Transformation of Child – Worthy City Policy In Pekanbaru

Ratna Dewi¹, Ainun Mardiah²(*) Sehani³, Ilham Chanra Putra⁴

¹ Dep. of Public Administration, UIN Suska Riau, Pekanbaru, Indonesia
² Dep. of Economics and Social Sciences, Universitas Islam Negeri Suska Riau, Pekanbaru, Indonesia
³ Universitas Islam Negeri Suska Riau, Pekanbaru, Indonesia
⁴ Universitas Islam Negeri Suska Riau, Pekanbaru, Indonesia

(e-mail) ainun_pbr@yahoo.com

Abstract

This article aims to illustrate the transformation of Child – Worthy City (KLA) in Pekanbaru. Involved in it. The author considers the qualitative approach as the most possible approach to describe the transformation of Child – Worthy City policy in Pekanbaru. Through a qualitative approach, the authors made observations, interviews with a number of informants (namely the Pekanbaru City government and Pekanbaru City DPRD members), and studied all the documentation obtained from the Pekanbaru City Women's and Children's Protection and Empowerment Office relating to the City Decent Children Policy in the City Pekanbaru. So the author can describe that the Pekanbaru City Government has made various efforts in transforming of Child Friendly Cities Policy. However, the policy to develop Child – Worthy City in Pekanbaru City is quite imbalance. The policy mentioned inequality towards Pekanbaru City Regulation (PERDA) that has not yet been formulated through the Child – Worthy City development. In order this imbalance becomes one of the most urgent obstacles in transforming the policy of Child-Friendly Cities in Pekanbaru City.

Keywords: transformation, policy, Child – Worthy City

Introduction

Children as one part of the community do not escape the attention of the government. In the context of carrying out development based on children's rights, the Government issued a National Policy in the form of Law No. 4 of 1979 concerning Child Welfare. This law stipulates that child welfare must be a development priority. The purpose of child rights-based development is about to improve the quality of growth and development, survival of children and provide the protection of children's rights from all forms of mistreatment, violence, exploitation, trafficking and discrimination, increase institutional capacity and networking and community participation in supporting the children's rights fulfillment.

To guarantee the fulfillment of children's rights, there needs to be a concerted effort from the government, the communities, and the business world in synergy through the Child – Worthy development Regency / City. Through the Minister of Empowerment and Protection of Women and Children, the government issued a Regulation of Ministerial governing the policy of developing Child-Friendly Cities (KLA) in PP / PA PERMEN No 11 of 2011. Districts / Municipalities of Child-Friendly Cities, hereinafter abbreviated as KLA, are regencies / cities which have child rights-based development system through integrating the commitment and the government's resources, the community and the business world that is planned in a comprehensive and sustainable manner in policies, programs and activities to ensure the fulfillment of children's rights. (PERMEN PP / PA No.11 / 2011). Children's rights covered by the PERMEN include; civil rights and freedoms to live, care environment in a family, basic health and welfare, education, use of leisure time, and cultural activities and special protection.

Implementation of KLA policy is a must for every local government. Through the right of autonomy, local governments have the freedom to express or formulate and implement development policies based on the children’s rights fulfillment ... This is intended to guarantee the fulfillment of children’s rights so
that children can live, grow, develop, and participate optimally in accordance with the dignity and status. humanity, as well as being protected from violence and discrimination, is a compulsory affair of district / city government.

However, according to Dewi (2011), in Kudus, Central Java, although the policy on child protection has been around since 2006, the expected change is not yet significant. Many children are still busking and begging at crossroads, which is the third highest number in Java. Middle, there were 17 cases of sexual abuse in 2010, there were still many children who did not have the certificates of birth, and a number of other child problems.

In line with what Dewi said above, (Fithriyyah, 2018) in her research also found similar problems in Pekanbaru City. According to Firiyah, although there have been many regulations governing child protection, nonetheless acts of violence against children continue to occur. Both physical, psychological, economic and sexual violence.

Policy transformation at the local government level is largely determined by the synergy between the legislature and the executive. If the synergy has been established properly, then the formulated policy will be achieved and implemented optimally.

