Child-friendly city; a strategy to provide child protection right in Medan

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Abstract. Child protection is the obligation of state parties that ratified the Convention on the Rights of the Child (CRC), including Indonesia. As consequences, the Indonesian government at each level, through national to village level should implement it. Since 2006, Child-Friendly City (Kota Layak Anak/KLA) is a strategy to implement child protection. In 2018, Medan received the KLA award under Pratama Category. This paper will discuss the KLA as a strategy to protect children in Medan. There is a question; does the KLA synchronize with the Child Protection System (Sistem Perlindungan Anak) or well known as SPA? This research question is answered by using the SPA approach, namely Norm, Structure and Program (NSP). Furthermore, it also answered through lesson learns of KLA implementation in one province in Indonesia. As results, first, KLA is in accordance with the SPA which consists of five elements. Secondly, using SPA is effective in South Sulawesi Province to fulfill KLA indicator, which consists of 5 Child Rights clusters. It can also be applied in North Sumatra province as well as in Medan City. As a recommendation, Medan must use SPA approach to be a Child-Friendly City in providing child protection right.

1. Introduction
Medan is the third largest city in Indonesia known as a metropolitan and trade city. The local government develops Medan from various infrastructures such as schools, roads, hospitals, houses of worship, including children’s playgrounds provided by the city government of Medan. In 2018, Medan received the KLA award in the category of Pratama of Child-Friendly Cities (KLA). [1] Many people think that a city which awarded a child-friendly city just because it has some playground in its area. For example, the existence of city parks, namely Taman Beringin, Merdeka Square, Ahmad Yani Park, Taman Stadion Teladan and others in Medan. Actually, it is not. A city should fulfill 26 indicators to become a Child-Friendly City. Based on the child-friendly city regulation, KLA is a city with a development system that guarantees the fulfillment of children's rights in a planned, comprehensive, and sustainable program.[2]

Child-Friendly City (KLA) is a mandate of Law No. 35 of 2014 concerning the protection of children in Article 21 paragraph (5). This paragraph mentions that Local Governments implement national policies in the implementation of child protection through the development of Child-Friendly Cities. Furthermore, referring to article 21 (1-4), KLA is a strategy for the Indonesian government to implement its obligations and responsibilities as state parties of CRC. Moreover, Indonesia as CRC state party should treat every child equally and equity without any discrimination based on ethnicity, religion, race, class, sex, ethnicity, culture and language, legal status, birth, physical and/or mental condition. The Law concerning Children protection also mandates the government at Provincial and
District level to implement Child Protection, including Medan City government. It is a mandate of Article 4 of the Convention on the Rights of Child (CRC). Indonesia has ratified the CRC through Presidential Decree No. 36/1990 concerning the Ratification of the Convention on the Rights of the Child. In particular, There is a regulation of Ministry of Women's Empowerment No. 2/2009 concerning the Child-Friendly City (KLA).[3] It provide instruction for a city government to develop a Child-Friendly City.

Furthermore, in 2019, the Ministry of Women's Empowerment and Child Protection did an annual evaluation of KLA. A KLA Committee evaluated each city in Indonesia through an online program at KLA website officially. There were people with some roles like operators, approvers, administrative verifiers, field verifiers, final verifiers, provincial viewers, cluster viewers, and administrators. They are only people who could access the site. Furthermore, due to its technical guide, a city which wants to win the Child-Friendly City award need to fulfill indicators, for example indicator 11, infrastructure and facilities such as Child-Friendly public space-Ruang Bermain Ramah Anak (RBRA).

RBRA is a space that is expressed as a place and/or room that accommodates children's activities safely and comfortable, protected from violence, and other things that are harmful. Space or room(s) should exist neither in indiscriminate situations or conditions. Moreover, this space must respect the continuity of child development optimally and thoroughly physical, spiritual, intellectual, social, moral, mental, emotional, and language development. As a recommendation, RBRA can be built and developed in natural and artificial environments. In providing Child Friendly Space, there are principles which must be used by local government, namely (a) Free, (b) Non Discrimination, (c) Best Interest for Children, (d) Child Participation, (e) Safe and Secure, (f) Comfortable, (g) Creative and Innovative; and (h) Healthy.[2]

