

**THE INFLUENCE OF GOOD GOVERNANCE PRACTICES IN
LOCAL GOVERNMENT ON THE MITIGATION OF VIOLENCE
AGAINST WOMEN: A COMPARATIVE STUDY OF CENTRAL
JAKARTA AND EAST JAKARTA**

A Thesis

**Submitted to the Master's Study Program of Political Science at the Faculty of
Social Sciences in partial fulfillment of the requirements for the degree of**

Master of Arts (M.A.)



by:

Kamilatul Farikhah

02212310006

**UNIVERSITAS ISLAM INTERNASIONAL INDONESIA
DEPOK
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ABSTRACT

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Violence against women (VAW) remains a persistent issue in Indonesia. The government has made various efforts, ranging from the enforcement of regulations and preventive measures to the strengthening of regional institutions to improve protection services for victims. However, data shows that in some regions, the rate of violence continues to increase. This raises the question: Despite having similar regulatory and institutional frameworks, why are some regions still unable to provide effective services proved by high percentage of cases? This study is based on the argument that the application of good governance principles can strengthen protection services and reduce violence rates. However, field findings reveal a different dynamic. Using a comparative approach and the Most Similar System Design (MSSD), this study compares Central Jakarta, which has the highest prevalence of cases, and East Jakarta, which has the lowest prevalence, even though both are within the same regulations and provincial institutional framework. The results show that Central Jakarta implements the principles of participation, accountability, and transparency more effectively, thereby forming a more inclusive and responsive system for victims. Meanwhile, East Jakarta exhibits weaknesses in these areas, leading to low access to services and a high potential for unreported cases. Thus, this research emphasizes the importance of governance quality in identifying and addressing violence institutionally.

Keywords: *Violence Against Women, Good Governance, Local Government, Participation, Accountability.*

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CHAPTER I

INTRODUCTION

1.1 Research Problem

Gender-based violence (GBV) is a global issue that policy makers, activists and communities should be concerned about preventing and addressing together. GBV is defined as any form of violence - physical, psychological, sexual or related to human trafficking - perpetrated against a person or group on the basis of gender norms (Ellsberg & Heise, 2005). GBV crosses boundaries of age, religion, social and economic status, occurring in a variety of places and settings such as families, workplaces, public spaces, communities, countries and schools. According to the World Health Organization (WHO, 2024), one in three women worldwide is likely to experience physical or sexual violence during her lifetime, underscoring the widespread violation of human rights. This emphasizes the urgency of GBV as a global pandemic rooted in gender inequality and socially harmful norms and affecting individuals of all socio-economic statuses (Ochani et al., 2024).

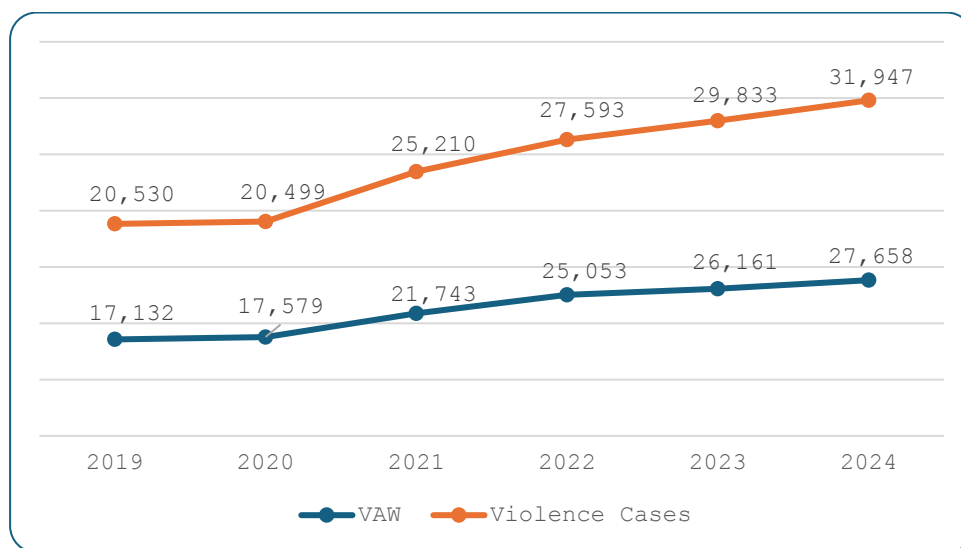
GBV affects multiple dimensions, including psychological trauma, physical injury, long-term emotional suffering, unwanted pregnancies, sexually transmitted infections, increased gender inequality, social stigma, exclusion, and death (International Rescue Committee (IRC), 2023). In addition, GBV not only directly harms victims, but the long-term trauma or mental health disorders experienced by victims can also indirectly affect the stability of social welfare in the community (UNICEF, 2024). At the national level, gender-based violence is a direct barrier to sustainable development goals such as poverty reduction and economic prosperity. The United Nations Children's Fund (UNICEF) estimates that closing the gender gap and advancing women's equality in the public, private and social sectors could add an estimated \$12 trillion to global GDP by 2025.