Observing the development that occurred in Pekanbaru City, it still needs to be questioned about the consistency of the Pekanbaru City Government in carrying out child rights-based development. This argument is based on information obtained from the Pekanbaru City Women's including Children's Empowerment and Protection Agency that from 2013 to the end of 2016, cases of violence affecting children were higher than cases of violence affecting adults. Where, the number of cases of violence against adults, which is 60 cases, while the number of cases of violence against children reached 100 cases, which include cases of domestic violence (domestic violence), sexual violence, abuse, trafficking, psychological violence (at school), and others. Even from observations made in Pekanbaru City, there were still many children who were busking or begging on the roadside or at traffic lights (red lights), there were still many children who were forced to work (employed) during children’s learning hours, because parents who cannot meet their needs.

Some data above, gives a signal to us that the children issue has not become a priority in the policies and program activities set by the Government of Pekanbaru City and the children protection movement has not been optimally carried out. Based on this phenomenon, the author focuses the problem in this article regarding the transformation of KLA policy in Pekanbaru. With the transformation of the KLA policy in Pekanbaru City, the Pekanbaru City Government will be able to realize the KLA effectively.

Policy is a political decision developed by government bodies and officials. Therefore, a special characteristic of public policy is that political decisions are formulated by what David Easton calls "authority" in the political system, namely senior, supreme head, executive, legislative, judges, administrators, advisors, kings, and forth (Agustino, 2008). Easton said that those who have authority in the political system in order to formulate public policy are people who are involved in the daily affairs of the political system and have responsibility for a particular problem, at which point they are asked to make decisions, later on later accepted and binded most members of the community for a certain time.

Public policy has various meanings. Lasswell and Kaplan give meaning to public policy as "a projected program of goals, values and practices" which is a program of achieving goals, implementing values and directed practices. Carld J. Fredrick defines public policy as a series of actions proposed by a person, group or government in a particular environment by pointing out the obstacles and opportunities for implementing the proposed policy in order to achieve certain goals.
From some of the definitions above, we can make an understanding of public policy, namely: first, the public policy is a policy made by the state administrator or public administrator. Second, public policy is a policy that regulates the life together or public life, not the life of people or groups that have become common problems of all people in an area. Third, it is called public policy if the benefits obtained by the community who are indirect users of the products produced are far greater than the direct users.

The following is a hierarchy of public policies ranging from national to regional, namely: First, the National Policy, namely state policies that are strategic in achieving national / state goals as specified and stated in the Preamble of the 1945 Constitution. The parties authorized to determine national policies are the MPR, the President, and the DPR. National policies are outlined in legislation, can be in the form of: the Constitution, MPR Decree, Law (Act), The Regulation of Government in lieu of Law (PERPU). Second, General Policy, namely the President's policy as the implementation of the Constitution, MPR TAP, Law, in order to achieve national goals. The written public policy can take the form of: Government Regulation (PP), Presidential Decree (KEPPRES), Presidential Instruction (INPRES). Third, Implementation Policy, which elaborate the general policy as a strategy for carrying out tasks in certain fields. The party authorized to determine the implementation policy is the minister / official at the ministerial level and the leadership of the LPND. The written implementation policy may take the form of the Regulations, Decrees and Official Instructions mentioned above. Fourth, General Policy on Regional Sphere, namely regional government policy as the implementation of the principle of decentralization in the context of regulating Regional Household affairs. The authority to set general policies in the Provincial Region is the Governor and Provincial DPRD. At the Regency / City level, it is determined by the Regent / Mayor and Regency / City DPRD. General policies at the regional level can take the form of Provincial Regulations (PERDA) and Regency / City Regulations. Fifth, Regional / Regional Scope Implementation Policies, including: The implementation policy in the context of decentralization, is the realization of the implementation of PERDA. Authorized to determine the policy of the Governor / Mayor, in the form of Decisions and Instructions of the Governor / Regent / Mayor, Implementation policies in the context of deconcentration, constitute the implementation of national policies in the Regions. Authorized to determine this policy is the Governor / Regent / Mayor, in the form of a Governor / Regent / Mayor Decree and the implementation Policy in the framework of co-administration (medebewind), is the implementation of the Central Government duty in the Regions organized by the Regional Government. The authority to set this policy is the Governor / Mayor in the form of Decisions and Instructions of the Governor / Mayor.

