

Implementation of the Policy for the Protection of Women and Children Victims of Violence in East Java

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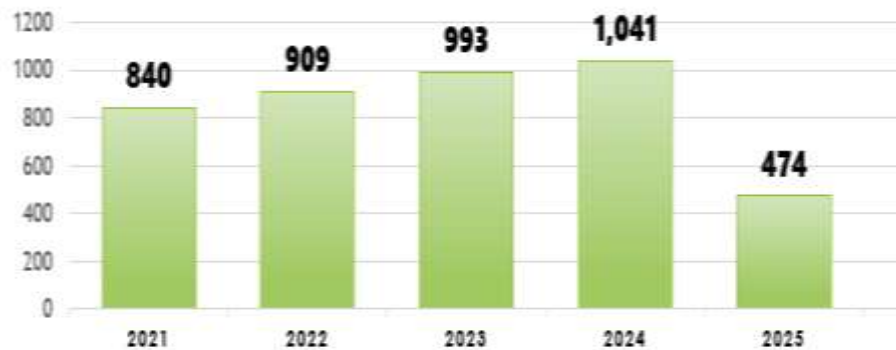
ABSTRACT

Study This analyze implementation Regional Regulation of East Java Province Number 16 of 2012 concerning Implementation Protection of Women and Children Victims of Violence. Data collection was carried out through interview in-depth research, observation, and documentation at the DP3AK of East Java Province and the UPT PPA. The results of the research reveal A paradox sharp Where is the implementation succeed reach quality high service delivery However experience failure in equity access (equity failure). Internally, the organization show suitability tall through standard SOPs and empathetic HR (nguwongke). However, there are fundamental misfit in program and structural elements, namely : (1) mandate holistic empowerment economy fail implemented consequence allocation budget Rp 0; (2) structure centralized services create obstacle cost No direct costs and costs opportunity for poor victims in rural areas ; and (3) obstacles cultural in the form of a stigma of shame family. Research conclude that policy This effective for urban groups but exclusive for group vulnerable, so that recommend shifting service models from passive-centralistic become proactive-decentralized.

INTRODUCTION

Violence to women and children is violation heavy to right basic human beings who leave multidimensional impact, starting from psychological trauma, burden economy, up to damage cohesion social (World Health Organization [WHO], 2021). The phenomenon This often depicted as peak iceberg *phenomenon*, where reported cases just part small from existing reality (National Commission on Violence Against Women, 2022). In East Java, the problem This show unique complexity Because involving density high population, diversity culture (Arek, Mataraman, Madura), as well as disparity sharp economy between urban and rural areas (BPS East Java, 2021).

Based on data from PPA Symphony and the Womens Empowerment, Child Protection, and Population Service (DP3AK) of East Java Province, trend case violence show fluctuating dynamics However worrying. The following is visualization trend cases that occur in five years final :



Source : Ministry of Womens Empowerment and Child Protection Symphony, 2025

Figure 1. Trends in Violence Cases in East Java

The data shows existence escalation cases in four period the beginning that reached peaked at over 1,000 cases, which then followed by a decline drastic (anomaly) in the period fifth. Decrease sharp This indicates potential *under-reporting* consequence obstacle access or change mechanism reporting post-pandemic (Guterres, 2020). In addition to the trend time, distribution geographical the case also shows inequality. Urban areas such as Surabaya, Malang, and Sidoarjo take notes number reporting highest, while rural areas recorded very low numbers. This is trigger question critical, whether number low in rural areas reflects security, or precisely show the strong culture of silence (*culture of silence*) and absence access service as described by Tjaden and Thoennes (2000).

Complexity problem the more seen of various types dominant violence, as served in table following :

Table 1. Details of Types of Violence Reported in East Java

Types of Violence	Adult Female Victim	Child Victims	Description Short
Violence Physique	45%	35%	Beatings, abuse, acts physique.

Violence Psychic	30%	25%	Threats, insults, isolation social.
Violence Sexual	20%	40%	Rape, abuse, incest.
Neglect	5%	20%	Not giving maintenance / care.
Etc	-	5%	Trafficking, exploitation economy.

