relevant items and added questions relating to capacity building and membership of adolescents/youth organization. In total there are 69 questions in the questionnaire. In reference to compliance with the COVID-19 health protocol regulations, the questionnaire was mainly

³⁰ The CSDS decision as researchers may be referenced to the following article "Many Participants for Quantitative Usability Studies: A Summary of Sample-Size Recommendations" by M. Budiuh and K. Moran. Retrieved from: <https://www.nngroup.com/articles/summary-quant-sample-sizes/>

³¹ The Questionnaire provided by UNICEF Indonesia has only been used as inspiration and lessons learned from the cognitive testing of the tools that was conducted in 2019. CSDS has developed instruments based on UNICEF's Conceptual Framework for Meaningful Participation.

distributed online using the google form application, with an exception for some collected offline in Aceh and Papua.

QUALITATIVE DATA: KEY INFORMANT INTERVIEWS (KII) AND PARTICIPATORY GROUP DISCUSSION (PGD)

A series of Key Informant Interviews (KIIs) and Participatory Group Discussion (PGDs) were conducted and audio/video recordings and note taking during activities were made. The KIIs were intended to obtain information including, but not limited to: the availability of child and adolescent modes of participation; cultural or social practices that hinder adolescent participation; activities and awareness-raising programmes implemented to promote adolescent participation. The participants of KII were government officials, a mix of provincial and municipal/districts representing agencies working in Child Protection, Development Planning, and Youth Empowerment. In total from the three provinces, there were 21 local government officials involved in the KIIs. An interview schedule was developed and used in data collection, however, as the data collection was ongoing, modification of questions was done to generate relevant information from relevant people. As a result, KIIs were also conducted with CSOs and local community leaders in Aceh and Papua.

The PGD was intended to identify understandings about adolescent participation, adolescent participation platforms, enabling environment and the social ecology of participation, adolescent participation skills, and capacity development programmes, as well as the benefits and challenges of participating in these platforms. A series of PGDs were carried out with a group of (1) adolescents (age 10-19 years), (2) parents and local community/religious leaders, and (3) local CSO. For each participant group, the PGD applied activities adapted from UNICEF Adolescent Toolkit and Mobile Arts for Peace (MAP) research tools. Both tools have been used with different adolescent groups and have generated rich and relevant findings on adolescent participation. There were three PGDs with adolescents aged 10-19 years planned, namely (1) PGD with adolescent members of Forum Anak; (2) PGD with an adolescent non-member of

Forum Anak; and (3) PGD with adolescents with marginalized/different abilities. This third group falls into the definition of disadvantaged, vulnerable and/or marginalized adolescents (DVMAs): individuals aged 10–19, who are excluded from social, economic and/or educational opportunities enjoyed by other adolescents in their community due to numerous factors beyond their control. These include factors at the social level (such as economic inequality, violence, stigma, racism, migration), family level (including neglect and abuse) and individual level (e.g. disability, ethnicity). DVMAs include adolescents who are immigrants or refugees; sexual minorities; orphans; adolescents who are incarcerated; adolescents who have run away or been turned out of their homes following neglect and/or abuse; adolescents who are trafficked; and those who belong to a stigmatized indigenous, ethnic, tribal or religious groups³². Based on this definition, adolescents from minority religions who reported experiences of discrimination can be put into the marginalized group for the purpose of this study.

In total 141 adolescents aged 10-19 years from the three provinces participated in Participatory Group Discussions (PGD). In addition, 87 parents/local community leaders and staff of Civil Society Organizations (CSO) from the three provinces participated in PGDs or FGDs. Balanced perspectives were applied concerning selection of PGD participants, including gender, management and members of Forum Anak, and roles within community. Prior to the PGDs, each participant received a one-page information sheet in writing and/or explanation from data collectors regarding the purpose of the study. Once they had agreed to participate and all of their questions were satisfied, they gave oral consent. In order to ensure anonymity, only initials were used in transcripts. Discussion notes, recordings and transcripts are stored in restricted access Google Forms and Drive, only researchers of CSDS and data collectors can access them.

The following table presents the number of participants in the study based on data collection method and location of the study. Out of the 191 adolescents as survey respondents, 105 (54.97%) are girls, 82 (42.93%) are boys and 4 (2.1%) chose not to disclose their sex.

³² Page 1 of Auerswald, C.L, Piatt, A.A., Mirzazadeh, A. 'Research with Disadvantaged, Vulnerable and/or Marginalized Adolescents', Innocenti Research Brief 2017, vol. 6, no. 4, UNICEF Office of Research, 2017

TABLE 1: NUMBER OF PARTICIPANTS

DATA COLLECTION METHODS	ACEH		EAST JAVA		PAPUA	
	Urban	Rural	Urban	Rural	Urban	Rural
Key Informant Interviews (KIIs) with Government Officials	7 (5 provincial office & 2 city office)		7 (4 provincial office & 3 district office)		7 (3 provincial office & 4 district office)	
KIIs with CSOs	1	n/a	2			
KII with local community leader	2	n/a	n/a	3	1	
Adolescent surveys	32	29	29	31	40	30
1 PGD with adolescent members of Child Forum	17 (2 groups)	8	7	8	9 (2 groups)	8
1 PGD with adolescent non-members of Child Forum	8	6	8	8	7	8
1 PGD with marginalized adolescents	8*	n/a	8**	8***	7****	8****
1 PGD or FGD with CSOs	8	4	7	8	6	7
1 PGD or FGD with local community members/leaders	8	8	7	8	8	8
TOTAL NUMBER OF PARTICIPANTS	146 participants		144 participants		159 participants	

*of minority religion; adolescents who reported they experienced discrimination due to their religion

**with disabilities, street connected adolescents, dropped-out of school

***with disabilities, of migrant parents, and from secluded villages difficult to access

**** out of school adolescents

In relation to the age of the PGD participants, the data in the table shows that most of the participants are between 15-17 years old

TABLE 2: NUMBER OF ADOLESCENTS PARTICIPANT BY AGE

	AGE GROUP	ACEH		EAST JAVA		PAPUA	
		Urban	Rural	Urban	Rural	Urban	Rural
1 PGD with adolescent members of Child Forum	10-14 y.o	1	1	1	-	-	2
	15-19 y.o	16	7	5	8	8	6
	20-24 y.o	-	-	-	-	1	-
1 PGD with adolescent non-members of Child Forum	10-14 y.o	3	-	-	-	3	3
	15-19 y.o	5	6	3	8	4	5
	20-24 y.o	-	-	6	-	-	-
1 PGD with marginalized adolescents	10-14 y.o	1	-	2	-	-	-
	15-19 y.o	7	-	6	9	5	7
	20-24 y.o	-	-	-	-	-	1

From 140 adolescents as Participatory Group Discussion (PGD) participants, 75 (53.57%) are girls and 65 (46.42%) are boys. The table below showed the number of PGD participants based on gender and age from the three provinces.

TABLE 3: NUMBER OF ADOLESCENT PARTICIPANTS BY GENDER

	GENDER	ACEH		EAST JAVA		PAPUA	
		Urban	Rural	Urban	Rural	Urban	Rural
1 PGD with adolescent members of Child Forum	Boys	9	4	1	4	1	1
	Girls	8	4	5	4	8	7
1 PGD with adolescent non-members of Child Forum	Boys	4	2	4	4	4	3
	Girls	4	4	5	4	3	5
1 PGD with marginalized adolescents	Boys	4	-	5	4	4	7
	Girls	4	-	3	5	1	1

2.4. DATA ANALYSIS

Quantitative data. All data collected from the field was entered, cleaned, and analyzed statistically, and descriptive analysis presented in tables and graphs. For quantitative data, analysis of demographic data is carried out, as well as the three domains of adolescents’ participation, namely civic engagement, empowerment and decision-making. Data analysis of these three domains was also carried out on the bases of provinces, rural-urban areas and gender differences.

Qualitative data. The analysis approach for qualitative data in this report adopted the Framework Method³³. This allows in-depth analyses of key themes but maintains the views of each research participant connected to other aspects of their account within the matrix so that the context of the individual’s views is not lost (Gale et al., 2013, p.2). As a systematic approach, the Framework Method starts with transcription and is followed by familiarization with the interview or discussion conducted. Familiarization was done by reading the whole transcript and occasionally referring to local data collectors’ or researchers’ field notes, and then re-listening to the recording. The process of transcription and assessing quality of data was done intermittently during the data collection process, thus providing an opportunity to adapt tools and areas of inquiry.

Following the completion of all qualitative data collection and transcriptions, coding was done manually and then quotations were grouped into a working framework that was developed in the

inception report. The framework was developed from the conceptual framework and research objectives of this study. Charting data into the matrix or spreadsheet was done carefully without intention to alter meanings or reduce the data. This step was followed by interpretations where contextualities and differences between data were found. Due to time constraints, interpretations were almost simultaneous with the charting of data.

Quantitative and qualitative data obtained from this study are mutually supportive evidence in describing platforms for adolescent participation, obstacles in implementing adolescent participation as well as lesson learned that can be taken as references in implementing adolescent participation in the future. The data obtained also provides an illustration of how various participation platforms are implemented. This includes such factors as the legal and policy tools that are at the foundation of the platforms, awareness of adolescent rights to participate, existing barriers related to social norms in society, as well as the capacities of adolescents and adults to participate meaningfully. The results of this study are also used as evidence regarding the practice of implementing meaningful adolescent participation at the sub-national level of the provinces that are priorities in this study (Aceh, East Java and Papua). The result of data analysis from this study is also used as a framework or diagnostic tool to measure and plan the strengthening of the three key domains of adolescent participation, namely civic engagement, empowerment and decision-making.

³³ developed by Jane Ritchie and Liz Spencer, from the Qualitative Research Unit at the National Centre for Social Research in the United Kingdom (Gale et al., 2013).

2.5. STUDY LIMITATIONS

Due to COVID-19 restrictions, primary data collection was planned to be conducted online. Trainings, monitoring as well as guidebooks were provided by researchers to local data collectors. However, as ongoing data collection took place and COVID-19 restrictions loosened in some locations, offline data collection was preferred by some participants. Many local government officials preferred face-to-face interviews, as with local leaders, which resulted in an extended data collection as data collectors required travel time. The survey was extensive and offline surveys proved to be time consuming leading to some incoherencies when local data collectors submitted data online. Where possible this was addressed by adding more surveys offline and online with researchers contacting potential respondents prior to sharing the link to the e-form survey. The situation contributed to the extended time for data collection, from two weeks to one month. While the word *community* is used in this report's statistical analyses of the questionnaire, the Bahasa Indonesia questionnaire used the word *lingkungan* (literal translation in English is Environment or Neighborhood) instead of *komunitas*, which is the literal translation of community. The word *komunitas* is not easily understood in the context of this study.

The participatory research instruments developed for this study were not used in some discussions with local community members and CSOs. The decision was made by local data collectors and researchers to adhere to common practice of data mining in certain localities. Consequently, instead of applying PGD, a common FGD was facilitated by local data collectors.

In Aceh, adolescents with disabilities were selected by the local data collectors and research team to represent marginal groups. In Aceh media, the marginal groups often mentioned are people with disabilities, transgender, scavengers, fishermen, and women³⁴. Adolescents with disabilities were identified but not able to be interviewed due to their

parents refusing permission. While marginalized adolescents were not easy to find, for urban representation adolescents belonging to one minority religion in Banda Aceh were selected and PGD was facilitated by researchers online. This group of adolescents reported in the PGD their experience of discrimination due to religion and how their conduct was immediately a judgement of their religion. For example, despite classmates offering the same opinion about class scheduling, a teacher chose to refer and listen to the student from the majority religion saying the same thing.

As both quantitative and qualitative data are derived from the subjective responses of individuals based on their experiences as an individual and a group, this may affect their own assessment towards participation and consequently the overall study. Where possible this was addressed through the complementary desk review and additional data collection with other participants. A *snowballing* technique was applied, where after a certain KII or PGD, local data collectors will follow up to interview identified resource persons to enrich data. Using this approach, the data was mined to help confirm both survey questionnaire responses and interviews/discussion notes.

The synthesized analysis and findings of the qualitative data of the three provinces were presented through emerging themes around perceptions on adolescent participation, the participation platforms, contextual enablers and barriers for child and adolescent participation, and decision-making. Where relevant, sign-posting with survey data was made. Since comparison was not sought between the provinces, the findings should be interpreted cautiously in view of the limitations noted above.

34 E.g. 'Peduli Kaum Marginal, PKBI Aceh Dampingi Perempuan di Desa Kuta Simbuling', rri.co.id, March 2021, <<https://rri.co.id/banda-aceh/ragam/1005724/peduli-kaum-marginal-pkbi-aceh-dampingi-perempuan-di-desa-kuta-simbuling>>; 'KIP Fasilitasi Pertemuan Parpol dan Kelompok Marginal', Komisi Independen Pemilihan Kota Banda Aceh, 5 April 2014, <<https://kip.bandaacehkota.go.id/kip-fasilitasi-pertemuan-parpol-dan-kelompok-marginal/>>; 'Tampung Aspirasi Kaum Marjinal, Bappeda Aceh Hadirkan Penyandang Disabilitas Sebagai Narasumber', Bappeda Aceh Prov.co.id, <<https://bappeda.acehprov.go.id/berita/detail/132-tampung-aspirasi-kaum-marjinal-bappeda-aceh-hadirkan-penyandang-disabilitas-sebagai-narasumber>>; 'Sosialisasi Pada Kelompok Marjinal Diintensifkan', Kompas.id, 23 March 2019, <<https://www.kompas.id/baca/utama/2019/03/23/sosialisasi-pada-kelompok-marjinal-diintensifkan/>>



3

KEY FINDINGS

3.1. ADOLESCENT PARTICIPATION SURVEY

This section is an overview of the survey results of the six domains: civic engagement, self-efficacy, opportunities: connectedness and influence, motivation, decision-making: feedback and motivation, capacity building.