A study conducted by Rasmane Ouedraogo and David Stenzel (2021) found that a 1 percentage point increase in the number of women survivors of violence can reduce economic activity by 8.7 percent due to a decrease in women's employment opportunities. In addition, the World Bank shows that violence against women can cost countries up to 3.7 percent of Gross Domestic Product (GDP), an amount that more than doubles education funding in many countries (Klugman et al., 2014). More broadly, GBV is seen as a real risk that can have a significant impact on financial systems and long-term investment stability. Failure to account for GBV can result in operational inefficiencies and reputational risks for investors. Investing

in measures to mitigate GBV is not only seen as a moral imperative but also an investment in financial stability, as gender equality correlates with socioeconomic benefits (UNICEF, 2024). These impacts underscore the urgent need for effective prevention and response strategies to address GBV, given the importance for countries to promote gender equality and foster sustainable development.

Emergency alarms from the GBV also occur in Indonesia, based on data from the Online Information System for the Protection of Women and Children (*SIMFONI-PPA*), cases of violence against women reach 80% - 90% of the total number of cases of violence reported. From 2019 to 2023 cases of violence against women have always increased. Graph 1.1 shows that in 2019, the number of VAW was recorded at 17,132 (83%) cases out of a total of 20,530 cases, which then increased to 17,574 in 2020. Furthermore, there was a significant spike in 2021 with a total of 25,210 cases of violence, 86% (21,753) of which were cases of violence against women. The upward trend in VAW cases continued to reach 25,053 cases in 2022, to 26,161 cases in 2023 and reached a peak in 2024 of 27,658 cases of VAW. Overall, this data shows a consistent increase in cases of violence against women over the past five years. This signals the need for greater attention to this issue and the strengthening of effective protection policies and programs to address violence against women in Indonesia.

Graph 1. 1 The Number of Violence Against Women in Indonesia 2019 – 2024



Source: Sistem Informasi Online Perlindungan Perempuan dan Anak (*SIMFONI-PPA*)

The Indonesian government responds to the high number of cases of violence against women in various ways and programs, from the national to the local level. Indonesia ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)

into national law in 1984 through Law No. 7 of 1984 on the Ratification of the Convention on the Elimination of All Forms of Discrimination against Women (Dewantary & Endut, 2022). In addition, in an effort to emphasize the high number of domestic violence cases, the government enacted Law No. 23/2004 on the Elimination of Domestic Violence (UU PKDRT) which identifies prohibited forms of violence, including physical violence, psychological violence, sexual coercion, and neglect, with penalties ranging from fines to imprisonment for up to 20 years (Komnas Perempuan, 2020). The Ministry of Women's Empowerment and Child Protection also launched the SAPA 129 hotline service, where people can report various cases of violence against women and children. This service provides six types of assistance to victims, including public complaint services, victim outreach services, case management services, temporary shelter access services, mediation services, and victim assistance services (KemenPPA, 2021). In an effort to protect victims, the government finally passed the Law on the Elimination of Sexual Violence (UU PKS) in 2022, which became a new legal umbrella for handling sexual violence crimes. The presence of this law is considered to be a very adequate legal basis for handling criminal acts of sexual violence, which in the Criminal Code only regulates criminalization of sexual violence in general (Zahara et al., 2024).

The latest effort made by the government to address the high cases of violence against women is by issuing Presidential Regulation (Perpres) No. 55 of 2024 concerning the Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA). UPTD PPA is a regional government agency established to provide protection, assistance, counseling, and rehabilitation services for women and children who are victims of violence, discrimination, and other forms of abuse. This regulation mandates that every local government establish an UPTD PPA as a technical implementation unit under the department responsible for women's and children's protection. By establishing the UPTD PPA as a technical implementation unit under local government, this regulation emphasizes that the response to gender-based violence is not solely the responsibility of the central government but must also be carried out directly and intensively by local authorities.

The implementation of laws and policies established by the central government to deal with cases of violence against women is greatly influenced by the bureaucratic process, as it determines how effectively these regulations are enforced at various levels of government (Neumann, 2016). Bureaucratic structures can sometimes hinder the implementation of laws that aim to protect women from violence. For example, complexities in the bureaucratic system can lead to delays in processing cases, inadequate training for law enforcement personnel and

resources in support services for victims (Ofunu & Sampson, 2021). This can discourage victims from seeking help, as they perceive the system to be unresponsive or overly complex. This bureaucratic inertia not only undermines the legal framework created to combat VAW, but also reflects broader systemic problems within governance structures.

