

Implementation of Child-Friendly City Program Policy by Department Women and Children Empowerment Service Pekanbaru

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ABSTRACT

In supporting the success of the legislation on child protection, the government is implementing the Child-Friendly City/District (KLA) program across Indonesia. Based on the development of the Child-Friendly City program implemented in Pekanbaru, issues concerning child protection are still relatively low. This is due to Pekanbaru being one of the major cities that has experienced rapid changes and development on the island of Sumatra. The development of Pekanbaru has attracted many individuals seeking better livelihood opportunities in the city. The objective of this study is to examine the implementation of the child-friendly city program policy by the Office of Women's Empowerment and Child Protection in Pekanbaru, as well as the factors impeding its effectiveness. The research employs a descriptive quantitative method, with data collection conducted through interviews, observations, questionnaires, and documentation. The key informant for this study is the Head of the Office of Women's Empowerment and Child Protection of Pekanbaru. Meanwhile, the other informants include the Head of the Child Protection and Empowerment Division, the Head of the Regional Planning Agency, the Chairman of the Women and Child Protection Integrated Service Center (P2TP2A), and the Child Forum of Pekanbaru. The results of the study indicate that, based on the research findings and analyses conducted by the author, the implementation of the child-friendly city program by the Office of Women's Empowerment and Child Protection in Pekanbaru is considered to be inadequate. This deficiency is attributed to the high number of reported cases handled by the Office, which serves as the agency responsible for addressing and mitigating violence against women and children

Keyword: Policy, Implementation, Child-Friendly City Program



INTRODUCTION

Human rights are fundamental rights inherent to every individual without discrimination based on race, religion, ethnicity, or social status (Thomas et al., 2023). Children, as part of society, are entitled to special protection due to their vulnerability to exploitation and violence (Woodman et al., 2023). These children's

rights are universal and recognized through various international legal instruments, including the United Nations (UN) Convention on the Rights of the Child (CRC) (Jenssen et al., 2023). The CRC establishes that every child has the right to grow up healthy, receive education, gain protection, express their opinions, and be treated fairly (Utami et al., 2024). This global commitment has been adopted by many countries, including Indonesia, through legal policies and programs aimed at protecting children.

In Indonesia, efforts to protect children are outlined in Law Number 23 of 2002 concerning Child Protection. However, over time and with the increasing complexity of children's issues, this law was revised to become Law Number 35 of 2014 (Adi, 2019; Fitriani et al., 2023). This amendment emphasizes the importance of stricter criminal sanctions and fines for perpetrators of crimes against children, particularly sexual crimes. Beyond that, the law also encourages concrete steps to restore the physical, psychological, and social well-being of child victims of violence (Ismaidar & Rahmayanti, 2023; Woodman et al., 2023).

The *Child-Friendly City* (KLA) program is one of the tangible implementations of child protection policies at the local level. KLA is a government initiative aimed at creating a safe, friendly, and inclusive environment for children at the district/city level. The Pekanbaru City Government, as one of the major cities in Sumatra, has adopted this program. However, despite its rapid economic growth and status as a center of urbanization, the implementation of the KLA program in Pekanbaru City still faces several challenges (Cordero Vinueza et al., 2023; Sapsağlam & Eryilmaz, 2024). Based on data released by the Pekanbaru City Office of Women Empowerment and Child Protection (DP3A), the number of child rights violations in 2022-2023 shows a concerning trend. In 2023, 101 cases of child rights violations were recorded, with sexual crimes being the highest (32 cases).

Additionally, cases of child neglect (21 cases), child custody disputes (18 cases), physical violence (9 cases), and children in conflict with the law (7 cases) also dominate. The high number of child rights violations is most prevalent in Tampan District, which has a dense population and high levels of urbanization. This phenomenon indicates that Pekanbaru City still faces serious challenges in creating a safe and child-friendly environment. One of the main factors affecting the suboptimal implementation of the KLA program is the lack of public awareness regarding child protection policies. Programs such as mobile protection services, safe houses, and 24-hour call centers are still not widely known to the public, limiting access to child protection services. Additionally, limited budget allocations through the Regional Revenue and Expenditure Budget (APBD) have become obstacles in preventing, addressing, and recovering from cases of violence against children. The lack of human resources, suboptimal coordination between DP3A and other stakeholders, and low community participation further complicate this issue.