KEY MESSAGES:

The adolescent survey suggests:

- Boys and girls in urban or rural areas mostly felt that it is important to participate in many activities in their environment (e.g. communal work/ gotong royong, Musrenbang, etc.).
- Most boys and girls, in both urban and rural areas, wanted to be more thoroughly consulted in decision-making on matters affecting them.
- The number of girls and boys responding on each indicator is almost the same. Occasionally, proportions rather than the number of individuals or responses (n) are used to compare descriptively between girls and boys, urban and rural. For example, in Civic Engagement, out of 33 respondents who answered “Yes” to the statement ‘Had been asked their opinion by a community leader (e.g.: Ketua RT/RW or neighborhood leader, Lurah or urban village leader) about a problem in their community’, 60.61% (n=20) were girls and 39.39% (n=13) were boys.
- Similarly, frequency of responses between urban and rural respondents is almost the same. However, there is an interesting finding for Opportunities. Compared to urban respondents, more rural respondents reported that there are adults who support them, they feel valued and that they are an important part of their environment, and that they could influence others. These results are not only reflected in the home environment, but also in the school and the community.



IN GENERAL: CIVIC ENGAGEMENT

In civic engagement, the discussion will focus on two questions, namely whether children and adolescents are asked for their opinion by the local government regarding issues that exist in their environment and whether children and adolescents have attended meetings that discuss problems in the community (such as musrenbang, community discussions, etc.).

The result of this study shows that only 29.32% (n=56) adolescents said “Yes” to the question “Have you attended any public meeting in which there was a discussion of community affairs?” Adolescents in rural areas who answered “Yes” were 58.93% (33 out of 56) and in the urban areas were 41.07% (23 out of 56).

HAVE YOU ATTENDED ANY PUBLIC MEETING IN WHICH THERE WAS A DISCUSSION OF COMMUNITY AFFAIRS?

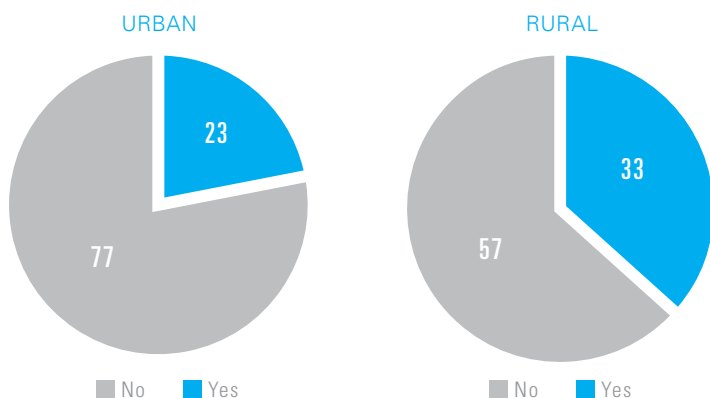


FIGURE 1: ADOLESCENT WHO ATTENDED ANY PUBLIC MEETING IN WHICH THERE WAS A DISCUSSION OF COMMUNITY AFFAIRS BY URBAN-RURAL

By gender differences, the proportion of girls who said Yes to the question is 51.79% (29 out of 56), while the proportion of boys is 48.21% (27 out of 56).

One of the important questions relevant to adolescents' civic engagement is whether community leaders ask their opinion about a community issue. The frequency of urban and rural respondents answering "Yes" to this question is 45.45% (15 out of 33) for Urban, and 54.55% (18 out of 33) for Rural. Based on gender differences, there were 60.61% (20 out of 33) Girls and 39.39% (13 out of 33) Boys.

IN GENERAL: SELF-EFFICACY

Self-efficacy refers to **an individual's belief in his or her capacity to execute behaviours necessary to produce specific performance attainments** (Bandura, 1977, 1986, 1997).

For the section on self-efficacy, the score obtained is the total score of six Likert scale questions with four alternative answers from strongly disagree to strongly agree. Strongly disagree is scored 1, disagree is scored 2, agree is scored 3, and strongly agree is scored 4. All the answers were then added up to a total score that was analysed. All the questions are in negative statements. The higher the score, the lower the respondent's belief in his/her capacity to execute certain behaviours necessary to produce specific performance attainments.

The results of this study indicate that the most frequent score is 14, and it was indicated that the number of respondents in rural areas who obtained the score 14 (20% (18 out of 90)) is higher than the number of respondents in urban areas (16.83% (17 out of 101)). The percentage of respondents who are in the 17-21 score range is relatively the same for Urban and Rural. This suggests that lower self-efficacy is assessed by more respondents in urban areas than in rural areas. Meanwhile, there is equal numbers (n=21) of responses between urban and rural areas who assessed high in self-efficacy (score range 6-11).

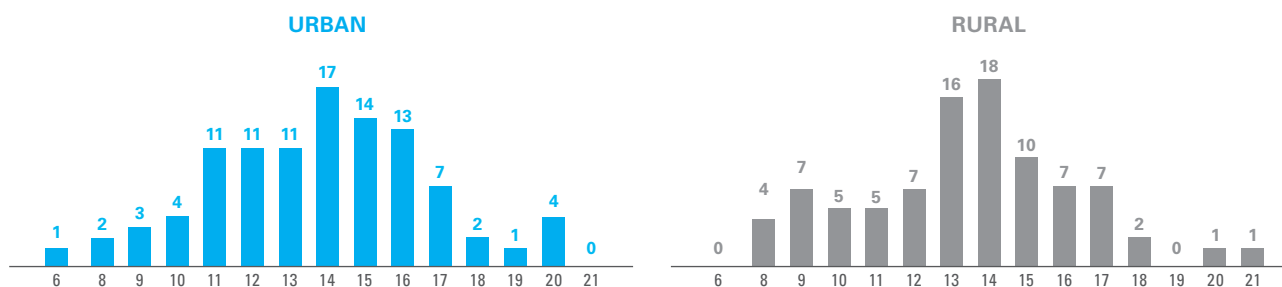


FIGURE 2 ADOLESCENTS SELF-EFFICACY BY URBAN-RURAL

There are more girls (19.23% (20 out of 104)) who obtained score 14 for self-efficacy than boys (17.07% (14 out of 82)), with one respondent not identifying their gender. In the score range 17-21, girls outnumbered boys. For respondents who did not want to indicate their gender, their responses are mostly in the range of 12-17 score.

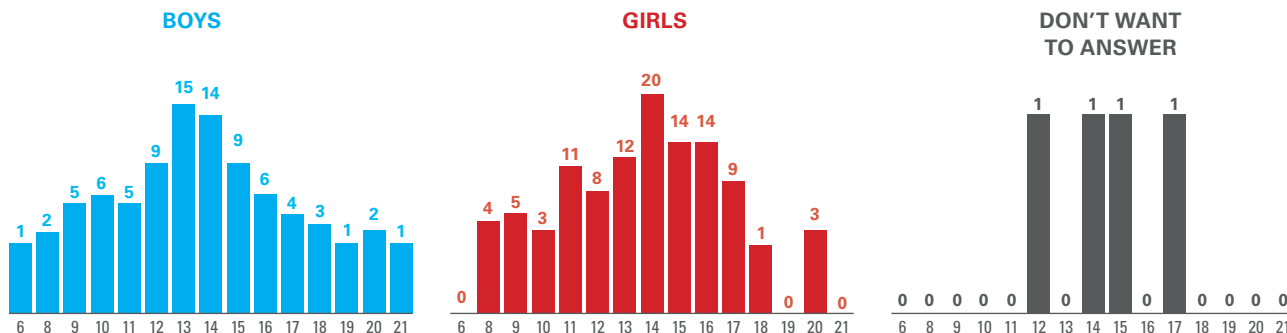


FIGURE 3 ADOLESCENTS SELF-EFFICACY BY GENDER

IN GENERAL: OPPORTUNITIES (CONNECTEDNESS AND INFLUENCE)

This section contains 19 questions with 'Yes' and 'No' answers. If the respondent answers 'Yes' it receives a score 1, and if the respondent answers 'No' it receives a score 0. All response scores were then added up and produced a total score. This total score was analyzed.

The higher the response score suggests the adolescent feels that there are adults who provide them support, they feel valued, and feel like an important part of their environment, and that they could influence others. These are not only reflected in the home environment, but also in the school and the community.

The figure below shows that respondents in rural areas obtained more scores of 15-19 (n=44; 43.56%), which means that the respondents felt there were adults who provided them with support, they felt valued, an important part in their environment, and that they could influence others. Meanwhile, respondents in urban areas are more spread out in the score range of 8-14 (n=39; 43.33%), the mid-range.

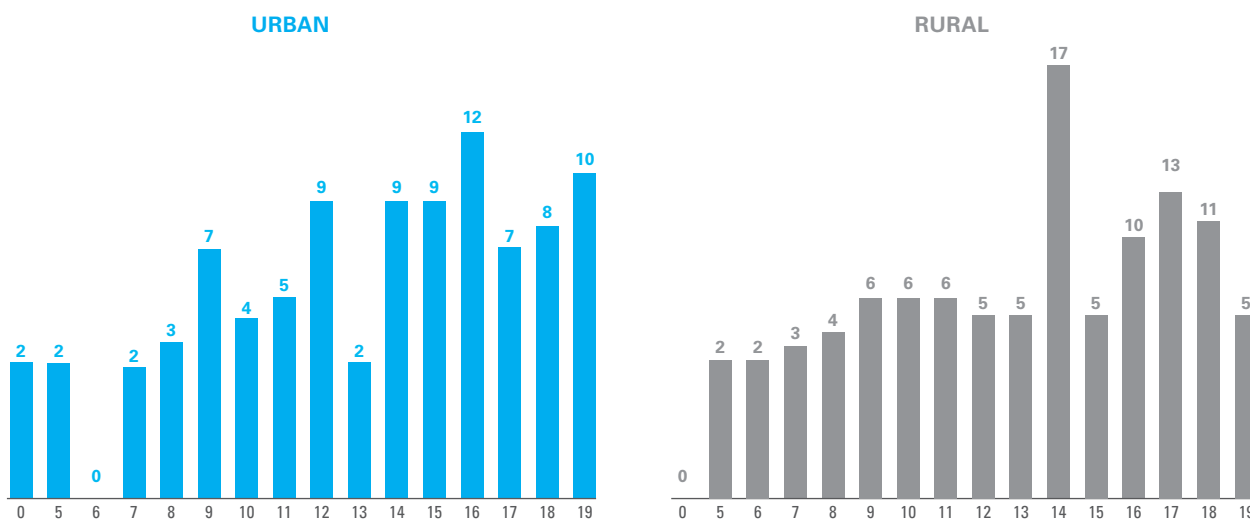


FIGURE 4 ADOLESCENTS OPPORTUNITIES BY URBAN-RURAL

The figure below shows that girls received more scores of 15-19 (n=58; 55.24%), which means that the girls felt there were adults who provided them with support, they felt valued and an important part of their environment, and they felt they could influence others. Meanwhile, boys are more spread out in the score range of 8-14 (n=41; 50%), the mid-range. Meanwhile, of the four respondents who did not want to indicate their gender, two had the score of 14 (n=2; 50%).

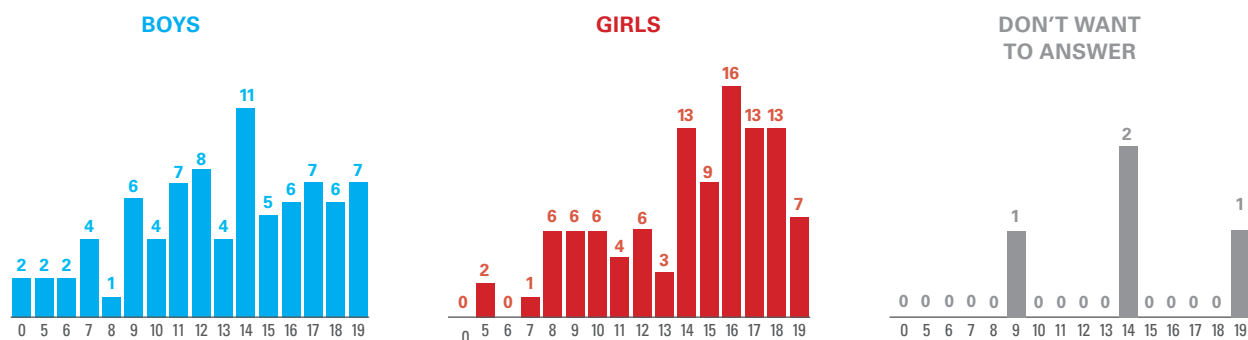


FIGURE 5: ADOLESCENTS OPPORTUNITY BY GENDER

IN GENERAL: MOTIVATION

There are nine items that measure adolescents' willingness and motivation. Two alternative answers of 'Yes' and 'No' were provided for seven questions (No. 801, 802, 803, 805, 806, 807, and 809), while for question No. 804 instead of 'Yes' or 'No' the alternative answer is 'Agree' and 'Disagree'. As for question No. 808, there are three alternative answers, namely "All of the neighborhood leaders would listen to me", "Some of the neighborhood leaders would listen to me", and "None of the neighborhood leaders would listen to me".

As many as 48 respondents (25.13%) out of 191 said that "None of the community leaders would listen to me" (Question 808). The majority answered, "Some of the community leaders would listen to me" (n=130; 68.06%). Only a small number answered, "All of the community leaders would listen to me" (n=13; 6.81%).

Meanwhile, based on gender differences, the figure below shows that the proportion of girls who answered "Some of the community leaders would listen to me" is higher than for boys. In contrary, the proportion of boys who answered "All of the community leaders would listen to me" is higher than of girls.