I argue that local government bureaucratic structures have an important role to play in effectively addressing high rates of violence against women, through various means such as collaboration between local government units and other agencies (Rodiyah & Nisa, 2023). This is because local governments are uniquely positioned to implement community-based programs, which can directly engage citizens in violence prevention efforts. According to the Municipal Association of Victoria (2017), local councils can drive social change by promoting gender equality and preventing violence against women through service provision, organizational policies, and community leadership. This close relationship with the community allows local governments to tailor their initiatives to the specific needs and cultural context of their communities. Effective collaboration between local governments and stakeholders, including non-governmental organizations (NGOs), law enforcement, and community groups can develop policies and programs that address the root causes of violence and provide essential support services, such as legal aid and counselling for victims (Our Watch, 2023). In addition, the increase in violence cases at the national level is an accumulation of the high and low number of cases of violence against women in each region, which means that the efforts made by local governments have a transparent contribution to how policies formulated by the central government can successfully address the problem of high numbers of violence against women nationally.

Table 1.1 The Percentage of Violence Against Women Cases

Region	Years					
	2019	2020	2021	2022	2023	2024
Aceh	0,013	0,014	0,011	0,013	0,011	0,016
Bali	0,008	0,005	0,005	0,007	0,006	0,007
Bangka Belitung	0,001	0,001	0,001	0,001	0,001	0,002
Banten	0,015	0,011	0,024	0,034	0,029	0,029
Bengkulu	0,003	0,002	0,002	0,003	0,004	0,003
DI Yogyakarta	0,007	0,011	0,008	0,008	0,007	0,008
DKI Jakarta	0,070	0,060	0,078	0,091	0,035	0,111
Gorontalo	0,002	0,003	0,005	0,003	0,004	0,002

Jambi	0,000	0,000	0,000	0,000	0,000	0,001
Jawa Barat	0,001	0,002	0,003	0,003	0,004	0,004
Jawa Tengah	0,004	0,003	0,003	0,003	0,003	0,003
Jawa Timur	0,026	0,021	0,021	0,024	0,023	0,023
Kalimantan Barat	0,004	0,002	0,005	0,007	0,007	0,006
Kalimantan Selatan	0,004	0,005	0,008	0,012	0,010	0,013
Kalimantan Tengah	0,002	0,001	0,002	0,003	0,004	0,006
Kalimantan Timur	0,040	0,055	0,032	0,071	0,073	0,066
Kalimantan Utara	0,010	0,012	0,011	0,013	0,012	0,011
Kep. Riau	0,010	0,011	0,009	0,012	0,013	0,010
Lampung	0,001	0,001	0,006	0,005	0,002	0,002
Maluku	0,007	0,007	0,010	0,012	0,012	0,010
Maluku Utara	0,005	0,006	0,010	0,016	0,015	0,015
NTB	0,007	0,007	0,011	0,008	0,008	0,007
NTT	0,004	0,006	0,011	0,015	0,014	0,014
Papua	0,003	0,004	0,002	0,003	0,002	0,002
Papua Barat	0,024	0,010	0,014	0,017	0,011	0,009
Riau	0,002	0,002	0,004	0,005	0,005	0,005
Sulawesi Barat	0,004	0,001	0,010	0,004	0,006	0,006
Sulawesi Selatan	0,014	0,014	0,010	0,008	0,007	0,007
Sulawesi Tengah	0,009	0,008	0,012	0,012	0,011	0,012
Sulawesi Tenggara	0,003	0,005	0,006	0,007	0,008	0,006
Sulawesi Utara	0,012	0,007	0,008	0,010	0,014	0,011
Sumatera Barat	0,006	0,003	0,005	0,005	0,006	0,006
Sumatera Selatan	0,002	0,002	0,003	0,003	0,003	0,003
Sumatera Utara	0,003	0,003	0,004	0,004	0,005	0,004
Indonesia	0,004	0,004	0,005	0,006	0,005	0,006

Source: Processed by the author from SIMFONI-PPA and Badan Pusat Statistik (BPS) data.