Transformation is a process of change in stages so that it reaches the stage ultimate, changes made by responding to the influence of external and internal elements that will direct the change of a form that was previously known through the process of multiplying repeatedly or multiplying. Laseau (Kurniawan, 2005) provides the following transformation categories: Transformation is typological (geometry) geometric shapes that change with the same components and functions of space, Transformation is grammatical decoration (ornamental) is done by shifting, rotating, reflecting, overturning, folding and folding others, Transformation is a reversal (reversal) reversal of the image of the object figure to be transformed where the image of the object is changed to the reverse image and Transformation is distortion (confusing) the freedom of the designer in his activities.

Habraken (Pakilaran, 2006 in http://www.ar.itb.ac.id/wdp/ accessed on November 11, 2013) outlines the factors that cause transformation which include: the need for (identification), lifestyle changes (LifeStyle,) and the influence of new technology. In addition, Habraken outlines some of the transformation processes; changes that occur slowly or little by little, can not be predicted when the start and how long the process will end depending on the factors that influence it, comprehensive and continuous, and the changes that occur have a close relationship with the emotional (value system) that exists in Public.
The transformation process contains a dimension of time and socio-cultural changes that occupy the community that arises through a long process that is always associated with activities that occur at that time. It has been explained previously that transformation can not be predicted when it begins and when it will end as well as the transformation of the work ethic whose notes are studied in one space and for a long time.

Transformation is a change from one condition (initial form) to another condition (final form) and can occur continuously or repeatedly that is influenced by the time dimension that can occur quickly or slowly, not related to physical changes but also involves changes socio-culture, political economy, society because it cannot be separated from the process of change both the environment (physical) and human (non-physical).

**Method**

The data collection method used was interviewing several informants, namely the Mayor of Pekanbaru, Pekanbaru City Council Members and the Pekanbaru City Women's and Children Protection and Empowerment Agency. In addition to conducting interviews the author also studied a number of documents relating to the implementation of the KLA Development issued by BPPPA. According to Sugiyono statement, there are two main things that affect the quality of research data, namely the quality of research instruments and the quality of data collection (Sugiyono, 2012). Data collection in this study was carried out in three ways, namely through observation, documentation and interviews.

**Results and Discussion**

From some of the concepts above, it is obtained that a policy transformation can be identified when the policies of the central government can be followed up by the Regional Government as a manifestation of nationally integrated development while remaining based on Regional Autonomy. Referring to the policy hierarchy above, the writer can analyze how the transformation process of Child – Worthy City (KLA) in Pekanbaru City. The policy which develop a Child – Worthy City in Indonesia begins with a National Policy set forth in the form of several laws governing child protection. The following policies (Laws) governing child protection in Indonesia:

1. Law Number 4 of 1979 concerning Child Welfare  
   (State Gazette of the Republic of Indonesia of 1979 Number 32, Supplement to the State Gazette of the Republic of Indonesia Number 3143);  
2. Law Number 39 of 1999 concerning Human Rights  
   (State Gazette of the Republic of Indonesia of 1999 Number 165, Supplement to the State Gazette of the Republic of Indonesia Number 3886);  
3. Act Number 23 of 2002 concerning Child Protection  
   (State Gazette of the Republic of Indonesia Number 109 of 2002, Supplement to the State Gazette of the Republic of Indonesia Number 4235);  

The National Policy on Child Protection above is then linked to the Law governing Regional Government so that the Regional Government can carry out development within the framework of regional autonomy taken to the protection of children’s rights account. The Law on Regional Government is; Law Number 32 of 2004 concerning Regional Government (Statute Book of the Republic of Indonesia Number 125 of 2004, Supplement to Statute Book of the Republic of Indonesia Number 4437) as amended the latest by Law Number 12 of 2008 concerning Second Amendment to Law Number 32 of the Year 2004 concerning Regional Government (State Gazette of the Republic of Indonesia 2008 Number 59, Supplement to the State Gazette of the Republic of Indonesia Number 4844). The National
Policy (series of laws) is followed by the General Policy set forth in several Government Regulations, Presidential Decrees so that they can be more easily implemented in various development agendas. The following are the General Policy series;


3. Presidential Decree No. 84 / P of 2009 concerning the Formation and Appointment of the Minister of State of the United Indonesia Cabinet II.