Source : DP3AK East Java, 2025

The table above show that violence sexual abuse in children reach number alarmist (40%), figure This in line with global concerns regarding vulnerability child to violence sexual (UNICEF, 2019). Meanwhile that, violence physique dominate cases in women adults (45%).

For respond matter this, the Government East Java Province has validate Regional Regulation Number 16 of 2012. However, the implementation policy This face challenge big. There is gap between mandated ideal conditions regulations with reality capacity field services (Hill & Hupe, 2014), such as depicted in table following :

Table 2. Overview of the Gap Implementation Service Protection

Aspect Service	Conditions (Regional Regulation Mandate)	Reality on the Ground
Accessibility	Service institutions available in every Regency / City and easy reachable.	Distribution Not yet evenly distributed, concentrated in cities. Difficult to access for rural victims Because cost transportation.
HR	Professional staff sufficient (psychologist / law) and competent.	The number of human resources is limited, often <i>burnout</i> Because ratio unequal cases.
Budget	Allocation adequate and sustainable (APBD).	budget, often <i>project-based</i> and not covers recovery economy.
Safe House	Available <i>shelter</i> standard and safe.	Capacity small, limited, and few Not yet friendly disability.

Source : Analysis Author, 2025

A number of study has done For evaluate policy protection women and children, however majority Still nature partial. Pratiwis study (2018) in Surabaya using the Van Meter and Van Horn models, found that sectoral ego inter-agency (police, hospital) sick, P2TP2A) becomes inhibitor main coordination. In line with that, Lestari (2021) in Jember highlighted weakness coordination cross sectors that cause victims to often be passed around between agency, which creates revictimization bureaucratic.

From the aspect source Power Humans, Hidayat (2019) in Malang found that disposition or attitude the apparatus varies greatly ; still Lots officers who

have gender bias, which has an impact on the quality services. While that, Raharjo (2017) highlighted aspect political budget, conclude that allocation of funds for protection Woman often No become priority (marginal) in the APBD, so that limit room movement program innovation. A comparative study by Santoso and Putri (2020) comparing Central Java and DIY, concluded that structure lean bureaucracy (like in DIY) is more effective than rigid structure.

Based on review the literature above, found gap significant research *gap*. The majority study previously as has been reviewed above, tends to using the implementation model classic in nature *top-down* and static, such as the George C. Edwards III or Merilee Grindle models. These models give portrait a moment (*snapshot*) regarding factor success / failure (communication, resources power, disposition, structure bureaucracy), however fail catch dynamics of the learning and adaptation process organization from time to time (OToole, 2000).

Study This offer novelty with using the Goodness *-of-Fit* Model from David C. Korten. The approach This No just audit compliance procedures, but rather see implementation as an evolutionary process (Korten, 1980). Research This fill in emptiness theoretical with analyze suitability dynamic between three elements : (1) Program, (2) Organization Implementers, and (3) Target Groups. Focus mainly No only what is inhibiting, but how the organization study (or fail learning) for adapt self with complex and cultural needs of victims deep - rooted patriarchy in East Java.

Study This own urgency tall remember Regional Regulation No. 16 of 2012 has walk more from One decade. Evaluation comprehensive required For answer why, even though umbrella law Already strong, numbers violence Still persistent. Urgency study This lies in the need For give recommendation based evidence (*evidence-based policy*) for Government East Java Province in revise the protection strategy. Without understanding deep about *misfit* between services provided with need real victims (especially poor and rural groups), policies This risky only become tiger failed paper protect the most vulnerable citizens (Agustino, 2016).

THEORETICAL REVIEW

Public Policy

Administration public hold vital role in state administration, no only as implementer technical but also as instrument achievement objective development. As put forward by Woodrow Wilson, the administration is implementation law public in detail and systematically (Keban, 2014). In the context of this, policy public become manifestation from decision political government For respond problem social. Thomas R. Dye (2013) defines policy public in a way wide as whatever is chosen government For done or No done, which implies that neglect to something problems (such as violence) is also form policy. Therefore that, effectiveness protection women and children really depend on how administration public translate commitment political the to in action real.