Table 1.1 presents the percentage of violence against women in all provinces of Indonesia during 2019 - 2024, calculated by comparing the number of recorded cases with the total population in each province. The data shows that in the period between 2019 and 2022, DKI Jakarta consistently recorded the highest percentage of cases in Indonesia. The percentage of cases peaked in 2022 with a total of 0.090%. However, after the passing of the Law on Sexual Violence (UU TPKS) in that year, there was a significant decrease in the percentage of VAW cases in DKI Jakarta, to 0.035% in 2023, but then rose again to a significant 0.111% in 2024. The high percentage of violence against women in Jakarta compared to all regions in

Indonesia is an interesting issue to analyse. This raises critical questions about how the strategy adopted by the local government in dealing with the urgency of high VAW cases in the area.

There are many factors behind the high incidence of violence against women in Jakarta, one of which is the patriarchal norms that are still very strong in society, where men are seen as superior beings and women as inferior beings. This view perpetuates gender inequality, which often leads to the normalization of all forms of violence against women (Nurnaningsih, 2023; Sakina & A., 2017; Wanda, 2023). Economic instability and financial pressure are also significant contributors to violence against women in Jakarta (Jannah & Tohari, 2024). During the COVID-19 pandemic, economic downturns exacerbated the number of domestic violence cases, as families faced increasing pressure and uncertainty. Women with lower economic status are particularly vulnerable to violence (Prabawati et al., 2022). Seran & Sengkoen (2024) indicate that economic instability can lead to frustration, which may then serve as a reason for someone to commit domestic violence. According to the Indonesian Ministry of Health & the Healthy Living Community Movement (Kementrian Kesehatan RI & Gerakan Masyarakat Hidup Sehat, 2020), other contributing factors to domestic violence include a lack of education and awareness about violence against women. Limited access to information about their rights and available resources makes it difficult for them to seek help when experiencing violence (Sulaeman & Homzah, 2010).

In addition to social, cultural, economic, and educational factors that shape women's vulnerability to violence, institutional dimensions such as governance also play a crucial role that is often overlooked in public discourse. The urgency of governance in addressing violence against women lies in its function as a link between state regulatory instruments and the immediate needs of victims. Good governance is the foundation for the establishment of a more effective, fair, and sustainable protection system for women. Conversely, when governance capacity weakens, whether in terms of inter-agency coordination, policy transparency, or information accessibility, victims of violence often fail to obtain access to justice or adequate recovery services. For example, the Tasikmalaya City Government has formed a cross-sector alliance involving NGOs, psychologists, and law enforcement officials in handling cases of sexual violence (Gunawan et al., 2024). A similar approach has been taken by the Padang City Government, where collaborative governance practices have been implemented quite well and have proven to improve the quality of services and the provision of facilities and infrastructure for victims of sexual violence in Padang City (Noor & Magriasti, 2024). Meanwhile, in Denpasar City, it has been shown that the success of collaborative local government

governance is highly determined by the level of trust, shared commitment, and cohesive understanding among stakeholders (Cahyani et al., 2024). A study in East Java Province further emphasizes the important role of stakeholder-based governance systems in overcoming various communication, coordination, and synergy barriers in handling cases of violence against women and children more quickly, accurately, and comprehensively (Rodiyah & Irianto, 2024). These findings underscore that the effectiveness of public policy is not only determined by the existence of formal regulations, but also by the extent to which institutions are able to translate these policies in an adaptive, comprehensive, and victim-centered manner. In this regard, local governments governance play a crucial role in addressing victims of violence as they are directly connected to the social context and needs of the community.

Table 1.2 The Percentage of Violence Against Women Cases in Each Cities of Jakarta

City	2024
Central Jakarta	0,01
North Jakarta	0,008
West Jakarta	0,009
South Jakarta	0,009
East Jakarta	0,007

Source: Processed by the author from the Jakarta Women's and Children's Protection Center (PPPA) and the Central Statistics Agency (BPS).

Table 1.2 presents the percentage of violence against women in five administrative cities in DKI Jakarta in 2024, calculated based on the ratio between the number of recorded cases and the number of population in each region. From the data, it can be seen that Central Jakarta has the highest percentage of violence against women, at 0.01, while East Jakarta has the lowest percentage, at 0.007. Therefore, in this study, I chose Central Jakarta and East Jakarta as the two comparison areas using the Most Similar System Design (MSSD) approach. Both regions share similar characteristics as urban areas, operate under the same policy framework, and implement identical national and provincial regulations in addressing violence against women. However, despite relatively similar systems and governmental structures, they exhibit differing results in terms of violence case percentages. This disparity opens the door for in-depth analysis of local government governance as an explanatory variable. I argue that local government governance in dealing with cases of violence against women could be one of the contributing factors to the difference in the number of VAW cases in the two regions. Thus,

this research is expected to provide new insights into good governance practices to address complex social problems.

1.2 Research Question

Why did Central Jakarta experience the highest percentage of violence against women cases (0.01) in 2024 compared to East Jakarta, which recorded the lowest (0.007), despite the same regulations and framework?