MOST COMMUNITY LEADERS WOULD LISTEN TO ME

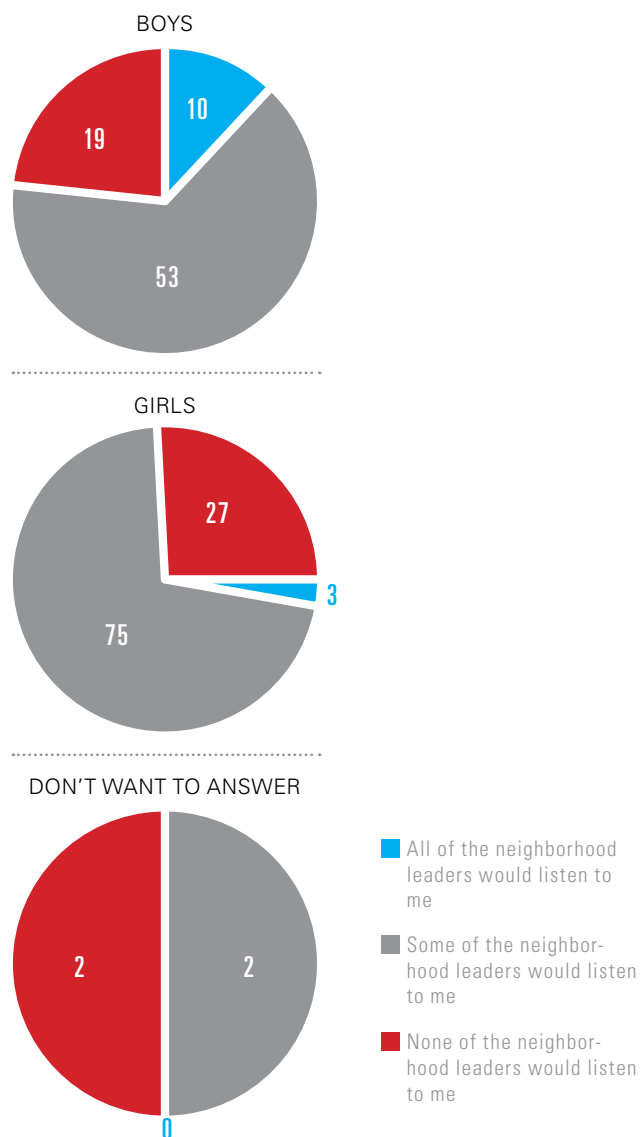


FIGURE 6 MOST COMMUNITY LEADER WOULD LISTEN TO ADOLESCENT, BY GENDER

IN GENERAL: DECISION-MAKING FEEDBACK AND MOTIVATION

In the survey, the respondents were asked “When your parents make decisions about things that affect you, do they usually explain to you the reasons they decided in a certain way?” Three alternative answers were provided, namely, always, sometimes, and never with the scores ranging from 3 to 1. The results of this study indicate that more respondents said “sometimes” (n=111; 58.12%) parents explain the reasons for their decision, than “always” (n=70; 36.65%). While a small number of respondents (n=10; 5.42%) said that parents “never” explained to them the reasons for their decisions.

DO YOU THINK YOU ARE CONSULTED ENOUGH IN DECISIONS THAT MATTER TO YOU?

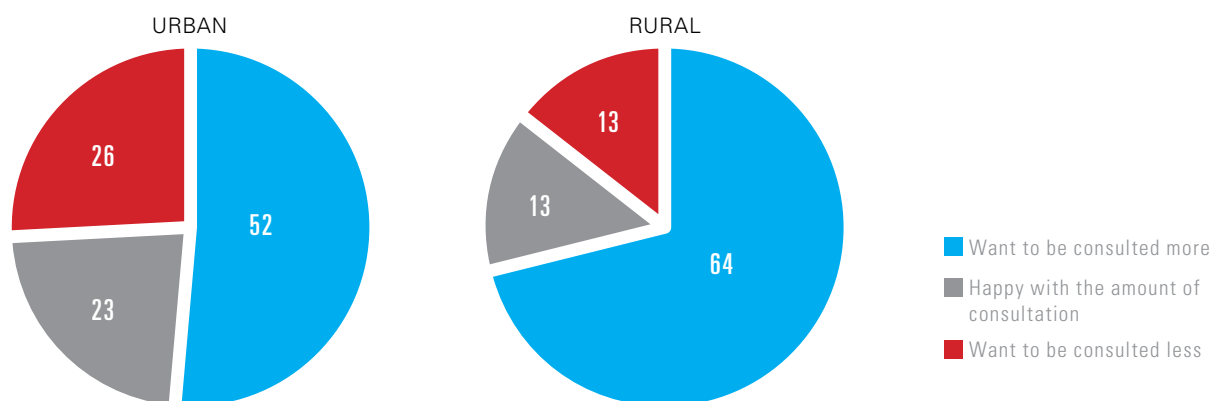


FIGURE 7 ADOLESCENTS THINK THAT THEY ARE CONSULTED ENOUGH IN DECISIONS THAT MATTER TO THEM BY URBAN-RURAL

IN GENERAL: CAPACITY BUILDING

The question, “Have you and the adolescent group you participated in ever received any of the following training (choose all that are appropriate),” was also asked in the survey. The options provided are seven capacity building areas, namely (1) Pre-Musrenbang, (2) public speaking, (3) life skills, (4) leadership, (5) conflict management, (6) problem analysis, (7) child rights, and (8) other.

Thirty-two respondents (16.84%) out of 190 stated that they had not received any training before (Urban=13; 6.84% and Rural=19; 10.0%). Meanwhile, the rest chose type of trainings with public speaking (Total=65; 34.03%, Urban=32; 16.75% and Rural=33; 17.28%) being the most reported. The second most was skills training (Total=55; 28.95%, Urban=25; 13.16%, and Rural=30; 15.79%).

PROVINCIAL: CIVIC ENGAGEMENT

Based on the following chart, the number of respondents in East Java (17 out of 60 = 28.33%) who reported that they had been asked for their opinion on issues in their community by their local leaders is higher than in other provinces. While the lowest response is in Papua (6 out of 70 = 8.57%).

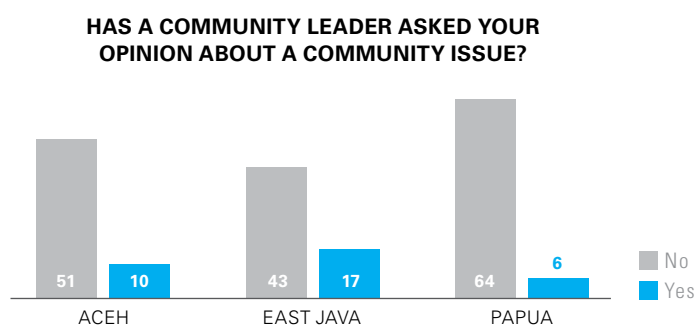


FIGURE 8 COMMUNITY LEADERS ASKED ADOLESCENT OPINIONS ON THEIR COMMUNITY ISSUE BY PROVINCE

Also, the number of respondents in East Java (n=27; 14.14%) who reported that they had attended a public meeting in which there was a discussion of community affairs is higher than in other provinces. In Aceh it is 20 (10.47%) and in Papua it is 9 (4.71%).

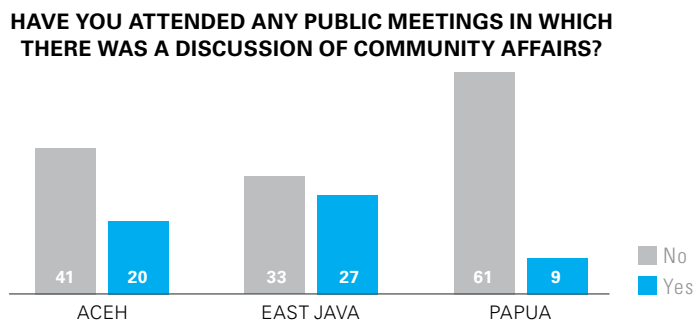


FIGURE 9 ADOLESCENTS WHO ATTENDED ANY PUBLIC FORUM IN WHICH THERE WAS A DISCUSSION OF COMMUNITY AFFAIRS BY PROVINCE

PROVINCIAL: SELF-EFFICACY

Compared to the other two provinces, more respondents in Papua are in the 17-21 score range (n=12); more frequent than in Aceh (n=8) and East Java (n=6). This suggests that proportionately, more respondents in Papua felt unsure of their capacity, compared to respondents in the other two provinces. The number of those in the 6-11 score range is relatively similar between Aceh (n=16), East Java (15), and Papua (n=11).

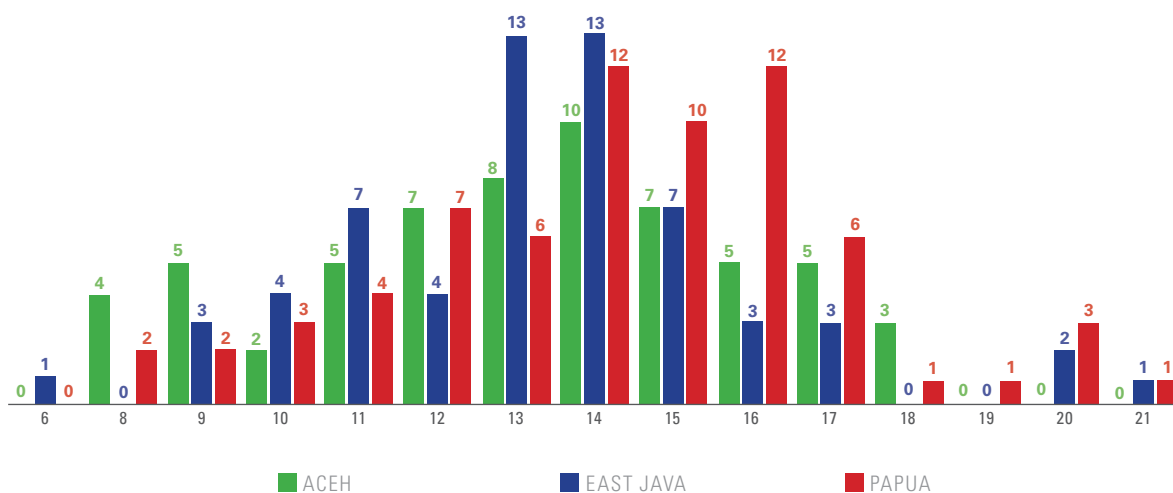


FIGURE 10 ADOLESCENTS SELF-EFFICACY BY PROVINCE

PROVINCIAL: OPPORTUNITIES (CONNECTEDNESS AND INFLUENCE)

Looking at the distribution of respondents in the figure below, those in Aceh who achieved score 14 and above are more than in the other two provinces. This suggests that most respondents in Aceh felt there were adults who support them, they felt valued and an important part of their environment, and the respondents felt that they could influence others. This applies not only in the home environment but also in schools and communities. Aceh: 44 out of 61= 72.1%, East Java: 22 out of 60= 36.7%, Papua: 33 out of 70= 47.1%.

In East Java, most adolescents scored 16 (n=9; 15%). In Papua, most children scored 9 (n=8; 11.43%) and 14 (n=8; 11.43%).

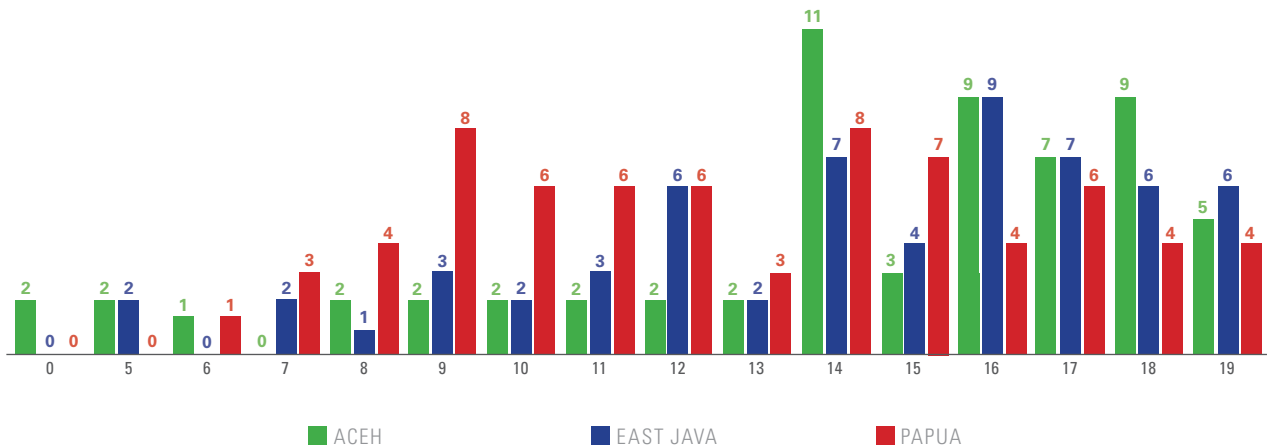


FIGURE 11 ADOLESCENTS OPPORTUNITIES BY PROVINCE

MOTIVATION

The figure below shows that across all provinces the majority of respondents participating in the survey felt that some community leaders would listen to them:

Aceh: 46 out of 61 = 75.41%
 East Java: 43 out of 60 = 71.67%
 Papua: 41 out of 70 = 58.57%.

Interestingly, compared to other provinces, Papua is proportionately higher in the number of respondents who felt that no community leaders would listen to them (n=27; 38.57%).

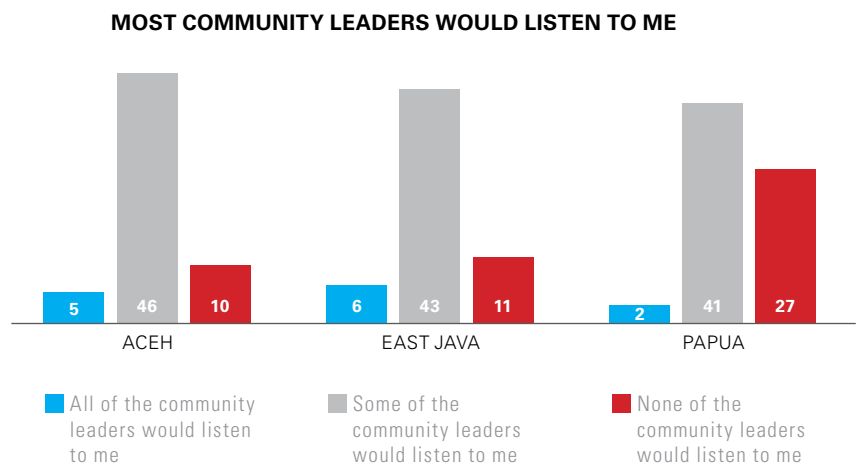


FIGURE 12 MOST COMMUNITY LEADER WOULD LISTEN TO ADOLESCENTS BY PROVINCE

Adolescents who feel that their opinions are listened to by community leaders may feel satisfied and able to participate, and they are likely to understand what is happening in their environment. This is reflected in the data where many children answered 'Yes' to questions about whether they feel happy to participate, have the ability to participate effectively in activities and decision-making, can understand what is happening in their environment, and have a fairly good understanding of the important issues faced in their environment.