4. Presidential Regulation Number 5 of 2010 concerning the National Medium-Term Development Plan 2010-2014.

In the framework of implementing the National Policy and General Policy above, the Minister of Empowerment and Protection of Women and Children who have been appointed by the President, formulated a Ministerial Regulation governing the policy of developing Child-Friendly Cities (KLA) in PERMEN PP / PA No. 11 of 2011. The purpose of This PERMEN is to accommodate the Regency / City government in carrying out development in the regions based on the right of the children.

At the provincial level, PERMEN PP / PA No. 11 of 2011 outlined in Riau Province Regional Regulation No. 03 of 2013 which regulates the Child’s Rights protection in the aspects of development held in the Riau Province. This regulation stipulates that local governments, communities, businesses, families and parents must participate in providing protection for children’s rights in a series of development activities in Riau Province.

The Mayor of Pekanbaru followed up on the Riau Province Regional Regulation on the Rights of Child’s protection by forming the Board of the Pekanbaru City Children’s Forum in 2013-2016 through Mayor Decree No. 386/2013. The establishment of the Pekanbaru City Children’s Forum was based on the consideration that children in Pekanbaru City need the opportunity to grow and develop widely and optimally. Children need to begin the opportunity to express their aspirations or opinions and be given the opportunity receiving, seeking and providing information in accordance with the level of intelligence and age for the development of themselves in accordance with the values of decency and propriety.

Furthermore, taking into account the rise of health problems caused by cigarette smoke, where the party most at risk of experiencing health problems due to cigarette smoke is passive smokers (precisely those who do not smoke but inhale cigarette smoke from smokers). And most of these passive smokers are among women and children. Responding to this phenomenon, in order to provide protection for women and children and as an effort to realize Child-Worthy City, Pekanbaru City Government issued a policy on non-smoking areas through Mayor Regulation No.39 / 2014. Where through this Mayor Regulation, Pekanbaru City Government establish a ban on smoking in public places so that health problems especially for passive smokers can be minimized.

In order protecting children’s rights to grow and develop optimally (physically, mentally, spiritually and intellectually) the Pekanbaru City Government issued Mayor Regulation No. 48/2015 About Exclusive Breast Milk. This regulation is issued so that the health of infants can be improved through exclusive breastfeeding for six (6) months because breast milk has the most perfect and complete nutrient content and the volume is most appropriate to prepare healthy, intelligent and quality human resources. This is also an embodiment of Law No. 36 of 2009 Article 128, which states that every baby is entitled to exclusive breast milk, during breastfeeding the family, the central government, regional governments, and the community must fully support the baby’s mother by providing special time and facilities.
On May 9, 2016 the Mayor of Pekanbaru issued Mayor Regulation No. 33 of 2016 concerning Child Friendly Cities (KLA) Policy. In the Mayor Regulation, it is recognized that the Pekanbaru City Government is fully aware that every child has the right to live, grow, develop and participate appropriately, in accordance with human dignity and protection from violence and discrimination. To guarantee the fulfillment of children’s rights requires serious efforts from the government, community, and business world through the development of Child – Worthy City (KLA).

In this case the Pekanbaru City Government took the initiative to realize the development of the field of children, prioritizing children’s rights by integrating child welfare and protection programs into the City, Subdistrict, Kelurahan development programs that are responsive to the needs of children.

The Mayor’s Regulation on Child – Worthy City (KLA) was followed up with the preparation of the 2016-2020 Child – Worthy Cities Development Plan of the City of Pekanbaru which was established through Mayor’s Regulation No. 34/2016 on May 10, 2016. In the regulation, the Mayor of Pekanbaru said that child protection policies, programs and activities ensuring the fulfillment of children’s rights to live, grow, develop and participate optimally in accordance with human dignity and to be protected from violence and discrimination are mandatory functions of the Regional Government. For this reason, the development of a Child – Worthy City (KLA) needs to be elaborated and realized through activities that include: (1) Development in the field of civil rights and freedoms, (2) Family environment and alternative care, (3) Basic health and welfare, (4) Education, use of free time for arts and cultural activities, and (5) Special protection.

The Regional Action Plan for the Development of Child – Worthy Cities (RAD PKLA) of Pekanbaru City is in line with the Child – Worthy Cities (KLA) indicator stipulated in the State Minister for Women Empowerment and Child Protection Regulation No. 12 of 2011 article 5 (as described in Chapter II). With the action plan for the Eligible Cities for Child Development, it shows that the Regional Head of Pekanbaru City has begun to move towards the realization of Eligible Cities for Development in Pekanbaru City. And the parties related to the implementation of the plan will cooperate with each other (creating a policy network).