1.3 Research Objective

- a. To uncover the reasons behind the difference in the percentage of violence against women cases between Central Jakarta, which recorded the highest proportion (0.01), and East Jakarta with the lowest cases (0.007) in 2024, despite both cities operating under the same national and provincial regulations.
- b. To analyze the impact of participation, accountability, and transparency in local governance on violence against women rates in Central Jakarta and East Jakarta.

1.4 Research Contribution

1. This study contributes to a more nuanced understanding of the relationship between good governance practices, particularly participation, accountability, and transparency, and the dynamics of violence against women in urban settings. While the initial hypothesis assumed that stronger governance would correlate with a lower rate of violence, the findings suggest otherwise: better governance may instead contribute to increased reporting, broader awareness, and stronger institutional responses, which make the issue more visible rather than less present.
2. Rather than simply reducing case numbers, good governance in practice may enhance a city's capacity to recognize and respond to violence more effectively. This research thus shifts the focus from the quantity of reported cases to the quality of public engagement, service accessibility, and institutional sensitivity. In doing so, it provides practical insights for local governments aiming to strengthen protection systems by cultivating a governance environment in which victims are acknowledged, supported, and empowered to seek justice.

1.5 Structure of Thesis

In Chapter 1 I will explain the research problem of the high rate of violence against women in Indonesia since 2019-2024, emphasizing the role of local governance in implementing established policies and programs. This chapter will argue that understanding the governance in local government is critical to analysing how policies and programs on VAW can be effectively implemented to protect women and impacting the number of cases. This chapter lays the foundation for exploring the relationship between local governance, in this case of Central Jakarta and East Jakarta, and the different number of cases of violence against women in these two areas.

Chapter 2 is dedicated to the literature review, the theoretical framework, and the novelty of the contribution that this research may make. The literature review is expected to reveal gaps in previous research related to violence against women and how governance in local region can affect policy implementation. The literature review places this research in the broader context of the discourse on gender-based violence and governance, indicating the need for a deeper understanding of how governance processes affect the number of cases of violence against women in a region. The theoretical framework will draw on existing theories of good governance and its indicators, thereby providing a basis for analysing the data collected. The novelty of this research is that it focuses on the good governance principles in addressing violence against women.

Chapter 3 presents the research design and research methodology. This chapter identifies the MSSD used in this study to compare Central Jakarta and East Jakarta in relation to their governance practices related to VAW. Chapter 4 describes the policy context and legal framework underlying the response to violence against women in Indonesia, and then describes in detail the institutional structure and services at the local level. This section also describes governance practices in Central Jakarta and East Jakarta, highlighting similarities and differences in the systems for prevention, handling, and referral of cases of violence against women. This analysis will be supported by a review of regulations, local policies, and interviews with service providers in the field.

Chapter 5 analyzes the research findings by examining the application of good governance principles in the field, such as participation, accountability, and transparency. This chapter synthesizes how these principles are implemented at the local level and explains the differences in approach between Central Jakarta and East Jakarta, while also assessing their impact on the quality of services for the protection of women from violence. Finally, Chapter

6 concludes the thesis by summarizing the main findings. The chapter also reflects on the limitations of the research and provides recommendations to improve the efficiency of the governance of government in improving services and protection of women victims of violence.

CHAPTER II

LITERATURE REVIEW

2.1 Previous Studies

A number of studies have tried to identify government involvement in preventing violence against women in various ways, including policy making and implementation, collaboration and coordination with various actors ranging from stakeholders to communities, supporting social movements, providing gender education, and addressing systemic barriers such as accountability, transparency, and public trust, which can hinder effective governance and response to violence against women. Research by Ridho Tri Septiawan & Indah Satria (2024) shows that government involvement in victim assistance, such as the establishment of Integrated Service Centres and support from various organizations, is crucial to addressing domestic violence. This shows that government intervention is needed in the prevention and handling of women's cases. The implementation of the Lethality Assessment Program (LAP) in Maryland, which aims to assist women at risk of domestic violence and provide assistance services for victims, has effectively prevented approximately 2.5-3 female homicides per million population annually due to the local government's active intervention in victims (Koppa, 2024).