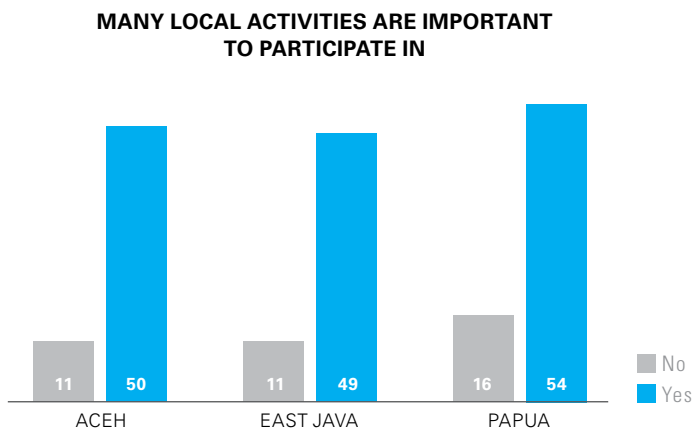


FIGURE 13 MANY LOCAL ACTIVITIES ARE IMPORTANT TO PARTICIPATE IN BY PROVINCE

Figure 13 above shows that across all three provinces most respondents felt the importance to of taking part in many activities within their environment (e.g. communal work/ gotong royong, Musrenbang, etc.) (Aceh: 50 out of 61 = 81.97%, East Java: 49 out of 60 = 81.67%, Papua: 54 out of 70 = 77.14%).

PROVINCIAL: DECISION-MAKING FEEDBACK AND MOTIVATION

When asked about decision-making, only 36 respondents (18.8%) out of a total of 191 were satisfied with their involvement in the decision-making process (Aceh: 8 out of 61 = 13.11%, East Java: 10 out of 60 = 16.67%, Papua: 18 out of 70 = 25.71%). While 116 of the 191 adolescents (60.7%) felt that they wanted to be invited more often to the decision-making process, the proportion of those in Papua is lower than in two other provinces.

DO YOU THINK YOU ARE CONSULTED ENOUGH IN DECISIONS THAT MATTER TO YOU?

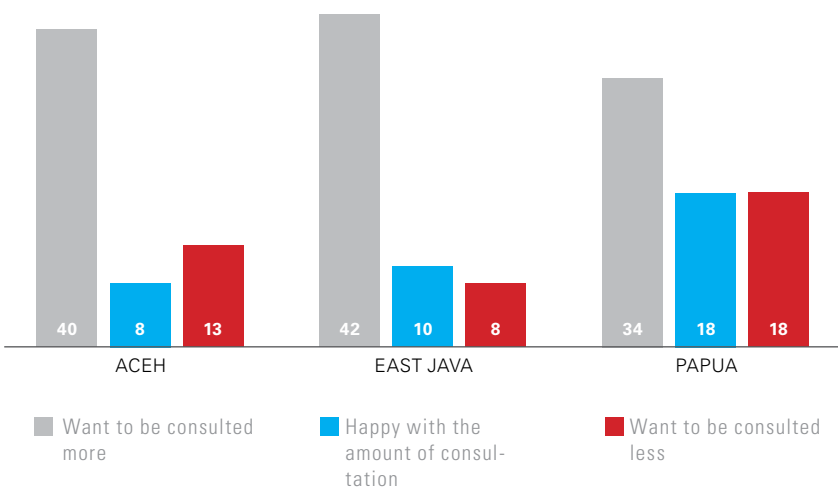


FIGURE 14 ADOLESCENTS THINK THAT THEY ARE CONSULTED ENOUGH IN DECISIONS THAT MATTER TO THEM BY PROVINCE



A total of 76 respondents (39.8%) out of 191 respondents were satisfied with the amount of influence their opinions had on their parents or other adults in making decisions (Aceh: 21 out of 61 = 34.43%, East Java: 26 out of 60 = 43.33%, Papua: 29 out of 70 = 41.43%). Meanwhile, 98 out of 191 (51.3%) felt that their opinion could have greater influence when their parents or other adults are making decisions (Aceh: 30 out of 61 = 49.18%, East Java: 33 out of 60 = 55%, Papua: 35 out of 70 = 50%)

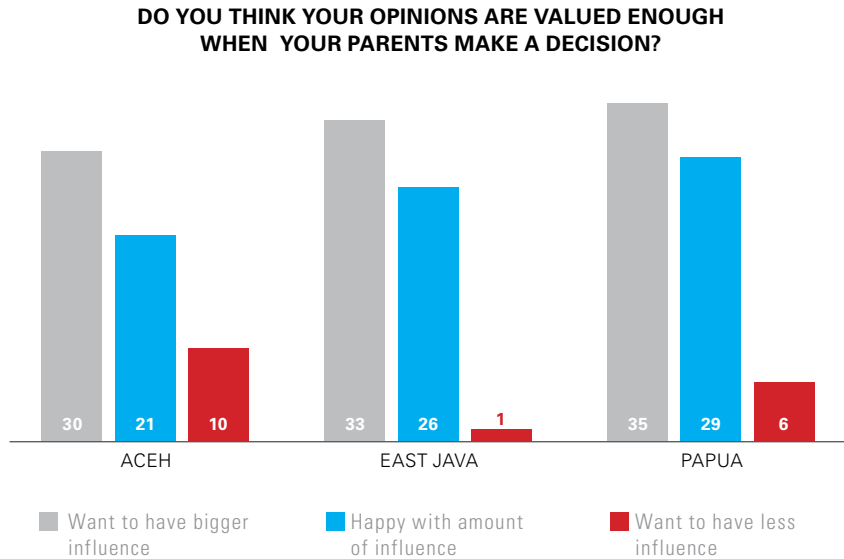


FIGURE 15 ADOLESCENTS THINK THAT THEIR OPINIONS ARE VALUED ENOUGH WHEN THEIR PARENTS MAKE DECISION BY PROVINCE

PROVINCIAL: CAPACITY BUILDING

When asked about the training they had received, 32 respondents (16.8%) out of 190 said they never got any training before (Aceh=13; 6.84% and Papua=19; 10.0%). Meanwhile, the two types of trainings that most respondents had received are: public speaking (proportion of province respondents: Aceh: 23 out of 61 = 37.70%, East Java: 29 out of 60 = 48.33%, Papua: 13 out of 70 = 18.57%), and skills training (proportion of province respondents: Aceh: 13 out of 61 = 21.31%, East Java: 27 out of 60 = 45%, Papua: 15 out of 70 = 21.43%). Specifically, in Papua the most frequent is leadership training (n=18; 25.71%), while in Aceh and East Java is public speaking.

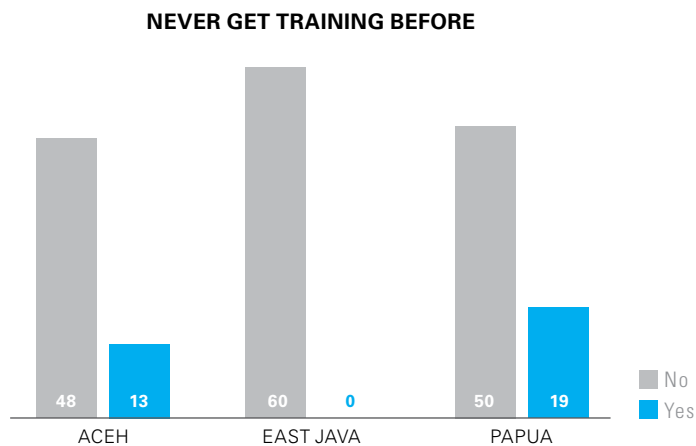


FIGURE 16 ADOLESCENTS NEVER GET TRAINING BEFORE BY PROVINCES

3.2. PERCEPTIONS ON ADOLESCENT AND PARTICIPATION

This section discusses key findings which are primarily sourced from participatory group discussions and key informant interviews. Where necessary, survey results and literature reviews are added to support findings.

KEY MESSAGES:

- Consistently among adolescents, either members or non-members of Forum Anak and those categorized as marginal, recognize the importance of their participation across social environments.
- Due to their own concepts of children and childhood, adults surrounding adolescents may lack trust towards them, and thus not supporting social environments to enable adolescents to express their views.



Our findings suggest that in all locations, child and adolescent participation has not been a familiar concept amongst members of the public and government officials. The study finds instances where children and adolescents are considered indecisive and unaware of their needs – traits attributed to their developmental stage.

“Perception that children’s (and adolescents’) needs are met by adults informs the idea that whatever children’s needs are already represented by their parents’ (voice)” (CSOs, rural, Aceh).

“Majority of children cannot express what they want. Especially during this pandemic, they become unmotivated. They are influenced by their environment; if it’s negative then they will keep being negative. If the environment is positive, then they will become positive. That is what I observed around me” (Local Community Members, Urban, East Java).

The local adult perception of children and adolescents reflects their idea of what childhood is, likely influenced by their own childhood. Nevertheless, the importance of nurturing and education is shared across adult participants of this study, with emphasis in rural areas on what parents and communal structure can do to support:

“We can’t pay them (tutors of local language), but parents must do their best for their children... so we use Para-Para as a space for children to learn their local language, rules or norms” (Village Elder, Rural, Papua).

Consistently among adolescents, either members or non-members of Forum Anak and those categorized as marginal, recognize the importance of their participation across their social environments, as the following quote suggests:

“Well, if parents don’t involve their children, how could we know their decisions are suitable for the children. The children, for their comfort, has the right to voice out what they feel is suitable for them” (Adolescents of Forum Anak, Rural, East Java).

Similar to contextualizing the perception of adults toward children, such awareness should also take into account adolescents’ own perception of parents and other adults, and how they see their relationship with these people in terms of influence. Referring to the survey results (see Figure 5 & 7) of adolescents’

connectedness & influence and motivation, we see that adolescent perceptions towards receiving support from parents and other adults, and the feeling of being valued as an important part of the community appear to be high. Yet not necessarily when it comes to perceiving whether their voices would be heard by community leaders.

With clear importance of the value of children and adolescents among society, their participation in decision-making processes among adults can be advocated for. Unfortunately, there are potential challenges, for example the lack of trust in adolescents based on the behaviour of some, and the lack of understanding of adolescent participation platforms.

“I think there is a factor of the lack of trust toward children (and adolescents). For example, in the case of this District, say they (the adolescents) asked permission to go to Forum Anak meeting, but then they went somewhere else. That suffers parents’ trust and so they are forbidden to join organizations” (CSOs, Rural, Papua).

“even the urban village (apparatus) who initially created the Forum Anak is now unsure of how to place Forum Anak, let alone people outside (government). I happen to be from the urban village. Now, there are officials at the urban village who are confused, asking ‘what is the function of Forum Anak’, these officials then became invitation distributor, only forwarding information (to the Forum Anak)” (CSOs, Rural, East Java).

3.3. CHILD AND ADOLESCENT PARTICIPATION PLATFORMS

KEY MESSAGES:

- In terms of civic engagement, adolescent involvement is high, but not for those with disabilities.
- While adolescents recognize the benefits of participating in Forum Anak, such as making new friends and becoming more confident to speak out, recognition from adults has been lacking
- Adolescents insist their participation in Musrenbang meeting is important
- Across three provinces, some government officials and CSOs agree child and adolescent voices are not heard enough, with one explanation offered was that child and adolescent voices in Musrenbang may be framed and rehearsed, suggesting disingenuous speech.
- The workings of government-led platforms may lead to selective adolescent participants participating in adult-led participation mechanisms. So far, government commitment and capacity to enable adolescents to participate safely in the existing mechanism has mostly focused on inviting Forum Anak to Musrenbang and fund their campaign activities.



Based on the survey demographic information, adolescents have membership in organizations/civic groups, with some joining multiple organizations. Affiliation with religious groups is indicated high across the three provinces.

CHILD FORUM (FORUM ANAK)

Forum Anak or Child Forum is a social organization or institution that is used as a means of participation for children under 18 years of age, where members are representatives of children's groups or children's activity groups. It is managed by children and fostered by the Government as a platform to listen to and fulfill aspirations, voices, opinions and the wants and needs of children in the development process³⁵. As development planning processes start from the lowest level of government i.e., village/urban village, Forum Anak has been expected to grow at village/urban village level – all the way to national level.

In all study locations, adolescent members of Forum Anak reported their active role in voicing out their opinions is in the area of campaign, such as no-smoking campaign, no drugs campaign, non-violence campaign, and more. In terms of civic engagement, adolescent involvement is high. For example, in religious observant days, Forum Anak, as well as other youth groups, would participate in planning and running events. They either consult with or collaborate with adults. But there were instances where they only did what they were assigned to do by adults organizing the event, as the following quotes indicate:

"I have been the facilitator of Forum Anak for over 10 years, but people think I work in childminding, some even think I work in a kind of day-care centre... if they ask in which field is my work, I would say Child Participation. 'What is child participation?' they may ask further, 'just obey parents, why should there be that kind of thing?!' although not all people require that kind of explanation to understand... If it's asked which one is more, well those who think Forum Anak is not important" (CSOs, Rural, East Java).

While adolescents recognize the benefits of participating in Forum Anak, such as making new friends and becoming more confident to speak out, recognition from adults has been lacking and there is a cautionary note on how their speaking-up in government-led meetings is perceived by the adults in the room.

"Now, how can children (and adolescents) participate if an adult facilitator is accompanying them, especially if the CSO (organization of the facilitator) already has an agenda or if bureaucrats already direct the CSO for the children to say this and that. So, no choice for the children" (CSOs, Urban, East Java)

"(People) still say, 'oh why there is (the need for) this Forum Anak?' such as that. For years have been like that. Even in this year's Musrenbang, there were comments asking why the children were there. Based on my experience, when we (Forum Anak and their facilitator) said something, some were not paying attention, only few did" (CSOs, Rural, Papua).

The uniformity of Forum Anak in terms of its operation is due to ministerial guidance³⁶ which is then adopted into regional regulations on the child protection of child friendly city/district. Note that in these regulations Forum Anak is recognized and their involvement in decision-making processes in school, community and development planning meetings is clearly suggested. However, these regulations fall short in outlining how Forum Anak involvement should be meaningful so that their influence toward the decision-making processes can be inferred, and how the platforms can adapt to the different ways adolescents prefer to express themselves. The latter practice is common in the context of youth engagement in community, as the following group of adolescents observed:

"some people can't directly express what they want. Some are more personal, so they talk to the leader (of our organization), and then the leader will discuss the issue with other members of the committee, secretary, financier, and others, then raise it in public meetings (with other community members)" (Adolescent who were not members of Forum Anak, Rural, Aceh).