Efforts to improve the quality of life and ensure the fulfillment of a sense of security from violence in every child is done through increasing the role and participation of the whole community by developing community-based institutions. To support the implementation of the program, an activity called the Integrated Community Based Child Protection (PATBM) of Pekanbaru City was formed. Through Mayor Decree No. 264/2016 The Pekanbaru City government determined the implementing area of the Pekanbaru City PATBM which included: Simpang Tiga Village located in Bukit Raya District and Rejosari Village located in Tenayan Raya District. So with this determination, activities related to Community-Based Integrated Child Protection are centered on the designated area.

Another effort undertaken by the Pekanbaru City Government to realize a Child – Worthy City (KLA) in Pekanbaru City is to develop a Child Friendly School (SRA) development policy. Child Friendly Schools (SRA) is one indicator to measure the success of Child Friendly Cities for education clusters, leisure time utilization and cultural activities.

Child Friendly Schools (SRA) are formal, non-formal, and informal education units that are safe, clean and healthy, care and cultured in the environment, able to guarantee, fulfill children’s rights and protect children from violence, discrimination, and other mistreatment and support the participation of children, especially in policy planning, learning, supervision and complaints mechanisms related to the fulfillment of children’s rights and protection in education units.

Efforts in developing Child Friendly Schools (SRA) in Pekanbaru City are outlined by the Pekanbaru City Government in the Mayor Decree Number 273 of 2016 on May 13, 2016 concerning the Determination of the Pekanbaru City Child Friendly School in 2016. With the Decree of the Mayor of Pekanbaru, the steps Concrete to create a Child – Worthy City (KLA) in Pekanbaru City becomes easier to organize.
In addition, the Child Protection Act No.35 of 2014 also mandates that child’s health is one of the children’s rights that must be fulfilled by parents / family, government and the State. So in the context of fulfilling children's health rights, the Pekanbaru City Government followed up on Law No.35 of 2014 by issuing a Mayor Decree Regarding the Establishment of Child Friendly Puskesmas Pekanbaru City No.318 Year 2016 on May 13, 2016.

Child Friendly Puskesmas (PRA) is a puskesmas that performs its functions based on fulfilling, protecting and respecting children’s rights, namely non-discrimination, the best interests of children, the right to live, survival and development of children. Through Child Friendly Puskesmas (SRA) in Pekanbaru City, one of the indicators of development based on the needs of children as stipulated in the cluster of Child – Worthy City development clusters (KLA) can be held to the maximum.

To facilitate the implementation of programs and activities for women's empowerment and community-based child protection, the City Government of Pekanbaru established a forum named the Integrated Service Center for Women and Children Empowerment (P2TP2A) through Pekanbaru Mayor Regulation No.35/2016. With the enactment of the Mayor Regulation, issues related to empowering women and children in Pekanbaru City can be accommodated at P2TP2A.

Violence against women and children is kind of an action that violates the rights and dignity of women and children as human beings. In order fulfilling the constitutional rights of women and children and improving the quality of life of women and children, the Mayor of Pekanbaru issued Mayor Regulation No. 36 of 2016 concerning Protection of Women and Children from Violence.

Furthermore, on June 20, 2016, the Mayor of Pekanbaru established Mayor Decree No. 349 of 2016 concerning the Establishment of the Pekanbaru City Learning Center. This decision was made with the consideration that efforts to develop the child’s personality fully and harmoniously must guarantee the growth and development of children in a family with a climate of happiness, love and understanding. Families are expected to be able to carry out the responsibility to provide guidance to children.

To expedite activities that support the development of Child – Worthy City (KLA) policies, the Pekanbaru City Government issued Mayor Decree Mayor Decree No. 122/2017 dated January 23, 2017 Concerning the Establishment of Pekanbaru City Child Friendly City (KLA) Task Force Team 2017. The Task Force Team represents several agencies related to the development of Child – Worthy City Development Clusters, such as; Pekanbaru City Social Service, Pekanbaru City Health Service, Pekanbaru City Education Service, and others.