When there is a discussion on KLA as a strategy, it must consider the Child Protection System (SPA). SPA is a system which developed to ensure the protection of children from all forms of violence, mistreatment, exploitation, and neglect, including children who are the victim of sexual abused. In a fundamental level, the causes of various problems such as violence, mistreatment, exploitation, and neglect of children are interrelated. Furthermore, SPA is used to find out the basic problems and to identify the various actions that must be taken to protect children, a system-based approach, not a narrow issue-based approach and focusing only on certain groups of children is needed.[3][4]

The series of child protection services in the community level through KLA should be seen by the local government for three categories of the condition of the children, namely (a) normal conditions, (b) risky situation and (c) children who need special protection. [3] For children in (a) and (b) conditions, there are primary and secondary prevention. The Primary prevention services aims to strengthen the capacity of the community as a whole in childcare and ensure their safety. Meanwhile, the secondary prevention services are focused on families and children who are at risk, carried out by changing the situation before violent behavior has a real adverse effect on children. For children in (c) condition, there is a tertiary intervention which address situations in which children are already in a situation of crisis as a result of violence, abuse, exploitation, neglect, or other adverse actions. [3]

This paper will answer the research question concerning KLA as a child protection strategy in Medan City through a question. It is, does the KLA is comply with the Child Protection System (SPA) approach? There are three components of SPA namely norms, structure and, program. Furthermore, SPA also consists of five elements; (1) Legal and Policy Framework (2) Welfare System Social for Children and Families (3) Judicial System (4) Changes in Social Behavior and (5) Mapping and Assessment (Data & Information) use as the analyses component in the implementation of child protection.

2. Method
This paper will discuss KLA as a strategy to protect children in Medan and another city in Indonesia which used three components of the SPA as an approach, namely Norms, Structures and Programs (NSP) by using a literature study.
3. Results and Discussions

Since 2006, the KLA was introduced by the Ministry of Women's Empowerment and Child Protection (Kementerian Negara Pemberdayaan Perempuan dan Perlindungan Anak/Kemeneg PPA) as a strategy to achieve child protection in Indonesia. Furthermore, there are provisions concerning child protection in the law concerning local government. It mentions that women's empowerment and child protection is one of the "obligatory mandates" for provincial and city/district governments to provide non-basic services. To ensure the use of KLA as strategy, Ministry of PPPA issued a Regulation Number 2 of 2009 concerning the KLA Policy. This regulation had been applied by the local governments in 10 districts/cities. It has an achievement to make Indonesia as a World Fit for Children in 2030. Indonesian government interpreted the term of World Fit into Indonesia Layak Anak (IDOLA). [5] In 2011, the Ministry of Women's Empowerment and Child Protection issued four Regulations in order to accelerate the realization of Child-Friendly Cities in Indonesia. The regulations are (a) Number 11 of 2011 concerning Policy of Developing KLA. (b) Number 12 of 2011 concerning Indicators of KLA. (c) Number 13 of 2011 concerning Guideline of KLA, and (d) Number 14 of 2011 concerning Evaluation Guideline for KLA.[6]

Ministerial Regulation of Ministry of Women's Empowerment and Child Protection Number 13 of 2011 re-states definition of KLA as a city which has a child rights-based development system through the integration of commitments and resources from the government, community, and business in a planned, comprehensive, and sustainable mode. Furthermore, the commitments and resources will apply in policies, programs and activities. KLA also exist to ensure the fulfillment of children's rights. It was divided by the CRC into five clusters of child rights. It described in the indicators and measures of the KLA, namely: 1) Civil and Freedom Rights; 2) Family Environment and Alternative Care; 3) Disability, Basic Health and, Welfare; 4) Education, Utilization of Leisure and Cultural Activities; 5) Special Protection. In the advocacy materials issued by the Kemeneg PPA in 2016, it mentions that Kemeneg PPA awarded three districts/cities the KLA Nindya level, 24 districts/cities received KLA Madya level, and 50 regencies/cities received KLA Pratama level awards.[5]

3.1. SPA and KLA

Indonesia has regulated the rights of children. It stated in the Constitution of 1946 article 28B paragraph 2 that every child has the right to survival, growth, and development. She/he has also the right to protection from violence and discrimination. In addition to the 1945 Constitution, there are several regulations explaining child protection namely, Law Number 23 of 2002 concerning Child Protection which has been amended twice through Law No. 35 of 2014 and Law No. 17 of 2016. The existence of this Child Protection Law as Implementation of the United Nations Convention on the Rights of the Child (CRC), Law Number 23 of 2004 concerning Prevention of Domestic Violence (PKDRT), Law Number 23 Year Number 17 of 2007 concerning National Long Term Development Plans (RPJPN) 2005-2025. It stated that government should improving child welfare and realizing a healthy, intelligent, and cheerful. Furthermore, it also must develop Indonesian child to have a good character. As consequences, it must protect children against various forms of violence, exploitation and discrimination. [6]