As a city with high levels of urbanization, Pekanbaru faces various social challenges that directly impact children. The city's rapid economic growth attracts many migrants seeking livelihoods. Consequently, urbanization often triggers social issues such as increasing poverty, unemployment, and domestic violence, which lead to cases of child rights violations (Mackay, 2003; Meadow, 2005). Children from poor and underprivileged families tend to be the most vulnerable to exploitation, physical and sexual violence, and neglect. The Ministry of Women Empowerment and Child Protection (PPPA) together with the Central Bureau of Statistics (BPS) has developed three indices as tools to measure child protection,

namely: the Child Protection Index (IPA), the Child Rights Fulfillment Index (IPHA), and the Special Child Protection Index (IPKA).

These three indices aim to monitor the effectiveness of policies and programs implemented by local governments to protect children's rights. Nevertheless, the results of the KLA program implementation in Pekanbaru City have not yet fully met the established indicators. In this context, the Technical Implementation Unit for Women and Children Protection (UPT PPA) in Pekanbaru City plays a strategic role as a provider of protection services for women and children (Amellia & Meiwanda, 2023). UPT PPA is responsible for providing technical operational services, such as handling cases of violence, discrimination, and other special protection issues. However, limited resources and cross-sector coordination often hinder the delivery of optimal services.

The implementation of public policies, including the Child-Friendly City program, is a complex process influenced by various factors. Success of policy implementation is determined by four main factors: communication, resources, disposition, and bureaucratic structure (Edward III, 1980). In the context of the KLA program in Pekanbaru City, these four factors are crucial in determining the effectiveness of child protection policy implementation. Good communication between policymakers, program implementers, and target groups ensures that policies are implemented according to their objectives. On the other hand, the availability of human resources, budgets, and infrastructure plays an essential role in supporting program success (Preston, 2000; Rauch & Evans, 2000; Svobodova et al., 2020).

The implementation of the KLA policy in Pekanbaru City has a strategic objective of creating a safe, friendly, and inclusive environment for children. This program not only focuses on protecting children from violence and exploitation but also encourages the fulfillment of children's basic rights, such as the right to education, health, participation, and special protection. However, the high number of child rights violations in Pekanbaru City indicates that the implementation of this policy still faces several obstacles. These obstacles include high numbers of child rights violation cases, a lack of socialization of child protection policies, limited budget allocation, and suboptimal coordination between DP3A, UPT PPA, and other stakeholders.

Based on the background above, this study aims to analyze and evaluate the implementation of the Child-Friendly City policy in Pekanbaru City. This study will focus on the roles of the Office of Women Empowerment and Child Protection (DP3A) and the Technical Implementation Unit for Women and Children Protection (UPT PPA) in implementing the KLA program. Additionally, the study will identify the challenges faced in program implementation, including aspects of resources, communication, disposition, and bureaucratic structure. The specific objectives of this research are as follows: to analyze the effectiveness of the Child-Friendly City policy implementation in Pekanbaru City, to identify the challenges faced in the implementation of the KLA program, to evaluate the role of DP3A and UPT PPA in providing child protection in Pekanbaru City, and to provide strategic recommendations to improve the effectiveness of the KLA program, including policy strengthening, resource optimization, and increasing community participation.

Expected to contribute positively to efforts to improve the protection of children's rights in Pekanbaru City. By analyzing data on child rights violations, this study will help identify case patterns, areas with high violation rates, and their contributing factors. Furthermore, the recommendations resulting from this study

can serve as a reference for policymakers in formulating strategic steps to create a safer and more child-friendly environment. This study is also expected to encourage policy improvement and strengthen the capacity of implementing institutions, such as DP3A and UPT PPA, in handling child protection cases. Additionally, the results of this study are expected to inspire a more participatory and community-based approach in implementing the KLA program, so that Pekanbaru City can optimally achieve its vision as a child-friendly city.