Implementation Public Policy

Implementation policy often viewed as the most crucial and complex phase in cycle policy. Van Meter and Van Horn (1975) define implementation as actions carried out by individuals or group government and private sector directed For reach the goals that have been set in decision policy previously. This process is not linear, but rather involving interaction dynamic between hope maker policy with reality capacity implementation in the field (Hill & Hupe, 2002). Failure in phase This often cause what is called as *implementation gap*, where the results in the field Far different from design above paper.

Model David C. Korten

Korten (1980) introduced learning process approach, which emphasizes that success of development programs determined by the suitability (*fit*) between three elements :

- a) Program: Tasks, demands, and resources power provided policy.
- b) Organization Implementers : Capacity, structure, and culture organization.
- c) Group : Needs, aspirations, and context social recipient benefit.

Korten emphasized that successful implementation is results from the learning process organization For align third element the in a way continuously. Misfit in one of *the* connection for example between the program and need group target will cause inefficiency or program failure overall. Therefore that, analysis policy must focused on identification dot, dot, dot *misfit* the For formulate adaptive repair.

METHODOLOGY

Study This use approach qualitative descriptive with paradigm constructivism (Creswell, 2014) for understand phenomenon implementation policy in a way deep and holistic. Locus study centered on the Womens Empowerment, Child Protection, and Population Service (DP3AK) of East Java Province and the Technical Implementation Unit for the Protection of Women and Children (UPT PPA) as the front guard services. Data collected through interview deep with informant key that includes officials structural, staff functional, partner institutions, to victims/ victims families, as well as supported by observations and studies documentation to Regional Regulations, Strategic Plans, and SOPs (Yin, 2018). All data were analyzed using the interactive model of Miles, Huberman, and Saldaña (2014) which includes condensation, presentation, and verification of data, with validity findings strengthened through technique triangulation source (Sugiyono, 2017).

RESULTS AND DISCUSSION

Implementation policy Regional Regulation of East Java Province Number 16 of 2012 concerning Implementation Protection of Women and Children Victims of Violence in East Java

Program Elements (Between Core Service Fit and Misfit) Holistic

Implementation program elements in Regional Regulation No. 16 of 2012 shows complex dynamics between success partial and failure structural. The

main design of the program that carries draft *One Stop Service* (One Stop Service) has proven reach high fit in core services, namely mentoring legal and psychological concepts This designed For mitigating secondary trauma (*secondary victimization*) by integrate various services in one location, so that the victim does not need tell repeat incident traumatic in various agency. From the perspective of a successful victim access services, design this is very effective in provide a sense of security and certainty law. Testimony from recipient benefit confirm that service mentoring free law becomes a savior for those who are blind law and not own source Power financial For rent lawyer, shows that at the intervention level crisis, this program has walk in accordance pathway (KemenPPPA, 2021).

Behind success service crisis mentioned, there are fundamental misfit related mandate holistic policy. Regional regulation in a way explicit mandate protection that includes empowerment economy as part from reintegration social. However, the findings field show existence gap massive between mandate regulations with program reality. The services available at the UPT PPA tend to be stop at recovery psychological and litigation law, while component empowerment economy term long neglected. This is confirmed by the findings that mechanism independence the victims economy is still nature *ad-hoc* and not yet institutionalized in a way systematic in program structure.

Analysis documentation to Document Implementation The 2025 Budget (DPA) provides proof quantitative that is not refuted about *misfit* this. Found that allocation budget specific for training programs skills or business capital assistance for post-treatment victims is Rp 0,- (zero rupiah). All source Power financial absorbed finished For cost operational handling case (assistance law and counseling). Failure budgeting This No just problem administrative, but rather failure strategic that makes the program *self-defeating* (defeating) the goal alone). Without support economy, many victims were forced return to environment violence Because dependence financially to the perpetrator, so that cycle violence No Once truly disconnected (Heise, 1999).

There is internal contradictions in design financing service law That alone. Although service lawyer provided for free, the program failed allocate budget For tool proof crucial supporter, namely *Visum et Repertum Psychiatricum*. Analysis MoU document with the local regional hospital show that scheme free financing only covers visa physical. In fact, in case Domestic Violence (DV) or violence sexual, proof impact psychic often become key in the judicial process. The absence of budget For visa psychiatric This weaken position bargaining victim in the eyes law and show that the protection program the law offered nature half heart.