From the description of some Pekanbaru City Government Policies above, the author summarizes some of the Pekanbaru City Government's policy support in the context of transforming Child Friendly Cities (KLA) policies;

2. Mayor Regulation Number 39 Year 2014 Regarding Non-Smoking Areas
4. Pekanbaru Mayor Regulation No. 33/2016 dated 9 May 2016 Concerning Child Friendly City Policy.
7. Pekanbaru Mayor Regulation No. 48/2015 dated May 12, 2015 About Exclusive ASI
11. Decision of the Mayor of Pekanbaru No. 572/2016 dated 13 October 2016 concerning the Eligible District of Children (Kelana) and the Village / Eligible Village of Children (Dekela)
12. Mayor Regulation Number 35 Year 2016 Regarding the Integrated Service Center for Women and Children Empowerment (P2TP2A) Pekanbaru City
14. Pekanbaru Mayor Instruction Number 02 Year 2017 Regarding the Clean Thursday Program Without Smoke Pollution For State Civil Apparatuses in Pekanbaru City Government Officials

From the series of policy supports from the Pekanbaru City Government to develop the Eligible Cities (KLA) above, we can understand that the Pekanbaru City Government basically has made various efforts in transforming the Child – Worthy City Policy in Pekanbaru City. However, if it is linked to the aforementioned policy support series with the policy hierarchy discussed earlier, the author can retrieve and convey information that there are policy gaps to develop Child-Friendly Cities in Pekanbaru City. The intended inequality is that the Pekanbaru City Regulation (Perda) has not yet been formulated regarding the development of a Child – Worthy City. So that this imbalance becomes one of the most urgent obstacles in transforming Child Friendly Cities policy in Pekanbaru City, bearing in mind that the Regional Regulation is the most important umbrella for any program that will be determined by all levels of SKPD at the local government level. This is as stated by the Head of the Child Friendly City Subdivision at the Pekanbaru Office of Protection, Empowerment of Women and Children (PPPA):

"Indeed, up to now we still do not have a Local Regulation on KLA (City worthy of Children). Maybe that’s why the realization of the KLA in Pekanbaru City is rather slow " . This year we just got the Primary title for KLA assessment from the Center ".(Interview; September, 2017)

The interview excerpt above illustrates that the Government institutions in Pekanbaru City both the Legislative and Executive Institutions are still not oriented towards child rights-based development as stated in the City of Child-Friendly (KLA) standards announced by the Central Government. Each government institution is still busy with other development sectors that are considered more strategic for the City of Pekanbaru.

A development policy was legalized by the Regional Legislative Institution, in this case the Pekanbaru City DPRD. Before the policy gets legality from the Pekanbaru City DPRD, the policy is outlined in the form of a Regional Regulation Plan (Raperda) first. After that, it will be processed by the Pekanbaru City DPRD, is it feasible to be approved as a Regional Regulation or still needs to be reviewed.

The Regional Regulation Plan (Raperda) which will be discussed by the Pekanbaru City DPRD can be initiated by the Pekanbaru City Government or by the Pekanbaru City DPRD itself. However, based on the author's interview with the Chairperson of the Pekanbaru Regional Legislative Regulatory Body, the DPRD is still inclined to wait for a proposal from the Pekanbaru City Head to submit a Decree for Child – Worthy City.

The proposed draft Child – Worthy City (KLA) in Pekanbaru City is the initial step to start a process of transformation (change) towards the establishment of a Child Friendly City (KLA) policy. But until
now government agencies in the city of Pekanbaru have not had the initiative to initiate the proposal. Each party is still not oriented towards child-based development.

The formulation of a Child – Worthy City Regulation (KLA) in Pekanbaru City is still considered by some parties as something that is not yet urgent. Even though the Perda is very much needed to strengthen and provide support for child rights-based development programs. This article illustrates that the problems relating to child welfare in Pekanbaru City are due to the process of transforming the City of Child – Worthy City policies in Pekanbaru City that is still imperfect or overlapping, because the Pekanbaru City Regional Regulation on Development of Child-Friendly Cities has not yet been formulated. So that the parties directly related to the implementation of Child Friendly City experience several obstacles to realize KLA in Pekanbaru City.

Conclusions
Based on the results and discussion above, it can be concluded that the transformation process of KLA policy in Pekanbaru City is still experiencing shortcomings, namely the Pekanbaru City Regulation has not yet been formulated regarding the development of KLA. So that the process of implementing the KLA development policy in Pekanbaru City is not optimal.

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