35 Indonesia, The Minister of Women Empowerment and Child Protection of the Republic of Indonesia, Regulation Number 12 of 2015 on the Guide for Children's Participation in Development Planning

36 Indonesia, The Minister of Women Empowerment and Child Protection of the Republic of Indonesia, Regulation Number 12 of 2015 on the Guide for Children's Participation in Development Planning ; The Ministry of Women Empowerment and Child Protection of the Republic of Indonesia, 'Forum Anak Sebagai Pelopor dan Pelapor (2P), Siaran Pers Nomor: B-207/Set/Rokum/MP 01/11/2018' [Press release], 2018, <<https://www.kemennppa.go.id/index.php/page/read/29/1937/forum-anak-sebagai-pelopor-dan-pelapor-2p>>



MUSRENBANG

Musyawarah Perencanaan Pembangunan or Musrenbang is a forum that aims to grow development plans at the national and regional levels³⁷. Musrenbang in this study represents an organized meeting where the agenda is set, the number of participants are limited, and opportunities for participants to speak depend on the agenda previously set and upon the request by the meeting leader, with time restrictions applied. While the attitude of adults in Musrenbang, either as facilitators or attendees, towards adolescents will influence how the adolescents would be listened to, adolescents themselves insist their participation in such meetings is important.

“We think adolescent participation (in Musrenbang) is important, because having them in the meeting means that government officials and other adults who are there can see things from the child and adolescents point of view” (Adolescents non-member of Forum Anak, Rural, Aceh)



The scheduling of Musrenbang poses a barrier for adolescent participation, namely it is likely to happen either during school hours, so that they cannot attend in full, or in the evening when children and adolescents are not welcomed outside their homes.

“The village’s Musrenbang is in the evening, and the decisions are made at such hours. If a child is playing in that meeting, s/he will be sent home because considered disturbing the meeting” (CSOs, Rural, Aceh).

“Well after they (Forum Anak) read declaration of opinions, they go back to their school...so in that event there was no space for them to listen how the adults who asked you (to speak up), planned your city’s development. As far as I know, for several years Musrenbang that had Forum Anak attending, in those the Forum Anak never stayed until finish. After they read the declaration that was it” (CSOs, Urban, East Java).



Getting permission from schools for adolescent members of Forum Anak to attend Musrenbang has not always been easy. Some Forum Anak members across the three provinces indicated there were teachers who supported and gave permission, but there were also some who did not.

In government-led platforms, adolescents who could participate are also selected and require certain preparations. There are certain behaviours expected from the adolescents participating in Musrenbang. At a minimum, they are expected to be well-prepared in stating their views and to be confident. Such expectation is shared among both adolescents and adults.

³⁷ Indonesia, Law Number 25 of 2004 on National Development Planning System

“If we don’t have self-confidence then our opinion even if it’s good, without confidence we will not be able to speak up...So here confidence may likely ensure that our good opinion can also well-received by those who give us the opportunity (to speak up)” (Adolescents not member of Child Forum, Rural, East Java).

Other studies and evaluation of Forum Anak are filled with lists of the many activities and campaigns Forum Anak have conducted to promote children’s rights among their peers or younger children. When it comes to interactions with adults, findings are scattered. Take for example the following information from news articles about Musrenbang involving children and young people:

In South West Aceh, especially in Gampong Lamkuta, Musrenbang involved youth from three hamlets ³⁸. In Central Java, Musrenbang at the provincial level reportedly involved Forum Anak ³⁹. In the latter, Forum Anak was the first group to express their feedback to the development plans of Central Java Province. The two articles explain that the children are involved in Musrenbang, but no explanation is given as to how children’s participation in Musrenbang is able to influence the decision-making process.

Although designed as a participatory planning forum, studies that found Musrenbang as only extending bureaucracy, merely *performances* ⁴⁰ and thus less effective are still emerging (e.g. Lucianawaty, 2018; Rivaldi and Yusa, 2019); with no feedback mechanism it is unclear what gets prioritized and done. Yet this feedback is a prerequisite of meaningful participation. What kind of feedback? Lundy (2018) proposes four ‘Fs’: Full, Friendly, Fast and Followed Up. Full refers to adults giving full response, explaining what they say, what the decision is. Friendly refers to making sure the response provided is understandable by audience, in this case by children and adolescents. This requires the use of language for clarity to readers/listeners. Fast is recognizing children and adolescents will grow up leaving the adolescent period. Thus, responses to their views should be prompt in order to make sure they experience

meaningful participation while growing and maturing in that age group. Child and adolescent views need to be followed up, because often interactions with them lead to solutions and insights, as has been indicated throughout this report. The study has shown examples of adults seeing adolescents as uninformed participants; hence feedback would pose a challenge. Instead, following the four ‘Fs’ offer respectful solution to adult-adolescent engagement.

In addition to Musrenbang which invites children, in several regions in Indonesia Musrenbang Anak (Musrenbang for Children) has been implemented. Considered to be a more inclusive form of Musrenbang because most of the participants are children, several news articles report that this kind of Musrenbang have been considered quite effective in giving children the opportunity to directly express their concerns and hopes to local government officials ⁴¹. For example, the implementation of Musrenbang Anak in the city of Mojokerto was attended by several representatives of children from various groups, namely Forum Majapahit, Forum Anak Kecamatan (subdistrict child forum), and School for Children with Special Needs. Readings from the news articles cannot infer how children were involved in the process of such Musrenbang in a way that could ensure they are participating meaningfully in the decision-making processes.

Across the three provinces, admittedly some government officials and CSOs agree children and adolescent voices are not heard enough, with one explanation offered saying that children and adolescent voices in Musrenbang may be framed and rehearsed, suggesting disingenuous speech.

“Maybe what adolescents were saying was dictated by adults, so we should filter them. The climate (narrative) has not been real voices of the adolescents, there is a role of facilitator to direct them to say things. I see that from their (adolescents) speech, all the same. I would want them to speak for themselves, not from what the facilitator was telling them... For example, they (adolescents) asked for reading space in the park, but their peers do not like to read.

38 ‘Gampong Lamkuta Gelar Musrenbang Desa TA 2021’, Acehportal.com, 16 January 2021, <<https://www.acehportal.com/news/gampong-lamkuta-gelar-musrenbang-desa-ta-2021/index.html>>

39 ‘Melibatkan Forum Anak, Musrenbang Jateng Harus Ditiru Provinsi di Tanah Air’, Humas Jateng, November 2019, <https://humas.jatengprov.go.id/detail_berita_gub2ernur?id=3623>

40 as mere formality since plans and budget have already been decided.

41 ‘Musrenbang Anak: Ruang Bagi Anak Beraspirasi’, Portal berita Pemerintah Provinsi Jawa Tengah, January 2021, <<https://jatengprov.go.id/beritadaerah/musrenbang-anak-ruang-bagi-anak-beraspirasi/>>

So, it takes time to actually ensure children and adolescents are voicing out what they actually need” (Provincial Government Official, Aceh).

“Child and adolescent participation in development (Musrenbang) has been minimum. So, if we want to say adolescents must contribute to the development, we can’t say that yet...their contribution can’t be seen yet....However, their civic engagement is visible, for example during independence day celebration they put up the flag” (District Government Official, Papua).

Specifically in Aceh, the previously existed Musrena, a development planning meeting for women, provided a space for adolescents to share their opinions to women who then took their concerns to the Musrena to be discussed. The representativeness of Musrena enabled adolescents to safely express their views, as the Forum Anak puts it:

“Forum Anak discussed in the village with Ibu Camat (sub-district leader) what they felt still needed, and she asked to Forum Anak members their opinions which were then collected. And she voiced out our voices in the Musrena. One of them was about having library at the village, and that was our own voice” (Adolescent member of Forum Anak, Urban, Aceh).

Ozer and Piatt (2017)⁴² writes, “youth–adult power sharing requires intentionality and preparation given the inherent inequality between adolescents and adults in systems and relationships” (p8). If Musrena, as a platform for participation requires prior engagement between adults and adolescents, then adults with mediating roles signify the importance of empowerment. In this case empowering adults to listen and encourage adolescents to speak, and channel the voices in development planning meetings or other avenues.

RELIGIOUS AND OTHER GROUPS

While Indonesia’s combined fifth and sixth Convention on the Rights of the Child (CRC) periodic report is still under review by the United Nations Committee on the Rights of the Child, it is worthwhile to look at the Committee’s Concluding Observations on the combined third and fourth periodic reports. The Committee, in light of its general comment No. 12 (2009) on the right of the child to be heard, recommends Indonesia to “take all appropriate measures to implement this right by ensuring that the different forums in which children can voice their opinions are always provided with all the necessary resources and by undertaking programmes and awareness-raising activities to promote the meaningful and empowered participation of all children in the family, community and schools.” In relation to the Committee’s recommendation, this study has found communities and CSOs were a potential influence in creating more forums as alternatives to Forum Anak.

In all locations, platforms that somewhat apply participatory approach other than Forum Anak are religious based groups (e.g. Remaja Mesjid/Mosque Youth Group and Pemuda Gereja/Church Youth Group), and CSO led groups. This study finds that adolescent engagement in religious activities are strong, both in rural and urban areas across the three provinces. Interestingly, these are the spaces where consultative and collaborative participation happened the most.

“Often, Sunday School children ask parents to meet their needs. Children can’t work for money, that’s the church’s rule. For example, they said, ‘Sir, we children want to work but you and others don’t let us, so how can we get money to fund our programme?...So that’s how, if they want to go for recreation, parents have to donate money to the Sunday School teacher” (Local Community Leader, Rural, Papua).

In Aceh and Papua, adolescent involvement in the religious groups were notably more dominant than in CSO led groups. While in East Java, the role of CSOs to engage adolescents in activities such as environmental protection and child rights has been as prominent as religious groups. Across all three provinces, there is an indication that a more communal based movement for adolescent engagement exists.

⁴² Ozer, E. J., and Piatt, A. A., ‘Adolescent Participation in Research: Innovation, rationale and next steps’, Innocenti Research Brief 5, METHODS Conducting Research with Adolescents in Low- and Middle-Income Countries, 2017

“In our community, children were involved; giving them space for participation by inviting them to create small activities, discussing ideas for running the activities without judging right or wrong. Instead, seeing the whole process as a learning space...there they learn to lead and make decisions” (Parents of children with disabilities, Urban, East Java).

THE EXCLUSION OF CERTAIN ADOLESCENT GROUPS

Issues of inclusiveness of Forum Anak have been widely noted⁴³, and again shown in this study. Adolescents in need of special protection, such as street connected and with disabilities were not found as active Forum Anak members. From a number of participants, adults and adolescents alike, this study reports that Forum Anak and other adolescent groups do not have members with disabilities or adolescents with special situations such as street children. Those identified are adolescent groups created by organizations working with specific groups, such as children with disabilities and street connected youth. In Aceh discrimination against children and adolescents with disabilities is widespread and reinforced by the fact that parents are likely to conceal their children’s status.

A CASE STUDY FROM ACEH: THE POTENTIALS AND EXCLUSION OF DISABLED CHILDREN AND ADOLESCENTS

The city of Banda Aceh has the highest number of children with disabilities in the province (Risपालman & Islami, 2019). Yet adolescents with disability had attempted to have their voices heard in Aceh, such as in an Aceh Province BAPPEDA-facilitated meeting in 2019 where three young adults with disabilities shared their childhood and adolescence experiences growing up with discrimination as well as their successes. However, such stories and the young adults who shared them were rare; the same names were again mentioned in other contexts of young adults raising awareness on the rights of the disabled.

CSOs staff commented that, “it is considered a disgrace or sin to have a child with disability” and “while child and adolescent participation are still uncommon, it is worse for those with disability. They don’t even have information about policymaking, let alone being involved in the decision-making process”. Women with disabilities have more vulnerabilities. Multiple social factors such as polygamy, economy, and domestic violence are adding to the disability.

The three main issues that may shed light on the problems limiting participation of children and adolescents with disabilities in development planning processes are:

1. Adults and parental (over)protection of children and adolescents with disabilities leads to charity focused treatment toward them. For example, giving wheelchairs to a child with disability and allocating village funds to help families who have children with disabilities.
2. The overprotection perception may also lead to preventing children and adolescents from interacting in social settings, such as at religious festivals. They stay at home as a precaution, so they don’t get mocked by other children.
3. Lack of understanding from community members with regards to the potential of people with disabilities and perceiving that their inclusivity leads to empowerment of capable beings, and not objects of social assistance.

⁴³ Leksana, Study on child friendly city; Markplus Insight, ‘Laporan akhir; Pemetaan partisipasi anak dalam pengambilan keputusan di Indonesia’, UNICEF and Ministry of Women’s Empowerment and Child Protection, Jakarta, 2012; Rejeki, Child friendly cities.

The issues may cause children and adolescents with disability to feel inferior and not useful to society – the opposite of the aims of participation. While protection is important for marginalized people, so is participation, and the same environment (i.e., parents and community members) giving the protection, has to enable an empowering environment for participation. This can be achieved by parents or caregivers encouraging the children and adolescents to take part in social activities within the community; which may literally mean taking them outside their homes to social events and gatherings. Meanwhile, at the same time community members should be willing to engage with those children and adolescents to make them feel welcome and useful. Although seemingly such engagement may only lead to 'informal' participation, civic engagement is a part of participation and it is a first step that must be taken.

A cautionary note: the perception that children and adolescents may not be able to contribute to adult-led decision-making processes is also extended to those with disabilities.

These findings suggest more still needs to be done to address another of the UN Committee on the Rights of the Child recommendation in the Concluding Observations on the combined third and fourth periodic reports of Indonesia, which is, *“to ensure the participation of children in vulnerable situations, in particular children with disabilities and children belonging to religious or ethnic minorities, in the various children’s forums.”*

THE AVAILABLE SPACES FOR ADOLESCENT PARTICIPATION

Available spaces are in two forms: (1) existing, such as attending Musrenbang and collecting Suara Anak (Children’s Voices) by Forum Anak; and (2) represented, for example, through Musrena in Aceh and organizations who works in children, including for education and nurture (i.e., ECE centres). The workings of government-led platforms (i.e., Musrenbang and Forum Anak) are seen as set and to be informed in terms of substance, not structure nor process. This therefore places the burden of performing well on the adolescents who participate in Musrenbang. They must be able to speak up, have consultations with peers, understand the planning processes, prepare themselves, and so create an opportunity for adolescents to participate that should fit into existing platforms.