Various efforts have been made by governments in dealing with cases of violence against women in various countries. For example, the US government showed its seriousness in dealing with cases of violence against women by holding the third US congress in 2022. In their report, they outlined several efforts to be made, including advancing equality and inclusiveness and addressing factors that increase the risk of gender-based violence; supporting a comprehensive approach to addressing victims of gender-based violence; and strengthening the US government's commitment and efforts to expand what works by strengthening cooperation with various parties (USAID, 2022). Also in Bangladesh, the government-initiated SAFE Project has shown a 21% reduction in intimate partner violence among adolescents. Community-based interventions such as dialogues and awareness campaigns prove the effectiveness of an integrated approach that incorporates direct community engagement (Belen, 2022). In other South Asian countries, such as India, Bhutan, and Sri Lanka, although they have policies in place to address cases of domestic violence against women, the sheer number of cases shows that there is still a need to increase initiatives in specific policy making and legal protection for victims to increase success in addressing this issue (Dighe, 2022). In

addition, increasing the intervention of gender and social empowerment groups will also help optimize the government's efforts in addressing cases of violence against women (Jewkes et al., 2021).

Many previous studies also have discussed the various efforts of the Indonesian government in handling cases of violence against women, including by collaborating with various actors and sectors. Romeo Aditya Valentino, Teguh Yuwono and Puji Astuti (2024) examined the journey and results of the collaboration between DP3A Semarang City and LRC KJ HAM in preventing and handling sexual violence against children. Although this collaboration in prevention efforts has not had an impact on a decrease in sexual violence, the handling actions carried out are quite successful with the fulfilment of all facilities and needs and rights obtained by victims. The socialization efforts carried out also make the community and victims more open to reporting cases of violence seen or experienced. However, it is not uncommon for collaboration efforts between the government and NGOs to be said to be not optimal or even fail, as said by Nia Sukmawati, Ahmad Suprastiyo, and Rupiarsieh (2023), collaborative governance in preventing acts of violence against children in Bojonegoro Regency has not run optimally and has not been fully effective, because there are still several indicators that have not been fulfilled so that they hinder the success of collaboration, such as an unclear network structure, lack of clarity regarding regulations and functional duties that must be carried out.

Preventing violence against women is everyone's responsibility and requires commitment from all levels of government. As the level of government closest to the community, local governments are in a unique position to prevent violence against women (Our Watch, 2023). During the pandemic cases of violence against women are increasing globally, especially cases of domestic violence (Yayasan Kesehatan Perempuan, 2021). Previous studies have examined the efforts of local governments in addressing this phenomenon, Valesca Lima (2020) showed how local governments in Latin America played an important role in preventing violence against women and children by ensuring access to support and services appropriate to the needs of victims during the pandemic. The inability to conduct mediation and other assistance processes face-to-face is an obstacle during this period, but local governments such as the Malang City Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3AP2KB) provide assistance services, counselling services and mediation, online (Farikhah, 2021). This solution is in line with the Protocol for Handling Cases of Violence against Women during the Covid-19

Pandemic issued by the Ministry of Women's Empowerment and Child Protection in an effort to deal with high cases of violence during the pandemic in Indonesia (Kemen PPPA, et al., 2020).

Good governance in a government is also considered important and can affect the handling of cases of violence against women, because governance is seen as the process or way in which a country is managed or directed towards achieving societal goals (Gregory, 2014). Francis Fukuyama (2013) emphasizes that bureaucratic capability is an important component of government management. The government's ability to make and enforce rules, as well as deliver services, in both democratic and undemocratic frameworks, is referred to as governance. According to him, governance is an important process for a regime to run its government. Fourie and Jordan (2007) explain governance as the application of an organization's authority, direction and control to ensure the achievement of its objectives. Governance includes who is responsible for what; who makes decisions; who determines performance indicators, monitors progress, and evaluates results; and who is accountable to whom and for what. Furthermore, Mariano Anthony Davies (2018) considers “governance” as the process by which sections of society use their power, authority and strength to enact policies and decisions relating to public life and social betterment. These literatures then underline the importance of a government's governance in determining the strength or weakness of policies, services and assistance to victims of violence. Based on this governance theory, in particular, I propose that the governance capacity of local governments can influence the outcome of decreases and increases in the number of cases of violence against women. Therefore, this study will contribute to the literature on governance capacity in several indicators to measure the success of handling cases of violence against women at the city level.

2.2 Good Governance

Francis Fukuyama (2013) qualifies governance into two dimensions as good or bad. Good governance is defined by Marie Besançon (2003) as the effective provision of services to all citizens. Such services may include security, rule of law, civil liberties, healthcare, education, infrastructure, fiscal systems, and an enabling environment. Healey & Mark in Sahni & Uma (2002) assume that good governance shows a high level of organizational effectiveness in relation to policy formulation and implemented policies. Fukuyama (2013) himself defines governance as the ability of government to make, enforce and implement policies, as well as provide good services for the community. Robert I. Rotberg (2014) states that there is no better

way to think about good governance than through outcomes, which are things that citizens demand, such as adequate security, good healthcare, quality education, protection of the environment, and protecting their rights and obligations to get a fair wage. Therefore, I can assume that the term good governance refers to the way public institutions manage public tasks and manage public resources to achieve the goal of public welfare. In carrying out the government's goal to address the high number of cases of violence against women, looking at governance is one of the best ways to find out the reasons behind the high and low number of cases of violence that occur in a region.