The Child Protection Agency (LPA) states that at least 15,296 cases of violence against children occurred in Indonesia throughout 2018. A total of 975 cases occurred in North Sumatra. [6] This fact shows that even though Indonesia has completed arrangements for the protection of children, the situation of violence against children still presented. Indonesia must do various efforts as a state party of the CRC such as implementation the Child Protection System (SPA). In 2013, the Ministry Regulation of Ministry of Women's Empowerment and Child Protection in collaboration with UNICEF developed a SPA that uses three components, namely Norms, Structures and, Programs. [3]
Based on the table above, it shows that the Child Protection System is implemented as the KLA strategy by the Indonesian government. The chief of Women's Empowerment Service of South Sulawesi Province presented her experience in using the SPA. The presentation described that (a) SPA was adopted by the provincial government as an approach which was taught by UNICEF. As an approach, it ensures that child protection program will be conducted by the government comprehensively and interactively in three phases namely; (a) prevention, (b) addressing issue(s) and, (c) problem solving. The approach also clarifies the tasks of government institutions and provides broad opportunities for the community to be involved and play an active role. There is an important point concerning the approach. The provincial government experienced that the approach is still partial and not integrated in policies and programs. The last, it stated that understanding the SPA will illustrate that child protection is not exclusive to one agency/OPD (Organisasi Pemerintahan Daerah) but is mandated for all OPDs/Agencies. [7]

Medan City, as the capital of North Sumatera province, must be a role model for other districts/cities as a Child-Friendly City. For this reason, the Medan city government, especially the Office of Women's Empowerment and Child Protection, would use a Child Protection System approach through three components, namely Norm, Structure and, Program. By using the SPA approach, it will be easy to know the gap. Then, the Office of Women's Empowerment and Child Protection of Medan intervenes it based on the results of the analysis of three SPA components namely Norms, Structures and, Programs.

### Table 1. Definition of SPA and KLA

| Description | System of Child Protection (SPA) | Child-Friendly City (KLA) |
|-------------|--------------------------------|---------------------------|
| Indonesia Law | A system that can protect children from all forms of violence, mistreatment, exploitation and, neglect | Article 21 (5) Law No 35 of 2014 concerning Amendment to Law No. 23 of 2002 concerning Child Protection |

Table 2. Applying the three approach in KLA and SPA

| Approach | Indicators of Child-Friendly City (KLA) | Five Elements of Child Protection System |
|----------|-----------------------------------------|-----------------------------------------|
| 1. Norm | 1. Institutions include (a) KLA Regional Regulation; (b) Institutionalized KLA; (c) Engagement of Community, Business World & Media | 1. Legal and Policy Framework |
| 2. Structure | 2. Five Clusters of Child Rights, namely (a) Civil Rights Freedom; (b) Family Environment & Alternative Care; (c) Basic Health & Well-being; (d) Education, Utilization of Leisure & Cultural Activities; (e) Special Protection | 2. Social Welfare System for Children and Families |
| 3. Program | | 3. Judicial System |

If referring to Table 2 above, the local government, especially the Medan Office of Women's Empowerment and Child Protection (Dinas P3A) such as the Medan City and others can use the SPA approach (Norms, Structures and, Programs). For example, indicator 1 of the KLA is institution include the Regional Regulation/Policy concerning Child-Friendly Districts/Cities. The first question, is there a regional regulation/policy concerning KLA? To answer the question, it must use the Norm approach. The local government needs to check its local regulation concerning Child-Friendly Districts/Cities. If it is available it means the government comply its obligation to fulfill child rights.

The next question, who will implement the KLA regulation? It uses the structural approach. To find the answer, the local government should check the provision of the regulation. The provision must state which OPD has responsibility to provide the services for example providing birth
certificated provided by the Population and Civil Registration Agency. The last question, what is the program to ensure the implementation of the KLA regulation? This question will answer by using the program approach. When there is a program conducted by the local government concerning birth certificate such as program titled “No-cost for Birth Certificate”. It means the local government fulfills the indicator.