“About the medium for expressing opinion. Not everyone can speak up in public, directly saying their opinion. In the past I often saw (government) agencies and schools that provided suggestion boxes so that people could write (their suggestions) and put them in that box. However, in the last two years I have never seen the box anymore. Seems like now if you want to state opinion, has to go directly to the person of interest, thus lacking people who would give their opinions. This is because of that kind of restriction” (Adolescents of marginalized group, Urban, Aceh).

“If we want to participate, we have to see, assess the situation first. Not all parents or adults think that children’s opinions should be heard or can change things. In reality is not like that, at school I once tried to speak up to the teacher about a study subject, but the teacher only said ‘this (her way) is correct’, I said’ but ma’am I think for us (students) that does not suit” (Adolescents member of Forum Anak, Urban, Papua).

Understandably, government-led platforms that inform development planning should adhere to state governance, however, findings from this study suggests that the workings of government-led platforms may lead to selective adolescent



participants participating in adult-led participation mechanisms. With no feedback or non-existing procedure for adolescents to follow up with the government regarding their opinions or voices, such mechanism demands further inquiry in terms of effectiveness for meaningful participation. Furthermore, government commitment and capacity to enable adolescents to participate safely in such existing mechanisms has mostly focused on inviting Forum Anak to Musrenbang and fund their campaign activities. In Papua there were instances where the Government had not shown commitment such as not yet publishing a certificate of Forum Anak formation, and some members of Forum Anak were not allowed to fully participate in a national event for Forum Anak.

3.4. CONTEXTUAL ENABLERS AND BARRIERS FOR CHILD AND ADOLESCENT PARTICIPATION



- Capacity building for participation in public decision-making is not limited to public speaking or building confidence skills, but also in making adolescents aware of the mechanistic work of Musrenbang using the language they can understand.
- Most participants in our study, adolescents and adults alike, agree that parents play a key role and are the first gate for realizing adolescent participation.
- Adults can be enablers or blockers of adolescent participation, especially if they are parents or teachers. The existence of spaces for adolescents to express themselves is clearly indicated, however, how the space works for the enablement of meaningful participation of adolescents demands further inquiry

As discussed earlier, across the three provinces, both in urban and rural, our findings suggest that adolescent engagement in social activities within their communities was strong. Engagement in religious groups was prevalent in the study, as the following quotes suggest:

“During Maulid [Islamic celebration of the Birth of the Prophet], children and adolescents were involved. We asked them to do the Marhaban [praises to the Prophet]. Several years ago, we formed adolescents marhaban group so we asked them (the adolescents) to pray at meunasah [Aceh’s traditional mosque]. But change in leadership (government) means different policy. The government no longer pay attention to our (organization).and we also had dance group in villages” (Community Leader, Urban, Aceh).

“Well, (adolescents) are also participating. The young people are already helping the building committee. They have programme planning, so we (adults) just accept (their planning), but refuse if it does not suit (the church) and encourage if it supports. In church, there is clear groups such as Sunday School for adolescents and for children” (Village Elder, Rural, Papua).

The adolescent engagement ranges from religious activities to environmental protection, communal work, to keeping traditions alive, even in politics. In these instances, the adolescents could confidently talk about their contribution to their role in society.

“In communal work, the manpower of young people is needed. If it’s left to parents and elders, then they will get tired quicker, but instead the work will be quick to finish thanks to the spirited young people” (Adolescent non-member of Forum Anak, Rural, Aceh).

“Most of those not supporting are in the society. There are avenues for adolescents to participate, not only in Forum Anak, but also in the field of religion and politics.... Now I also interact with peers in a group that the Representative Body (DPR) created, but then some (other peers) think that is not appropriate. So, they underestimate” (Adolescent, member of Forum Anak, Rural, East Java).

CAPACITY DEVELOPMENT FOR ADULTS AND ADOLESCENTS

Capacity building for participation in public decision-making is not limited to public speaking or confidence building, but it can also extend to making adolescents aware of the mechanistic work of Musrenbang using language they can understand. This eventually allows participation that works best for adolescents according to their interest and mental development. Meanwhile, for community members, it is important for them to understand the role young people can contribute to in the meeting. It is not enough to say that adolescents have rights or allow them to participate in organizations, but they must also understand how their contribution is meaningful to the development.

“child participation is one of the mandates of the government; that families and communities should provide to facilitate children so that they can express or develop themselves according to their developmental stage....This means that these children as early as possible should be given the opportunity, the space and time to present as themselves in the process of supporting the development of this nation now and in the future” (District Government Official, East Java).

“The role of government is conducting the Musrenbang, but also empowering communities to participate in Musrenbang, ... including for them to be aware of children’s needs in villages” (Provincial Government Official, Aceh).

THE ROLE OF ADULTS IN THE ADOLESCENT ENVIRONMENTS

Most participants in our study, adolescents and adults alike, agree that parents play a key role and the first gate for adolescent participation. To concur, the result of the survey (see Figure 11) on how adolescents think that they are consulted enough in parents’ decisions that matter to them, shows that most of them wanted to be consulted more often.

Some participants in interviews and discussion went as far as to suggest change in the way



family members communicate to allow adolescent children’s voices be heard, while others suggest parents should try to listen even if the children’s behaviors are considered troublesome. This idea is extended to community members, as suggested by some adolescents:

“village apparatus⁴⁴ told to our seniors to look for hidden talents, train them...parental support and from the local community (is very important). Followed by, for example by community members looking for talented young people to help, so that’s a start for the involvement of children and adolescents in social activities” (Adolescent non-member of Forum Anak, Rural, Aceh).

Teachers were also mentioned in either supporting or blocking Forum Anak members to participate in their activities. As previously noted, not all community members recognize the importance of child and adolescent participation. There were instances where the non-recognition could affect the development of children and adolescents, as the following case study shows.

⁴⁴ Village apparatus refers to people helping village leader in policymaking and implementing the policies.

A CASE STUDY FROM EAST JAVA: ADOLESCENT AS INITIATORS

Adolescents in East Java recognize the opportunities to be involved in government and non-government led participation platforms. Claims that Forum Anak have attended Musrenbang were made by government, CSOs and adolescents. However, their participation in Musrenbang and the extent to which Forum Anak was functioning as a participative platform were greatly discussed. Likewise, in other social environments, such as school, adolescent participation remains challenging. As the following story indicates:

“In my last year of junior high, my peers and I began to notice how some of our school policies were not suitable for us. My friends and I then created a wall-magazine asking students what they think of their school. Students then started to express their concerns. For example, one spoke about long hair (for boys) when in fact if it’s too long we can tie into ponytail, instead teachers would cut with messy shape, which I think is against our rights. As a result of our effort, the principal called us and instead of talking nicely with us, the principal scorned us saying, ‘you are too frontal, you don’t have the right to talk like that about the school...Some friends were even labelled as provocateurs by the principal and were almost brought to the police station. Accused of influencing others for such bad conduct” (Adolescents who are not members of Forum Anak, Urban, East Java).

The adolescents contrasting the experience with, “shouldn’t the state allow for (citizens) to have ideas and express our opinions?! There were no words of degrading other parties (in the magazine)”. The impact is, at the very least, as the adolescents pointed out, “we, the beginners, were unable to develop our talent; became hindered.”

Many adolescents in East Java join multiple organizational activities. There are many areas of interest that community-based organizations facilitate, from environmental protection to religion to child protection. It is clear that there is space for adolescents to express themselves, however the above story suggests that this space may not be enabling meaningful participation and that girls and boys are asking for support. In the socio-ecological approach, the space extends from families to schools or communities to national, and so meaningful participation is expected across all adolescent environments.

3.5. DECISION-MAKING PROCESSES: MOVING AWAY FROM TOKENISM

Another of the UN Committee on the Rights of the Child recommendations in the Concluding Observations on the combined third and fourth periodic reports of Indonesia is for the state, “to provide for explicit means to take into consideration the opinions voiced by children in these forums in all decision-making processes that concern them.”

While involvement of community members in decision-making processes is encouraged and more inclusive practices have been claimed in all provinces, examples of adolescent participation in those processes have been sketchy. Before community members expressed their voices in Musrenbang, they have often discussed between themselves the many voices each member has and agreed on what is to be brought into Musrenbang. Then during Musrenbang prioritization of the agenda is conducted; this happens in Musrenbang

from village all the way to national level. Thus, voices get filtered, and the ones with voices do not always know if their ideas are prioritized let alone realized.

“Two years ago we proposed for the creation of Forum Anak and child friendly village.....in my last term as the head of Balai Inong I proposed in Musrena to create child friendly village. But I see it has not been realized, I don't know what would be the obstacle” (Local Community Leader, Rural, Aceh).

Across the three provinces, adolescents reported their disappointment in not being heard in Musrenbang. Their reason was clear in that they believed what they had to say reflected what they and their peers felt was an important issue of their environment. They questioned the value of their invitation to attend Musrenbang and other government-led events where they were treated as uninformed attendees; not getting space to fully participate as they had hoped and prepared.

A CASE STUDY FROM PAPUA: THE SOLUTION IS IN HER SILENCE



Most children and adolescents in Papua have not been participating in decision-making processes. At rural level, this instance is even less common. However, they are considered active members of society with expectations of becoming those who help build their villages and communities. This perception has encouraged village elders to put effort into ensuring their young people are educated, for example, by allocating scholarship from the village fund.

For adolescents living close to the beach and waters, they actively take part in environmental conservation activities, such as planting trees by the beach. There are also indications that their living environment shapes their interests, as one boy in a fishing village says with confidence, “I chose to study fisheries at the vocational school because I’m good at it, I know how to do it.”

At urban level adolescent members of Forum Anak have attended Musrenbang. However, their attendance did not extend to space for participation in that they were not invited to speak, and when they were able to speak, they did not know whether their opinions were heard as no feedback was ever received.

A massive flood and landslide hit Jayapura Regency in Papua in March of 2019. Particularly, Sentani district was largely impacted. Tamara and her family were among the victims. She had to relocate to temporary shelter built on the side of main road, which was not flooded. Tamara, then 15 years old, attended an urban village meeting with her mother. She was not invited; she only came to accompany her mother who was invited to represent Sunday School Teachers of the church. She listened while adults in the room talked about repairing houses, nobody talked about how children should go to school. Seemingly, the assumption was for children to walk through flood waters, but in her mind, Tamara thought of a better way, which was using the speedboat to go through the flood. But she could not say anything, “I was not asked for an opinion. I really wished I was asked... It was very difficult to have to take off shoes and go through the flood, then to change clothes.”

Tamara thought in that situation, the meeting leader should have asked for her opinion, because “we’re (children) who are going to schools, not them (adults in the meeting).” Tamara felt she knew her solution fit her and her peers better. Eventually Tamara and her friends walked through the flood to go to school. When she came across a house on dry area, she asked the homeowner’s permission to change into her school uniform before heading to school.

The insightfulness of adolescents in Papua regarding their close environment can be nurtured with continuous support from influential adults in their lives - parents, caregivers, religious and community leaders, and CSOs. Specifically, while instances of consultative participation have been found in daily communal lives, supporting them can be directed more towards collaboration in decision-making processes within family, school and community/organization. At the same time government officials are expected to show more policy and practice commitment in terms of giving space for Forum Anak to participate in Musrenbang.

This study has affirmed that adolescents’ influence on decisions that matter to them is obscure even if they are consulted with, and this may be defined as tokenism (see Tisdall, 2015). There has been no mechanism in place to ascertain whether adolescent views are heard. Although in non-government led platforms this is also challenging, the structural process of government platforms would point to a provision of feedback mechanism as part of accountability – such was the hope. Lundy (2018) argues that in order to move from tokenism, adults need to adopt attitudes and behaviours of respect and engagement towards children (and adolescents). The same applies to children and adolescents, they prepare themselves to engage with adults in the platforms. Examples of this have been discussed earlier, but what is important in preparing children and adolescents is building confidence and a feeling of safety.

3.6. TOWARDS MEANINGFUL PARTICIPATION OF CHILDREN AND ADOLESCENTS

KEY MESSAGES:

- The representative participation, which has been a customary approach for youth groups engagement with decision makers, is a potential alternative towards a safer environment for adolescent participation.
- While adolescents perceive themselves able to contribute meaningfully in collaborative discussions and decision-making with adults and local leaders, they recognize power relations between adults and young people that limit their expectations for an enabling environment.
- The difference between adolescents and adults’ perception towards adolescent participation suggests the different understandings they have about it, and about adolescents.
- The potential of religious groups and CSO activities to enable collaborative participation are shared across the three provinces



The General Comment No. 20 of the UN Committee on the Rights of the Child extends the implementation of the rights of the child to adolescents. On the right to be heard and to participation, “States should ensure that adolescents **are involved in the development, implementation and monitoring of all relevant legislation, policies, services and programs affecting their lives, at school and at the community, local, national and international levels**”⁴⁵. Also, “the Committee emphasizes the importance of **participation as a means of political and civil engagement through which adolescents can negotiate and advocate for the realization of their rights, and hold States accountable**. States should adopt policies to increase opportunities for political participation, which is instrumental in the development of active citizenship”⁴⁶.

To observe the General Comment, this study has found that the involvement of adolescents in decision-making processes is minimal. Although they were present in the development meetings or in activities promoting their rights or exercising their participation rights, traces of whether their views were heard and given due considerations were not found. In contrary, what was found was reported backlash or questions on why adolescents should participate.

From rights-based perspective, participation should be applied to help allocating scarce resources (Tobin, 2011), which implies involvement of those who will receive the resources in decision-making processes. However, such participation requires a democratic society where checks and balances have become a culture of governance. The village fund may be one of the realizations of a democratic approach to governing with the hope of better representation and actual needs of the villagers being met to alleviate poverty and improve wellbeing. Admittedly problems still emerge that can be attributed to the quality of village apparatus and uncritical society in terms of supervising the management of the village fund (Ministry of Finance, 31 March 2021). Moreover, priorities must be made against competing interests. As one provincial government official in Aceh puts it:

“We must admit, the misuse of village fund still happens, serving the interests of relatives of village leader for example...Also, note that there are many needs, while the fund may not be limited. So, priorities have to be made.... This applies not only at village level Musrenbang, but also in every stage of Musrenbang” (Provincial Government Official, Aceh).

In all locations, there were examples of representative participation; it has been a customary approach for youth group engagement with decision makers.

“In smaller organizations, such as in church, actually adolescents are the ones who identify problems while adults act as facilitators. When there are meetings in the church, adolescents were invited to identify the problem. For example, in building the church house, young people are the ones who work the most, either in ideas or manpower” (Adolescents of Provincial Child Forum, Papua).