This study focuses on the implementation of the Child-Friendly City policy in Pekanbaru City during the 2022-2023 period. The scope of the research includes policy analysis, the roles of DP3A and UPT PPA, implementation challenges, and evaluation of program effectiveness. The data used includes child rights violation data from DP3A, interviews with policymakers, and participation from target groups such as the community and children.

RESEARCH METHOD

This research, conducted in March 2024, employs a descriptive analytical method with a qualitative approach. Qualitative research is based on post-positivist philosophy and aims to study objects in natural conditions. The researcher acts as the primary instrument, using triangulation techniques—a combination of interviews, observations, and documentation—to collect data (Bungin, 2007; Sugiyono, 2016). The data analysis in qualitative research is inductive and focuses on extracting meaning rather than generalization. This method is suitable for exploring the actual conditions and dynamics of child protection programs implemented in Pekanbaru City, as well as identifying the challenges and opportunities within the current system.

The research location is the Office of Women Empowerment and Child Protection (DP3A) in Pekanbaru City, situated at Jalan Sudirman No. 103 Pekanbaru. This institution was chosen because it plays a central role in implementing and overseeing child protection policies and programs, including the Child-Friendly City (KLA) initiative. By conducting direct research at this location, the study aims to obtain first-hand information and factual data regarding the execution and effectiveness of child protection measures in Pekanbaru City. Key informants in this study include the Head of the Office of Women Empowerment and Child Protection of Pekanbaru City, who provides insights into policy decisions and program implementation. Additional informants include the Head of the Division of Women and Child Protection (PPA), the Section Head of Special Child Protection, and the Section Head of Fulfillment of Child Rights within DP3A Pekanbaru. Other relevant stakeholders, such as the Head of the Technical Implementation Unit for Women and Children Protection (UPT PPA), representatives from the Child Protection Forum in Pekanbaru City, and parents of children affected by these programs, are also included as informants. The selection of these participants ensures a comprehensive understanding of the program's implementation, challenges, and its impact on child protection outcomes in Pekanbaru City.

RESULT AND DISCUSSION

The results of this study are based on interviews conducted with 11 key informants and observations made at the Office of Women Empowerment and Child Protection (DP3A) in Pekanbaru City. The findings focus on four main indicators: communication, resources, disposition, and bureaucratic structure,

each of which plays a critical role in the success of the Child-Friendly City (KLA) program.

1. Communication

For communication between organizations and the execution of activities, there are two evaluation items: communication between established organizations and coordination among organizations in program implementation (Luhmann, 1992).

- a. Communication between established organizations; Based on interviews and the author's analysis, communication between the Office of Women's Empowerment and Child Protection and the community occurs through the Community-Based Integrated Child Protection (PATBM). This communication is essential for the development of the child-friendly city program in Pekanbaru. The established communication creates a relationship that allows problems concerning children to be resolved through mutual, two-way communication. Through PATBM, this communication raises awareness within the community itself to initiate preventive efforts, fostering changes in understanding, attitudes, and behaviors that support child protection. From the author's field observations, communication between the Office of Women's Empowerment and Child Protection and PATBM still faces obstacles. This is due to a lack of public socialization regarding PATBM, which leaves many community members unaware of its purpose and operational mechanisms. Additionally, insufficient communication from the Office of Women's Empowerment and Child Protection regarding child protection issues hampers PATBM's ability to actively address child-related problems. As a community-based initiative, PATBM serves as a platform for the community to help itself, but this role remains underutilized due to the lack of transparency from the Office of Women's Empowerment and Child Protection in Pekanbaru.
- b. Coordination among organizations in program implementation; Based on interviews and the author's analysis, coordination efforts by the Office of Women's Empowerment and Child Protection include inviting non-governmental organizations (NGOs) to assist in child protection efforts within the implementation of the Child-Friendly City (KLA) program. The involvement of NGOs aligns closely with PATBM, as both initiatives aim to engage community participation in the implementation of the child-friendly city program in Pekanbaru.