The program design also shows *misfit* in aspect accessibility and inclusivity. The program is designed with assumptions that free is the same with affordable . In reality, there are cost hidden *costs in* the form of cost transportation and accommodation that is not covered by the program, which becomes barrier big for victims from rural areas (Yuniarti, 2023). In addition, the facilities physical programs such as House safe (*shelter*) yet designed inclusive for person with disabilities disability, proven from absence accessibility base like *ramp* (path)

ramp) for chair wheel. This indicates that the program is still designed for the average victim and failed accommodate diversity need group vulnerable (Widiastuti, 2020).

Table 3. Analysis Program Element Gap

Program Components	Mandate of Regional Regulation (Ideal)	Reality Implementation (Actual)	Status
Legal Services	Mentoring law complete & free.	Lawyer services are free, however <i>visa psychiatric</i> No funded.	<i>Partial Fit</i>
Psychological Services	recovery & counseling.	Counseling available and effective recovering from trauma (<i>trauma healing</i>).	<i>High Fit</i>
Economic Empowerment	Reintegration social & independence economy.	Budget training / business capital Rp. 0,- (Zero Rupiah).	<i>Major Misfit</i>
Accessibility	Service easy reachable all layers.	Service centralized (centralistic); giving rise to <i>indirect costs</i> tall.	<i>Misfit</i>
Inclusivity	Service friendly for all group prone to.	<i>Shelter</i> Not yet friendly disability (no There is access chair wheel).	<i>Misfit</i>

Source : Authors analysis, 2025

Elemen Organization Implementer (Internal Fit vs External Fit) Misfit

On the elements organization implementers, DP3AK and UPT PPA show profile divided institutions between solid internal strengths and weaknesses serious structural issues. Internally, the organization has reach level high suitability in matter capacity procedural. Existence Standard Operational Standard Operating Procedures (SOP) For every stages service – start from reception complaints, assessments, up to termination – guarantee existence certainty service for victims. Documentation data The DP3AK East Java Province Strategic Plan confirms channel service systematic standards This.

Table 4. Service Flow UPT PPA Standards

Service Flow Stages	Description Activity	Relatedness with the mandate of the Regional Regulation
1. Acceptance Complaint	Victim/ community reporting through <i>hotline</i> or come direct.	Complaints Service Mandate
2. Initial Assessment	Identification victims condition, needs urgent, and risk security.	Identification Victims Needs

3. Planning Service	Compilation plan intervention with the victim.	Handling Rights Comprehensive
4. Implementation Service	Giving service health (visum), legal, psychological, and <i>shelter</i> .	Medical, Legal, Psychosocial Service Mandate
5. Monitoring	Monitoring development post-service victim conditions.	Monitoring Mandate

Source : DP3AK Strategic Plan of East Java Province, 2025

Strength main organization implementer lies in the quality source Power human resources (HR). Findings study highlight that UPT PPA officers, both counselor and companion law, have excellent interpersonal competence. They No only speak in a way technical, but also shows high empathy and applying principle *Trauma-informed care*. Testimonials from victims who felt humanized / appreciated are indicator qualitative strongest from success this. Attitude officers who are patient, listen, and dont judging functioning as antithesis to treatment apparatus enforcer law conventional which is often stiff (Rahmawati, 2022).

Valuable assets the become less than optimal due to *misfit* external to the design structure organization. UPT PPA is designed with a centralized service model, namely centered on the mother city province or district. Structure this is a big contrast with distribution geographical extent of widespread violence until to remote areas village. As a result, the organization to be far away from range recipient benefit primarily. Passive service model – waiting for victims to come report the more make things worse gap this. Besides the problem structure, there is mismatch quantitative between capacity organization and scale problem. Data shows gap sharp between amount case with capacity the handling that is owned organization implementer.