A suggestion to consider this approach is also well-thought out, in that first adolescents should share their ideas in a way that they feel comfortable with. The use of technology was advised, for example, in expressing opinions. The preparedness therefore is not about rehearsing speech, but deepening understanding of the matter of concern before voicing it out in public.

“Maybe, there should be a special meeting for the adolescents with the village elders, because it’s rare in the village. Most adolescents led their own meeting, deciding on activities by themselves. Once the activities are fixed, they would inform the village elders. So, as far as the village elders know, everything is already planned” (Adolescent non-members of Forum Anak, Rural East Java).

45 UN Committee on the Rights of the Child (CRC), General comment No. 20 of 2016 on the implementation of the rights of the child during adolescence, para. 23

46 UN Committee, General Comment No. 20, para. 24

THE POSITIONAL MAP ON THE STATE OF MEANINGFUL PARTICIPATION AND ENABLING ENVIRONMENT.

The following two maps are based on elements in adolescents' environment that support participation, recognizes and addresses barriers for participation from socio-cultural standpoint, and the levels of adolescent participation. Locating adolescent experience of participation in the axis corresponds to the roles of environment who support them. From this awareness, adults can support adolescents to participate, and such support is especially important in societies where the younger generation are not encouraged to express their opinions openly. The support varies depending on the social ecology - family, school, peerage, etc.

The x-axis represents the levels of participation, divided in three: low corresponds to level of participation consultative, moderate corresponds to collaboration, and high level corresponds to adolescent-led (Lansdown, 2017). The y-axis represents the level of support as enablers for participation, in that 'support' covers policy, traditions, platforms, programmes, and other practices. It ranges from low to high level of support.

As no distinct difference was found between data from urban and rural areas, the map places emphasis on adolescent perceptions and experience of participation against the environments where they exercise their participation. The positioning

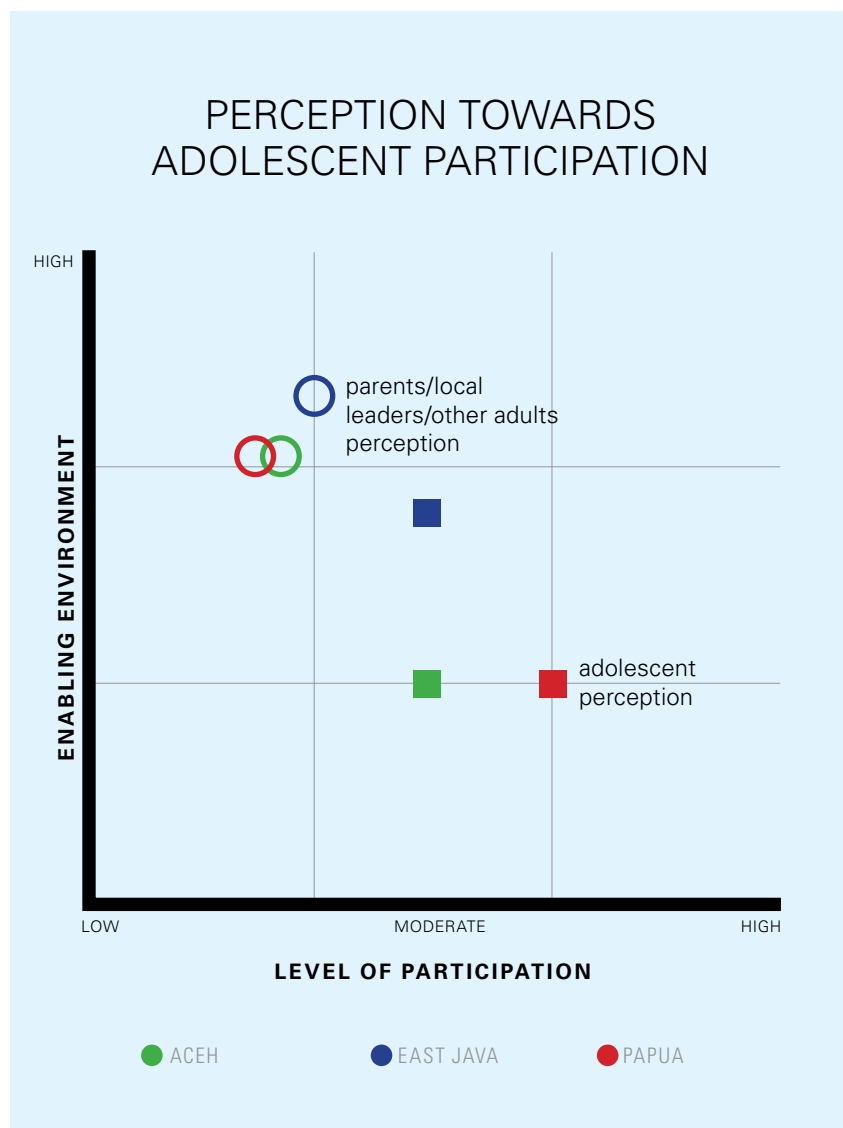


FIGURE 17 MAP OF PERCEPTION TOWARDS ADOLESCENT PARTICIPATION

of each province for each element was carefully done by consolidating both quantitative and qualitative data.

The first map features adolescents and adults' perception towards adolescent participation. While adolescents perceive themselves as able to contribute meaningfully in collaborative discussions and decision-making with adults and local leaders, they recognize power relations between adults and young people that limit their expectations for an enabling environment. The power relations are exercised in daily lives from family to school to community level, placing children and adolescents as objects of protection and care, less as equal members.

Meanwhile, parents and other adults perceive adolescents as having opinions and can be consulted with; noting limitations relating to traditions/local practices and level of maturity of children and adolescents. These adults consider that they are ready to support and have the means to support adolescent participation, for example, by allowing students/children to join Forum Anak, religious activities, and others.

ADOLESCENT PARTICIPATION IN CIVIC ENGAGEMENT

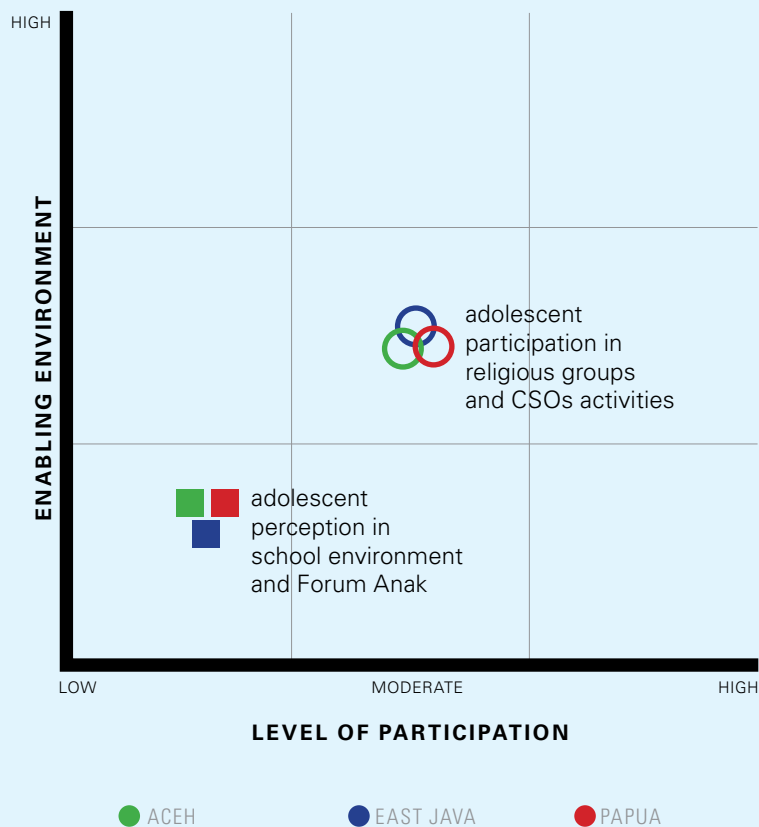


FIGURE 18 MAP OF ADOLESCENT PARTICIPATION IN CIVIC ENGAGEMENT

While adolescents recognize the support of few adults, many adults are still not as supportive especially in decision-making processes. For East Java, there is a slight difference in the adolescent perception towards adults' support and spaces for them to participate; the government commitments seems to be stronger in East Java with more platforms identified ranging from Forum Anak, religious groups to environmental activism. East Java's adolescents who were involved in the study were generally able to recognize adults' support. Additionally, in Papua adolescents participating in the study generally expressed confidence in talking about their environment and how they can contribute to changes for improvement. The difference between adolescents and adults' perception towards adolescent participation suggests the different understandings they have about it, and about adolescents, their capacities, rights and roles in the home and their communities.

The second map shows that in school and Forum Anak, adolescents experienced consultative participation, but it was still far from their own expectations of how they could influence decision-making. Meanwhile, the potential of religious groups and CSO activities to enable collaborative participation are shared across the three provinces. In the first map, parents and other adults, including teachers and local leaders are perceived to hold high influence in enabling supportive environments for children and adolescents to participate, yet in school and Forum Anak their actual support towards engagement of adolescents in decision-making processes is limited to allowing adolescents to be consulted with.



4

FRAMEWORK FOR ANALYSING ADOLESCENT PARTICIPATION

This study collects information from adolescents and adults using the same tools ⁴⁷, in doing so it has attempted to contextualize adolescent participation in the environments where they engage with peers and adults. While the study's limitations are outlined in section 2.5, the application of survey questionnaire and PGD instruments has provided insights into ways in which current and relevant experiences of adolescents can be captured using a combination of close-ended questions and participatory discussions. In particular, the use of case examples in the PGD instruments also generated in-depth discussions between adolescents and adult participants about adolescent experiences of participation. The comic booklet allowed adolescents to relate to similar or opposite experiences within the school and in the community.

Evaluation of the said tools in this study informs the development of a framework for analysing adolescent participation in relation to enabling environment and meaningful participation.

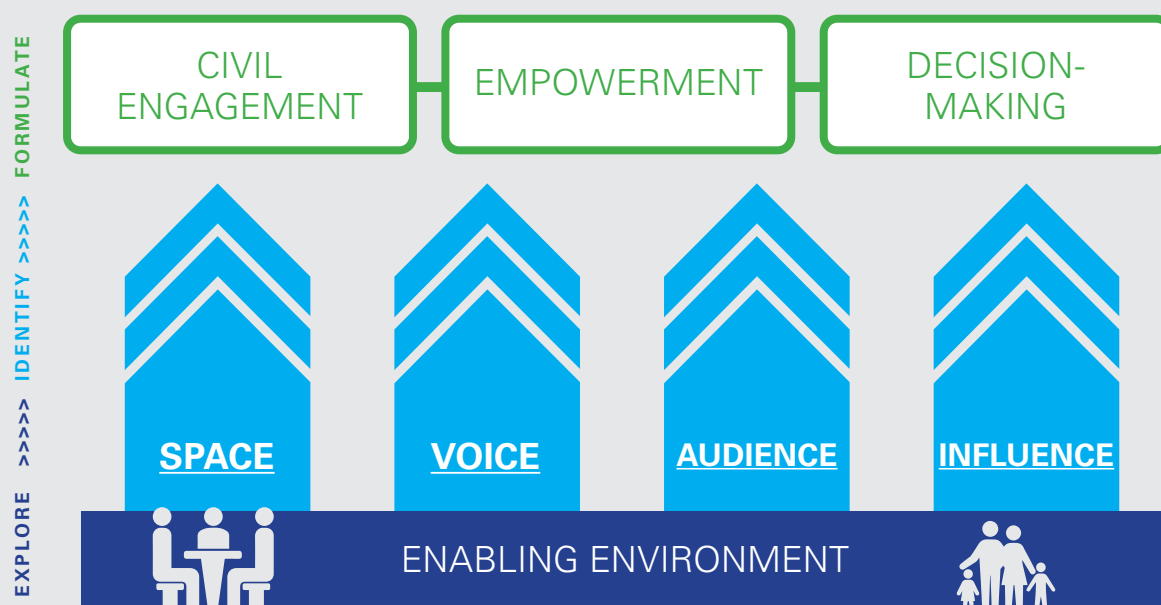


FIGURE 19 FRAMEWORK FOR ANALYSING ADOLESCENT PARTICIPATION

Enabling environment recognizes and addresses barriers for participation from a socio-cultural standpoint. Having legal frameworks and policies that support adolescent participation is important, but everyone within the adolescent environment must be aware of adolescent rights to participate. From this awareness, adults can support adolescents to participate, and such support is especially important in societies where younger generations are not encouraged to speak their minds openly. The support should take place in any environment where children and adolescents belong: from home, school, religious groups to community, including in development planning meetings. Such support leads to enablement of four elements of meaningful participation: space, voice, audience and influence. These elements then shape the domains of child and adolescent participation: civic engagement, empowerment and decision-making.