From the author's field observations, the involvement of NGOs and PATBM can significantly address the challenges faced by children, ensuring that children receive their rights, including comprehensive protection. The more NGOs involved in the child-friendly city program, the faster child protection and rights fulfillment can be achieved. Established coordination fosters a sense of care and responsibility among community members regarding the current problems faced by children, particularly in Pekanbaru. This coordinated effort not only strengthens child protection systems but also encourages active participation from both governmental and non-governmental stakeholders to support a sustainable and inclusive approach to child-friendly policies. By enhancing communication and coordination, the child-friendly city program in Pekanbaru can effectively address systemic challenges, ensuring that children are protected and empowered to thrive within a supportive environment.

2. Resources

To support child protection under the Child-Friendly City (KLA) program, the Integrated Service Center for the Protection of Women and Children (P2TP2A) has been established as an integrated activity center that provides services for women and children victims of violence in Pekanbaru City. The implementation of resources consists of three assessment items: the availability of human resources, the availability of facilities and infrastructure, and the availability of program funding (Ojha et al., 2016).

- a. Availability of Human Resources; Based on interviews and the author's analysis, human resources involved in the KLA program are in place; however, not all of them actively participate. This is primarily due to the lack of shared responsibility in addressing child-related issues, resulting in unresolved problems that continue to accumulate in Pekanbaru City. Child-related issues persist because of a lack of awareness among parents, the community, the environment, and the government regarding the needs of children. As a result, children continue to face violence within their living environments. The author's observations further revealed that fulfilling children's rights involves not only the Office of Women's Empowerment and Child Protection but also other agencies such as the Civil Registry Office, Health Office, Education Office, Social Service Office, and other relevant departments. Each agency involved in fulfilling children's rights plays a specific role and has its respective responsibilities to ensure the successful implementation of these rights. Collaborative efforts among these departments are essential to achieving comprehensive child protection outcomes.
- b. Availability of Program Funding; Based on interviews and the author's analysis, funding for the implementation of the Child-Friendly City program is sourced from Pekanbaru City's Regional Revenue and Expenditure Budget (APBD). This budget is allocated annually, considering various issues occurring in Pekanbaru City, particularly over the past two years. Although funding for this year has increased compared to previous years, it is still deemed insufficient for the implementation of the Child-Friendly City program in 2024. Field observations show that the funds provided through the APBD are inadequate because the Office of Women's Empowerment and Child Protection requires significant financial resources to execute various activities. These include funding for program dissemination to the community, the establishment of complaint centers, and the provision of child protection facilities. The allocated funds reflect the government's response to child-related issues and its commitment to addressing these problems through the Office of Women's Empowerment and Child Protection. Human resources and financial support are interdependent; it is impossible to produce high-quality outcomes if the available funding is insufficient. Therefore, human resources and program funding must be prioritized, as both are critical components for the success of the programs being implemented.
- c. Availability of Facilities and Infrastructure; Based on interviews and the author's analysis, facilities and infrastructure for child protection under the Child-Friendly City program are already in place. These include protection vehicles, safe houses, and a 24-hour call center. These facilities and infrastructure serve as a response to the community's needs regarding issues faced by women and children in Pekanbaru City. They function to expedite protection efforts for women and children who are victims of violence and require immediate assistance. Such protection represents the tangible

presence of the government in addressing the community's needs for justice and security. Field observations show that safe houses are utilized as temporary shelters for women and children's victims of violence, offering protection and recovery services. Safe houses are confidential and designed to facilitate physical and psychological recovery in accordance with established standards. They are closely monitored to ensure victims feel secure and protected. To alleviate trauma among children, safe houses also provide positive and educational activities such as drawing, singing, painting, and other artistic pursuits to help children feel happy and reduce stress caused by their experiences. Personnel involved in the safe house include not only police officers and security personnel but also clinical psychologists and counselors. The integration of these professionals ensures that victims receive comprehensive care and support for their recovery.