Furthermore, SPA is used by the local government to analysis whether the KLA regulation benefit for all children or not. The use of the SPA, especially the five elements will help Local Government Organizations (Organisasi Pemerintah Daerah/OPD) to identify the need of the three groups of children; (a) children in normal situations (b) children in vulnerable situations and (c) children in situations which need Special protection. It will be easier to fulfill 24 KLA indicators.

3.2. Child-Friendly City As A Strategy

The Ministry of Women's Empowerment together with relevant government sectors, community organizations and non-governmental organizations, developed the KLA model. Cities in which have a child rights-based development system through the integration of commitments and resources of government, society, and the private sectors by using a planned, comprehensive, and sustainable policies, programs and, activities. The Ministry of Women's Empowerment and Child Protection in July 2018 stated that 386 districts/cities in Indonesia have held KLA. It expected the number will increase to be 514 districts/cities by 2019. [10]

KLA as a strategy must be mentioned by the local government in its district/city planning and development. Development that cares for children is a condition of respect, protection and, fulfillment of children's rights. To accelerate the implementation of the Child-Friendly City, the Kemeneg PPA has established a policy intended to protect children's rights according to regional needs and the economic conditions of the region.

Today, each city who wins the KLA award will be evaluated in the implementation of 26 Indicators as follows: (1) Regional Regulations/Policies concerning Child-Friendly Districts/Cities, (2) Institutionally Eligible Districts/Cities, (3) Involvement of Community Institutions, Private Sectors and Media in fulfilling child rights (4) Percentage of Children Registered and having Birth Certificates. (5) Available Child-Friendly Information Facilities; (6) Institutionalization of Child Participation, (7) Percentage of Child Marriage, (8) Availability of Consultation Institutions for Parents/Families, (9) Percentage of Standardized Alternative Care Institutions, (10) Percentage of Development of Holistic Early Childhood and Integrative, (11) RBRA, (12) Percentage of Delivery in Health Facilities, (13) Prevalence of Toddler Nutrition Status, (14) Percentage of Feeding Coverage in Infants and Children Under Two Years Old, (15) Percentage of Child-Friendly Health Care Facilities (16) Percentage of Households with Appropriate Water and Sanitation Access (17) Non-Smoking Areas Available, No advertising, Promotions, and Sponsors, (18) Percentage of 12-Year Compulsory Education, (19) Percentage of Child-Friendly Schools (SRA), (20) Available Facilities for Cultural, Creative, and Child-Friendly Recreation Activities, (21) Regional Regulations/Policies, Prevention effort, Provision of Services, Strengthening and Development of Institutions. (22) Emergency and pornography situations (Children affected by disasters and conflict who are served; HIV-AIDS, and drugs), (23a) Cases of Children who conflict with the Law that are resolved; Child Victim of Terrorism Network; Children of Stigmatized Victims As a Result of Labeling related to the Condition of their Served Parents. (23b) Children with disabilities, minority and isolated groups who are served; Children with Deviant Social Behavior. (24) Child protection from KTA (Violence, Neglect, Economic Exploitation and sexuality, Trafficking, and sexual crimes), (25) Eligible Child Sub-Districts, (26) Child-Friendly Villages. The Dinas P3A of the Medan City can learn from the Dinas P3A of South Sulawesi Province in using KLA as a child protection strategy by fulfilling the 26 KLA indicators stated above.
4. Conclusions
Based on the description above, it can conclude that local government such as Medan can use SPA approach (Norms, Structure and, Program) in developing a Child-Friendly City (KLA). These three components use as an approach to analyze the implementation of Child right for children in three situations through five elements of SPA namely (1) Legal and Policy Framework (2) Social Welfare System for Children and Families (3) Judicial System (4) Change in Social Behavior and (5) Mapping and Assessment (Data & Information). Further findings show that the effectiveness of the use of SPA in other provinces can be applied in North Sumatra province, especially Medan. It can be a Child-Friendly city by fulfilling the indicator of 5 Child Rights Clusters namely (1) Freedom of Civil Rights; (2) Family Environment & Alternative Care; (3) Basic Health & Well-being; (4) Education, Utilization of Leisure & Cultural Activities; and (5) Special protection..
This study recommends the Medan City government to use the SPA approach in realizing Medan as a Child-Friendly city to ensure the child protection.

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