Table 5. Gaps Capacity Organization & Scale of the Problem

Indicator	Scale of the Problem (Context Province)	Capacity Organization (Findings)
Number of Cases	802 cases (Women) in 2023	25 cases handled by UPT PPA DP3AK (2023)
Availability of human resources	Need coverage in 38 districts / cities	The number of human resources is assessed little & no comparable
Budget	Need cost operational tall For range wide	Identified less & become obstacle

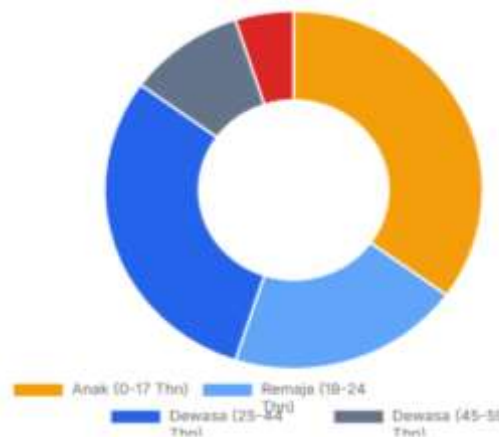
Source : Authors Analysis based on DP3AK data (2025)

Culture organizations also face challenge in maintain independence value. Although at the UPT PPA level the victims perspective is already woke up, still there is resistance from element other bureaucracies or partners work that holds

firm mark harmony social feudal. In some point, UPT PPA officers must face to face with pressure external For finish case through track peace or mediation, although case the is action criminal heavy (Rahardjo, 2020).

Elemen Group Goals (Obstacles Layered)

Analysis to element group target reveal reality that recipient benefit policy This is not homogeneous entity. In terms of demographically, the victims were dominated by two groups age main, namely children and women mature age productive, each of which has vulnerability specific. Characteristic data the victims age shows domination This.



Source : East Java UPT PPA Sakti Book 2025)

Figure 2. Characteristics Victim Age (2021-2025)

For groups successful target penetrate obstacle access, level acceptance of the program is very *high*. Data handling case show height level settlement or mediation for incoming cases, but also recorded number significant For rejected cases or No UPT realm, indicating confusion at the level public.

Table 6. Case Handling Data (POS SAPA 2025)

Category Handling	Estimation Number of Cases	Analysis
Completed / Mediation	~44 cases	Success rate high core services.
Not the domain of UPT	~19 cases	Indication lack of understanding public.
Rejection Service	~12 cases	Indication existence obstacles / incompatibilities.

Source : POS SAPA 2025

For the majority group target others, especially those living in rural areas, there are *misfit* cultural that becomes barrier main. Social norms in many areas of East Java, especially in the Horseshoe and Madura, still put Domestic Violence (DV) as shame family taboo for discussed in the room public (Susanto, 2019). The strength culture patriarchy create pressure social that forces the victim to silence.

When it happens violence, preference main public is settlement through informal channels (religious/ traditional figures) with objective guard integrity family (*harmony*).

Besides the obstacles culture, group targets also face obstacle information (*awareness barrier*). Socialization policy proven No uneven and failed touch root grass. Many victims in the village No know the existence of UPT PPA or rights those who are guaranteed by the state. Existing information channels tends to be urban biased, for example through social media. The most crucial obstacle faced group target is obstacle structural economy, where costs No direct (*indirect cost*) and costs opportunity *cost* becomes wall thick for poor victims.



Source : Authors analysis, 2025

Figure 3. Conceptual Model Obstacle Layered Target Groups Prone to

There is mismatch between need specific group target with the available service models. Services that are *one-size-fits-all* often not enough responsive to need specific teenagers in need approach Friend peers (*peer approach*) or victims of disabilities disabilities that require facility physique special. Failure accommodate diversity characteristics group target This cause policy become exclusive and failed give equal protection for all over citizens (Storer et al., 2018).

Supporting and Inhibiting Factors

Supporting Factors

Supporting factors main success implementation policy This lies in readiness procedural and competency source Power man organization implementer. Existence Standard Operational Clear procedures (SOP) For every channel service give framework solid work, ensuring that every case handled with measurable standards. More important again, the quality of human resources at the UPT PPA which has empathy height and perspective siding with the victims becomes the soul of service this. Attitude officers who were able to *nguwongke* (humanize) the victim were successful build crucial trust, making UPT PPA as room effective safe *space* For early trauma recovery (Rahmawati, 2022).