The good governance paradigm encourages the active involvement of all stakeholders in every stage of the government process, from planning to policy implementation (Maryam, 2016). This is because good governance emphasizes the importance of collaboration, participation, and accountability to achieve sustainable development goals (Valentino et al., 2024; Tantri, 2021; World Bank, 1992). According to the United Nations Development Programme (UNDP, 1997), good governance includes the following components: Good management processes; the application of principles of political and administrative practice such as public participation, openness, accountability, management; effective institutions with quality systems; and a focus on effectiveness and the rule of law. Much related literature focuses on measuring and assessing the quality of governance to evaluate the work of an institution or government, such as Meyer D. F. (2018) explores the relationship between good governance and economic growth, highlighting a two-way causal relationship where strong institutions not only support economic growth but are also influenced by it. He stated that good governance is essential for economic development. The implementation of good governance principles in local units, such as transparency, accountability, and responsiveness, significantly affects public trust in local governments (Beshi & Kaur, 2020).

Isnaini Rodiyah and Arum Choirun Nisa (2024) analyzed the factors that support and hinder the performance of the Sidoarjo district technical unit for the protection of women and children (UPTD PPA) in handling cases of violence. Their findings showed that the UPTD PPA in Sidoarjo district failed to realize good governance, with shortcomings in the indicators of accountability, transparency and community participation. The same thing happened to the Gunungkidul Regency Government, Handi Yuniar Lestawan & Bambang Jatmiko (2015) stated that the application of the principles of good government governance in Gunungkidul Regency was still lacking, especially in terms of transparency, accountability, and community participation. Meanwhile, the variables of fairness and responsibility have a significant

influence on their performance. Based on Dedy Afrizal (2018), the performance of the Dumai city social service is categorized as quite good based on the fulfillment of productivity indicators, service quality, responsiveness, and accountability. While the inhibiting factors found are the lack of productivity in efforts to achieve a predetermined work program, and the lack of quality of service for social people. The successful implementation of Good Governance at the government level at the Cimahi Tengah District office written by Lena Oktaviani, Kurhayadi and Rezky Afihtul Barokah (2023), shows that the implementation of good governance implementation in employee performance at the Cimahi Tengah District office is in accordance with existing good governance policies and standards. This can be seen from the results of employee performance and also public satisfaction in getting services.

Based on previous studies, it can be concluded that despite efforts to implement the principles of good governance, many challenges remain. Due to the fact that the concept of good governance encompasses a wide and complex range of elements, I limited the focus of the research to the functions of local government in addressing and responding to incidents of violence against women. This focus is based on the fact that Central Jakarta and East Jakarta operate under the same national and provincial laws, regulations and guidelines with respect to addressing violence against women, which includes aspects such as policy implementation and compliance with laws. Therefore, one of the main factors that could significantly influence the different levels of violence against women in these two areas is the quality of governance at the local government level, particularly how effectively they apply the principles of participation, accountability, and transparency.

Table 2. 1 Indicators for Good Governance

No.	Characteristics	Indicators	Sub-Indicators
1.	Participation	Stakeholder Engagement	• Availability of collaborative programs with various parties to discuss the handling of cases of violence against women (VAW).
		Community Empowerment	• Training programs for government officials and community members to understand and address VAW issues, including initial/basic handling.

			• Adequate human resources to support programs on women's protection.
2.	Accountability	Program Reporting and Evaluation Mechanisms	• Availability of a clear reporting platform for victims of violence. • Internal and external periodic evaluation mechanisms for VAW prevention and handling programs.
		Socialization	• Implementation of massive and planned VAW education and awareness programs, including frequency, content quality, and involvement of professional resource persons.
3.	Transparency	Accessibility of Information	• Availability of public reports on the number of cases, policies and program outcomes related to VAW including statistics and trends.
		Public Disclosure through Digital Channels and Official Media	• Active use and reach of social media (Instagram, Twitter, YouTube, Website) as an official means of publicizing programs, activities, and education related to the prevention of violence against women.