For all participation platforms identified in this study, both government-led and non-government led, the spaces have not been entirely safe and inclusive for opportunities to form and opinions to be expressed. Voice has been mostly understood as direct speech in front of adults and peers; the narrow interpretation therefore mounts pressure on adolescents who are not comfortable expressing their views in such a way. The expression of views should be facilitated freely in a choice of mediums. Expression of views demands audience, who are willing to listen with respect. This study has found instances of adults either not paying attention to what adolescents were saying or simply not welcoming their views. This study has identified a number of barriers for adolescents to inform decision-making processes, one of them is the not knowing

⁴⁷ PGD instruments

Adolescent

Adolescent Participation Checklist

- I am a member of an adolescent/ youth group
- In my group, there are members with disability or from marginalised group
- I have participated in a decision-making meeting with adults
- I was asked for an opinion/ given an opportunity to speak in a decision-making meeting with adults
- I received feedback whether my opinion was taken into consideration or agreed or not agreed
- I am comfortable expressing my views on things that matter to my life in the following ways:
 - Speaking up in front of adults
 - using social media
 - represented by trusted adults (e.g. youth facilitator, head of my youth group)
 - suggestion box
 - art forms (e.g. collage, video, poster, music)
- I have a space(s) where I can safely express views on things that matter to me:
 - school
 - village/urban village
 - adolescent/youth group (e.g. Forum Anak, religious group, NGO facilitated group)
 - development planning meeting e.g. Musrenbang
- I have at least one adult outside my family who listens to my opinion
- I believe I can inform decision-making on things that matter to adolescent life

Parents/teachers/community members

Adolescent Participation Checklist

- Most Adolescents in my community are members of adolescent/ youth group
- Adolescents with disability or from marginalized group take part in my community activities
- I have participated in a decision-making meeting with adolescents
- I have considered adolescents' opinions in a decision-making meeting with them
- I gave feedback to adolescents whether their opinion was taken into consideration or agreed or not agreed
- I believe it is best for adolescents to express their views on things affecting their life in the following ways:
 - Speaking up in front of adults
 - using social media
 - represented by trusted adults (e.g. youth facilitator, head of my youth group)
 - suggestion box
 - art forms (e.g. collage, video, poster, music)
- In the following spaces, adolescents in my community feel safe to express their views on things that matter to them:
 - school
 - village/urban village
 - adolescent/youth group (e.g. Forum Anak, religious group, NGO facilitated group)
 - development planning meeting e.g. Musrenbang
- I am happy to co-decide matters affecting adolescents lives with them
- I have a responsibility to create safe spaces for adolescents to express their views

Government official

Adolescent Participation Checklist

- I have worked with an adolescent/youth group
- I have participated in a decision-making meeting with adolescents
- I have considered adolescents' opinions in a decision-making meeting with them
- The government agency where I work has a mechanism in place to ensure adolescents can inform decision-making process on programs affecting their lives
- The government agency where I work has a mechanism in place to feedback adolescents on whether their opinion was taken into consideration or agreed or not agreed
- I believe it is best for adolescents to express their views on things affecting their life in the following ways:
 - Speaking up in front of adults
 - using social media
 - represented by trusted adults (e.g. youth facilitator, women organisation, government official)
 - suggestion box
 - art forms (e.g. collage, video, poster, music)
- They are best at supporting adolescents to exert influence in decision-making process:
 - parents
 - religious/community leaders
 - teachers
 - government officials
 - youth facilitator/NGOs facilitator
 - adolescent's peers
- I have a duty to create safe spaces for adolescents to express their views

whether ideas presented would be acted on. The extent of influence⁴⁸ adolescents have on the decision-making process should consider their maturity level and cultural appropriateness, and yet this study has found the two factors were reasons for limiting adolescent participation.

The following checklists are self-assessed and are based on findings of this study and the framework above to identify the potential of meaningful adolescent participation. As such, the checklists are designed to assess minimum conditions required to enable adolescent participation. They should be followed by in depth questions in order to achieve a bigger picture of the state of adolescent participation within a certain community.

⁴⁸ Lansdown, Conceptual Framework, p9



5 CONCLUSION



Based on the data collected we can draw some general conclusions on how participation platforms operate in practice, including the legal and policy environment, awareness of participation rights (adults and adolescents), social norms and barriers, skills and capacities of adults and adolescents to participate meaningfully.

1. Opportunities for adolescent participation exist in government-led platforms at the national, sub-national, and village level; in religious groups and CSO initiated platforms, with differing degrees. Consultations have been more reported in participation within religious groups and CSO-led platforms and less so in government-led platforms.
2. The representative participation, which had been practiced by child and adolescent groups showed promising effects, and so is a potential alternative to adolescent engagement with decision makers; it could provide a safe environment for participation. The existence of spaces for adolescents to express themselves is clearly indicated, however, how the space works for the enablement of meaningful participation of adolescents demands further inquiry.
3. Policies supporting child and adolescent participation can be found in those legalizing the creation of Forum Anak and the organization of Musrenbang. However, this study has indicated that such policies only went as far as making sure children and adolescents have the right to participate or represented in Musrenbang. In practice, recognition of other Musrenbang attendees toward um Anak has been lacking and there is no feedback mechanism in place to ensure adolescents views, nor of other attendees, are being considered.
4. So far, government commitment and capacity to enable adolescents to participate safely in the existing mechanisms has mostly focused on inviting Forum Anak to Musrenbang and fund their campaign of activities. Forum Anak has been navigating their way through the adult-led platforms in order for their voices to be heard, and CSOs as well as some community leaders have played a significant role in building the adolescents' skills and helping to carry their voices in the meetings.
5. The study found that there is awareness among adolescents, CSOs working with children and adolescents, local and provincial government officials and some parents and teachers on the importance of empowering adolescents to speak up and talk about their opinions. Some practices of empowerment such as public speaking training and socialization about child rights to parents and religious/local leaders were found. However, adolescent empowerment still focuses on public speaking and improving self-confidence, instead of looking at alternative ways for children and adolescents to express themselves safely, and being able to take action in issues that concern them. Further capacity building is needed to ensure the Musrenbang, as a process, is presented in a child-friendly manner.
6. Adolescents with disabilities still struggle to participate in decision-making and be active citizens. For this group, civic engagement was hindered by, among other factors, the overprotection perception that prevents them from interacting in social settings, such as at religious festivals. While noting the potentials of civic engagement for participation, lessons from the lack of understanding from community members with regards to the potentials of people with disabilities sheds light on the challenges of adolescent participation in the decision-making processes.
7. Adolescents are active in community work, religious events, and activities that preserve traditions, such as learning tribal language, music and dance. However, their role is more as "implementers" , they are rarely part of the designing and decision-making of these activities. Within civil society organizations where adolescents were involved, decision-making was encouraged through collaboration and was even youth-led. However, once they engaged in the larger social environment with adult community members and leaders, they were only consulted and in many cases, they were not involved in the process.
8. The study confirmed that adults can be both enablers or bottlenecks of adolescent participation, especially if they are parents

or teachers. Particularly, this study finds that parents were the first gate for realizing adolescent participation. Capacity building is needed for both adults and adolescents.

9. A critical component to fulfil an adolescent's right to participate is being able to do so in a medium of their choice. The feeling of being safe and of enjoying a medium and making friends and networks are benefits of participating in the platforms. This can include those that are government-led and the lack of alternative medium or knowledge of such medium were also seen as challenges for adolescent participation.



6

RECOMMENDATION

This report presents the following recommendations for improving adolescent participation and necessary support to achieve enabling environment and meaningful participation. The recommendations are targeted to both UNICEF and BAPPENAS, with an expectation of MoWECP support:

1

To create a mechanism or communication structure in Musrenbang, starting from village to national level, for representatives of adolescents to monitor how their proposed ideas were considered in prioritization of issues.

Since the timing of development planning meetings is often unsuitable for children and adolescents, also in order to focus on the message and not performance, adolescents should have the opportunity to work with their messages in detail and be represented by other invitees during the meetings. The government, at every level, should formalize and legitimize the mechanism; including for example, making minutes of meetings available to attendees. Since meaningful participation requires ability to inform the decision-making process, at the very least there should be a mechanism for attendees to trace the journey of their ideas/proposals and be informed of the reasons their ideas get prioritized or not. Again, this mechanism should be formalized and legitimized to gain traction. Ensuring the messages are carried through in every level of Musrenbang is paramount, and so two strands of approach is advised: the first is indeed the formalization and legitimation of the tracing ideas mechanism (e.g. technical guidance or juknis). Second, equally important is assessing how adolescents and their champions locate and approach carriers of their messages at every level. BAPPENAS and UNICEF could advocate for the support of the Ministry of Home Affairs (Kemendagri) to legitimize and ensure the tracing ideas mechanism is in line with the ministry's regulations on Musrenbang.

Input for creating the communication structure can be generated from mapping examples of participation platforms or spaces within communities and schools. The mapping will then be followed by learning sessions between platforms and government officials to capture best practices that can initiate the creation of alternative platforms or improve existing platforms.

UNICEF can also provide best practice or even space for adolescents to practice such engagement.

2

Since looking at specific policy implementation was outside the scope of this study, an action point following this study recommends that both ministries (i.e BAPPENAS and MoWECP) **conduct a joint evaluation on the implementation** of the MoWECP Ministry Regulation No. 4 of 2011 on Guidelines for implementing child participation policy and the Regulation No. 8 of 2019 on Guidelines for Organizing Forum Anak.

While adolescents and adults still endorse adolescent participation in government-led platforms, it is recommended to prioritize government commitment to facilitate Forum Anak and help them navigate through the development planning processes. Central and local government, particularly BAPPENAS and Local Development Planning Agency (BAPPEDA), MoWECP and Local Office of Women Empowerment and Child Protection (Dinas PPPA) should ensure continuous facilitation of Forum Anak in their activities to promote child rights, as well as participation in Musrenbang. Facilitation is not limited to inviting Forum Anak to Musrenbang, but more importantly, (1) ensure adolescents are well-aware of the way Musrenbang works, (2) allow time for adolescents to prepare and present their ideas (even if they are represented by adults) in a way/form that suits them, (3) if the adolescents are to attend in person, then the government agencies should help in gaining permission from parents and teachers, (4) make sure adolescents get feedback from their proposal, (5) give them space to feedback other agencies' proposals with matters affecting their lives, and (6) advocate to other stakeholders the importance of child and adolescent participation with them taking part or represented in Musrenbang as one of the practices. The government commitment should not be determined by personnel, which a change in personnel had meant change in commitment, as this study found, that is why implementation of policies should be accompanied by effective capacity building strategies, M&E frameworks and appropriate budget. UNICEF can also provide space for adolescents to provide feedback to the implementation of these policies.

3

To conduct knowledge sharing and create avenues of dialogue to improve understanding of participation as rights, and to improve perception towards children and adolescents as agents of change among adolescents, parents, teachers, community and religious leaders.

This will increase awareness of participation rights while understanding social norms and barriers. The dialogue needs to happen for government officials, teachers, community leaders/members and for children and adolescents themselves. Children and adolescents must be heard in the avenues, not only in attendance. Being heard does not require direct synchronous conversations or physical presence to happen. Some examples of the mediums or avenues of dialogue would be art forms, digital platforms to express views, and contents of suggestion boxes being discussed in village meetings. For example, this study used comic booklet as a tool to create conversations among adolescents about participation⁴⁹. Instead of directly asking their understanding of the concept, the comic provides an inspired-by-true-story experience from which adolescents could draw on their own experiences of participation. As a friendly tool, the comic booklet and also wall-magazine (in East Java) enabled adolescents to speak up. In Papua, videos created through the works of a CSO with young people to campaign on health and safety during Covid-19 pandemic were popular among young people to get the campaign message across. And in Aceh, the suggestion box that local government used to place in public spaces was missed by adolescents as it was seen more 'not limiting' space to communicate their expectations as opposed to speaking directly in public meetings. Engaging stakeholders in dialogues should start from, (1) exploring current understanding and perception of participation and adolescents, (2) working with one local actor or leader who is willing to talk about adolescent roles in the community, and (3) using physical space that allows such conversations to happen, for example, village meetings at *Para-para*⁵⁰ in Papua.

49 <https://partisipasiremaja.wixsite.com/komika>, <https://partisipasiremaja.wixsite.com/komikb>; the comic booklet was developed from Mobile Arts for Peace (MAP) Indonesia project that uses art forms to create dialogues for peacebuilding among adolescents and young people.

50 *Para-para* can mean a physical space where education to children (pembinaan) takes place, and decisions are made.

UNICEF could share their experience on how adolescents can be involved in sharing their voices in online media, and learning from the U-report, by bringing in data and innovation as well as youth engagement teams, UNICEF could help create a digital platform to document and discuss best practices on how adults and adolescents work together to abolish barriers to treat adolescents as agents of change. Moreover, UNICEF has had experience in training adolescents as agents of change, these trainees could support adolescents in existing participation platforms through peer-to-peer coaching and share their experiences with other adolescents and parents, teachers, community and religious leaders. This will help to show the potential of adolescents as agents of change.

4

To design a targeted intervention to encourage adolescents and adults at school and community level to enable safe and empowering space for engagement and participation.

This will be the response to the challenges adolescents face when exercising participation in school and communities. Parent and teacher committee and school councils (i.e. *OS/S*) are primary target for such intervention in schools because they are representations of relevant stakeholders. Child and adolescent participation should happen in all environments, even in families. In close knit communities of rural areas, the support of parents means the support of local and religious leaders. There are CSOs, religious groups, and even communal practices (in rural areas) that have involved adolescents in the designing and running of events, with some that have strategically placed adolescents and adults together in the decision-making process. While Local Office of Women Empowerment and Child Protection has been regarded as the guardian of Forum Anak and tasked with the socialization of child participation, *mainstreaming participation* approaches into government-endorsed programmes should be the task of all government agencies working for children and adolescents, families, and in communities. This includes local offices of development planning, village or community empowerment, communications and information, social affairs, education, health and others.



While the COVID-19 pandemic has paused in-person learning, plans for school reopenings are a gateway for mainstreaming child and adolescent participation. This recommendation can be incorporated into UNICEF plans according to its workplan Output 4.5 Education in emergencies, indicator 4.5.5 Availability of new regulations and guidelines on safe school reopening developed, disseminated and implemented. At least, consultations with children and adolescents are conducted for developing, disseminating and implementing said regulations and guidelines.

5

To facilitate youth-led research on alternative platforms for children and adolescents to inform decision-making processes in their social environments (i.e., school, organization, community, city), and establishing conferences or summits for children and adolescents to present their research paper and receive feedback. Children and adolescents are *informants* of matters affecting their lives, although the scope of information they have differs according to maturity level, needs and where they are, be it family, school, community, and so on. Participatory research would suit best because it enables representativeness and age responsive. This study has shown that experiential learning using visual aids and activity-based dialogues were able to generate insights from reflexivity.

Exploring the alternative platforms should pay special attention to often neglected groups of children and adolescents, such as those with disability and of minority groups. This study has indicated that civic engagement and participation of adolescents of these groups are influenced by adults' perceptions towards protection and participation, and so more in-depth study is required to explore the complexities of enabling their civic engagement and participation. On this note, the approach to make existing platforms more inclusive should be done with caution; for whose best interest would that approach serve and whether making membership varies would make all members participate more meaningfully.

UNICEF and CSOs can contribute resources to build capacity of adolescents to undertake research with inclusive and participatory approaches and can facilitate the dissemination of the research process and findings in a safe and supportive conference or other outlet so as to get public support and government attention. KPPPA may also take lead in programming this research as part of its workplan to build capacity of Forum Anak and its facilitators (*Fasilitator Nasional*). Since this study finds that members of Forum Anak are actively engaging with communities or schools, Forum Anak would be strategic as both young researchers and participants. In so doing, safeguarding children and adolescent both as researchers and participants should be well-established, and all stakeholders must take this into account.

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