In addition, the *One Stop Service* program design become factor supporters significant technical. Service integration medical, psychological, and legal in one roof proven efficient in cut bureaucracy and mitigation risk of secondary trauma. The victim does not need moving around agency For get rights basically, which

is drastic reduce burden psychological and physical they. Support from network partners work, such as House Sick area For service visa physical and police responsive PPA units, also strengthen ecosystem service integrated this (Setiawan, 2018).

Supporting factors other is existence *gatekeeper* strategic at the institutional level that helps bridge gap Information. The role of guidance teachers Counseling (BK) in schools proven effective as point entry point for cases violence that befall children and adolescents (Fauzi & Pratiwi, 2021). On the other hand, the use of social media by DP3AK, although its reach limited to urban communities, has succeed open channel access new for group digitally literate society, enabling they For find and access service in a way independent without intermediary bureaucracy conventional.

Inhibiting Factors

Obstacle the biggest in implementation policy This is factor structural and economic factors that create injustice access. Centralization services in the mother city district / city cause emergence cost tall for victims in rural areas, both in the form of cost transportation direct and cost opportunity (loss of income daily). This paradox of free service but expensive in fees in a way effective get rid of the poorest group of victims of system state protection (Rahayu, 2021). Nothingness mechanism compensation cost or service pick up the ball to make policy this is class bias and geographic bias.

Inhibiting factors second rooted in aspects socio-cultural and information. The strength culture patriarchy and the stigma of shame family in East Javanese society becomes wall barrier for victims to reporting (Hidayati, 2018). Pressure social For finish case through track peace customs often more strong than encouragement enforcement law. This is exacerbated by failure socialization policies at the level root grass ; information about the rights of victims and the existence of the UPT PPA is not until to the village /RT level, so that many victims lived in ignorance and isolation information.

Lastly, the gap internal programmatic becomes inhibitor effectiveness term long. Absence allocation budget For empowerment the victims economy makes intervention government nature partial and not sustainable, often culminating in the victims return to environment violence (Raharjo, 2017). In addition, no existence budget For *visum et repertum psychiatric* weaken effort proof law for case violence psychological and sexual. Combination from absence support economy and weakness support proof law This make cycle handling case become No complete.

CONCLUSIONS AND RECOMMENDATIONS

Implementation Regional Regulation of East Java Province Number 16 of 2012 shows level high fit on the internal dimensions of the organization implementation and quality delivery service delivery. Success This driven by the availability of standard SOPs, mechanisms Efficient *One Stop Service*, as well as quality source Power humans at UPT PPA who have empathy tall in give mentoring legal and psychological. In procedural, organizational has succeed

create room safe and capable humanizing victims (*nguwongke*) and mitigating secondary trauma for those who succeed access system service the.

Policy This experience failure in dimension equity access (*equity failure*) which creates paradox in protection public. There is fundamental misfit between passive-centralistic program design with reality geographical and socio-economic conditions of the victims, especially poor groups in rural areas who are hampered by costs transportation and the cultural stigma of shame family . In addition, the absence support budget For empowerment economics and visa psychiatric show that policy This Still nature partial and not yet capable cut off cycle violence in a way holistic, so that tend exclusive for urban groups that have literacy information and resources Power more Good.

For increase effectiveness protection, Government East Java Province needs do strategic reorientation of the service model passive-centralistic going to proactive and decentralized approach through development of pick up the ball service units (*mobile units*) and the establishment of satellite posts until level sub-district. This is must accompanied by with commitment political strong budget through mandatory spending for empowerment programs economy post-case and financing visa psychiatric to strengthen tool proof law. In parallel, integration approach cultural with involving religious figures and figures public as agent very crucial changes For deconstructing negative stigma as well as socialize victims rights to to level root grass, so that system protection become more inclusive for all over layer public.

FURTHER STUDY

Future research should focus on a longitudinal evaluation of decentralized protection models to measure the effectiveness of village-based intervention programs in reducing the "culture of silence" within rural communities. Further exploration into the integration of digital technology or e-government services for reporting and monitoring child abuse cases in remote areas would also provide valuable insights for modernizing policy implementation in culturally diverse regions like East Java.

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