3. Disposition

The attitudes or tendencies of program implementers consist of two assessment items: the support of implementing agents and the socialization of the program (Magnano et al., 2015).

- a. Support from Implementing Agents; Based on interviews and the author's analysis, the implementation of the Child-Friendly City (KLA) program in Pekanbaru City has received support from the city government. This can be seen through the existence of Regional Regulation (Perda) No. 7 of 2019 concerning the implementation of the Child-Friendly City in Pekanbaru. This regulation specifies that the local government will involve child representatives, the Regional House of Representatives (DPRD), courts, businesses, religious leaders, the community, and mass media in the execution of the KLA program. This collaboration is expected to accelerate the process of child protection within the framework of the program. From the author's field observations, although the implementation of Perda No. 7 of 2019 is relatively new, the government, as the executing agent, has demonstrated its commitment to implementing the Child-Friendly City program. This is evident not only in the content of the regulation itself but also in the government's efforts to provide facilities for child protection. The government has shown clear support for the program by working to protect children and fulfill their rights to grow, develop, and actively participate in national development. With this support, the implementation of the KLA program in Pekanbaru City can be more effectively executed, ultimately reducing violence against women and children in the city.
- b. Socialization of the Program; Based on interviews and the author's analysis, the socialization of the KLA program varies because it comprises five clusters: (1) civil rights and freedoms; (2) family environment and alternative care; (3) basic health and welfare; (4) education, leisure, and cultural activities; and (5) special protection. Each cluster has its specific role in supporting the implementation of the Child-Friendly City program organized by the Office of Women's Empowerment and Child Protection in Pekanbaru City. Therefore, the socialization efforts for each cluster differ, even though the ultimate goal of the program remains the same: to create a safe environment for children to grow and thrive. From the author's field observations, although the socialization of each cluster is conducted differently, the prevention and resolution of problems affecting women and children are still managed by the Office of Women's Empowerment and Child Protection. For instance, when child exploitation

occurs, Cluster 5 is responsible for handling the case, as it focuses on providing special protection for children. The socialization efforts for Cluster 5 include distributing brochures to the public, explaining the functions of protection vehicles, safe houses, and the 24-hour call center to expedite the socialization process.

Additionally, the public is informed that reporting or filing complaints will be free of charge, so there is no need for fear or hesitation in reporting cases. All submitted reports are guaranteed confidentiality and will be followed up promptly. These efforts are aimed at building trust within the community and encouraging active participation in the protection of children. By ensuring that the public understands the resources available, the government can more effectively prevent and address issues affecting children, thereby advancing the objectives of the Child-Friendly City program.

4. Bureaucratic Structure

The characteristics of the implementing agents consist of three evaluated items: the establishment of protection units, the duties and responsibilities of implementing agents, and program implementation according to the Standard Operating Procedures (Merton, 2007; Rauch & Evans, 2000).

- a. Establishment of Protection Units; Based on interviews and the author's analysis, the establishment of child protection units has been in place for approximately four years. The primary objective of these units is to provide services for the protection of women and children, implemented by the local government with a community-based approach. The management structure is designed to align with the prioritized needs and challenges faced by women and children. The establishment of these protection units enhances the performance of the Office of Women's Empowerment and Child Protection in Pekanbaru City, particularly in addressing issues related to the fulfillment of children's rights and their protection. The author's field observations revealed that the Technical Implementation Unit for Women and Child Protection (UPT PPA) serves as a service center for handling victims of violence. The services provided by UPT PPA include public complaints, outreach to victims, case management, temporary shelter, mediation, and victim assistance. These services aim to ensure accessibility, safety, and comprehensive care for women and children who experience violence. This integrated approach reflects the government's commitment to creating a structured and responsive system for child and women protection.
- b. Duties and Responsibilities of Implementing Agents; Based on interviews and the author's analysis, the clearly defined duties and responsibilities of implementing agents strengthen their roles and minimize deviations in their functions. The delineation of duties also signifies the responsibility held by each implementing agent, ensuring that tasks are executed according to their respective roles. When tasks and functions are not performed appropriately, the program is likely to face inefficiencies and flaws. Conversely, implementing agents who adhere to their designated duties are more likely to work systematically, effectively, and efficiently. Field observations further highlight that the execution of duties and responsibilities reflects the successful implementation of program policies. When each implementing agent fulfills their role in alignment with their responsibilities, the outcomes of policy programs are generally positive. However, failure to perform these roles effectively can disrupt the program's implementation. This situation

underscores the importance of leadership attention in placing individuals according to their expertise and skills. Assigning responsibilities that match each individual's capabilities ensures that the duties entrusted to them align with the program's objectives and desired outcomes.

- c. Implementation According to SOP; Based on interviews and the author's analysis, the implementation of the Child-Friendly City (KLA) program in Pekanbaru City has adhered to the Standard Operating Procedures (SOP) established by the local government. The SOP serves as a standardized procedure to ensure clarity, consistency, transparency, smooth operation, and accuracy in providing services and handling complaints of violence victims. Compliance with the SOP also signifies that the program implementation aligns with the directives and guidelines provided by the government. As a result, program achievements and setbacks can be easily identified and addressed in accordance with the applicable procedures.

From the author's field observations, the indicators for the characteristics of implementing agents in the KLA program have been successfully "implemented." This is demonstrated by the fulfillment of all sub-items in the evaluation indicators, including the establishment of child protection units, clear outcomes to be achieved, defined roles and responsibilities for implementing agents, and adherence to policy SOPs. The child protection units have been established according to Guidelines for the Establishment of Regional Technical Implementation Units for Women and Child Protection (No. 4 of 2018). The primary goal of the Child-Friendly City program is to create a safe environment for children to grow, develop, and actively participate in accordance with human dignity, ensuring their rights to express opinions, access healthcare, education, social services, culture, and economic opportunities without violence or discrimination. Moreover, the implementation of duties and responsibilities by each implementing agent reflects their commitment to achieving the program's objectives in Pekanbaru City.

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CONCLUSION

Based on the results of the research and analysis conducted, it can be concluded that the implementation of the Child-Friendly City (KLA) program at the Office of Women's Empowerment and Child Protection in Pekanbaru City has not been fully effective. This conclusion is drawn from the continued high number of cases involving violence against women and children in Pekanbaru. The Office of Women's Empowerment and Child Protection, which serves as the central institution for handling the prevention and resolution of such issues, has not yet succeeded in significantly reducing these cases. Additionally, there are notable challenges, including a lack of commitment among policy implementers and inadequate communication in delivering information between implementers and the target groups, which further hinder the successful implementation of the program.

To address the lack of commitment from policy implementers, it is recommended to enhance their motivation by strengthening partnerships and providing rewards for performance achievements. The introduction of such incentives aims to inspire new enthusiasm among implementers, encouraging them to carry out their duties effectively and voluntarily. By recognizing their

efforts through rewards, implementers will feel valued and motivated to work diligently toward achieving the goals of the Child-Friendly City program. Strengthening relationships among stakeholders, including government agencies and community groups, will further promote collaboration and shared responsibility.

Additionally, communication between policy implementers and target groups must be improved through enhanced outreach and socialization efforts. This can be achieved by distributing informative brochures about child protection facilities, such as the availability of protection vehicles, safe houses, and the 24-hour call center. Furthermore, utilizing social media platforms to disseminate information about the program's objectives, roles, and services will ensure greater public awareness. Efforts should also focus on targeting schools, hospitals, and other community spaces to inform citizens about the functions of the Office of Women's Empowerment and Child Protection. Strengthening communication will bridge the information gap, ensuring the public is well-informed about the program's resources and contributing to a safer and more supportive environment for children in Pekanbaru City.

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