2.2.1 Participation

Participation is one of the important indicators in the concept of good governance, both privately and publicly, participation influences the right decisions because it is through the process of exchanging ideas, discussions, and conveying opinions of stakeholders including

citizens (Poto & Fornabaio, 2017). In a government, participation must be carried out by all elements ranging from government institutions to citizens so that state goals can be achieved conductively and in accordance with the provisions. Good governance is not only pro-people and active, but it must also be able to involve the community in all policymaking and implementation processes. By involving citizens in regional and local issues, their democratic participation can be indirectly enhanced (Rożnowska et al., 2022). This participation is crucial in supporting the social rights of the community. By participating in regional issues, all parties recognize the critical nature of the problems faced and collectively consider the solutions they need. This concept is also legally regulated in local government laws, where public participation is a key element in every decision-making process and its implementation. Therefore, public governance must also be effective by involving the community in all its programs.

Participation is generated from positive perceptions from citizens who support government progress, both in budget, development, and social issues, and creates a desire to participate in terms of thinking, effort, facilities or infrastructure (Handayani et al., 2023). In Central and Eastern Europe, for example, it was found that the level of community participation was quite low, even though community participation, politics, and the stability of a country's democracy are closely related (Hooghe & Quintelier, 2013). If democratic participation is very low with poor governance, crimes such as corruption, discrimination, violence and harassment will also increase. Young age groups who are not interested in the progress and development of state governance are likely to be continued in the next generation who are also not interested in the development of their country. Likewise, in handling cases of crime and violence, the participation of all parties is needed. For example, in cases of domestic violence, the government can collaborate with NGOs, women's organizations, Independent Administrative Authorities (IAA), or Intergovernmental Organizations (IGOs), so the process can be more perfect and run well (Poto & Fornabaio, 2017)

Furthermore, community participation also very important in changing existing social norms, especially in dealing with violence against women (VAW). Research shows that the role of participation of various communities in low to middle income countries can reduce the problem of gender inequality experienced by their countries (Ferrari et al., 2019). Historically, NGOs have shown their activeness in upholding community empowerment and sharing opinions with critics of the state to meet the needs of marginalized communities (Kumari, 2023). With the participation of all institutions and communities accompanied by compliance

with existing regulations, the principles of governance can run well, and city government can progress and minimize crime (Gains & Lowndes, 2022).

2.2.2 Accountability

Accountability is the presentation, responsibility, and reporting that contains details of activities that must be reported by the holder of power (Ricardo, 2022). To achieve good governance, accountability is a mandatory requirement that must be carried out. This is because it is an obligation for the government to be accountable for its work fairly and transparently for the authority that has been entrusted by the community to the government (Handayani et al., 2023). Accountability does not only cover the financial sector but also spreads in the concept of bureaucracy, professionalism, etc. Accountability must be continuously built and developed by the government both in providing appropriate services to the impact of policies on the community (Almquist et al., 2013).

Proper accountability will affect the quality of public relations with the government. Fair reporting and accountability of cases will increase public trust in the government which results in better relations and seeks the concept of good governance. The government can also provide socialization to the community about the policies taken so that everything is transparent and fair. If the government cannot achieve accountability, the community will find it difficult to trust the cases they experience and choose to resolve them themselves with social or regional laws. The community involved in the government process will understand the regulations and the actual conditions that occur so as to minimize questions such as "who should he ask for accountability", therefore accountability and participation are always needed in the government process (Stewart, 2014). Public services provided by the government for the benefit of the community are one example of government efforts to provide effective accountability. Public services for children and women, for example, are expected to be a container for problems that occur and become a solution to children's and women's problems. In it, it can be combined with a monitoring and reporting system if violence occurs against women or children so that it also supports community safety (Rahman et al., 2022).

2.2.3 Transparency

Transparency is how the government openly provides honest, correct, and accountable information about how the implementation of government is in accordance with the law (Handayani et al., 2023). Transparency must be implemented in good governance from urban

to rural areas, for example development funds, work program funds or handling certain problems. The government must publish clearly so that the public can know what the government has done in dealing with various problems that occur. Transparency must also be carried out in the realm of public services in order to achieve the concept of good governance. For service providers, the government must explain and provide guidance and accept input on the public services provided. The public often does not get the public services they need, even having difficulty in meeting the requirements to obtain public services that should be distributed throughout the community (Widanti, 2022). So that in the process, sometimes the community is not treated fairly to each other and cannot sue because they do not know their rights as service users. This is also what causes the need for transparency in the accessibility of information related to community problems, both social and political.

The openness of government in this increasingly advanced era should be accessible to the public through the Indonesian regional government website. However, research shows that the Indonesian government website has not been able to provide transparency in work programs, financial reports, or national development (Sofyani et al., 2020). The provision of online platforms to address various criminal issues and violence against women is urgently needed by the public. Social media and the internet have become the most essential tools for accessing all information, including important information and support services related to political and social issues in society. Therefore, transparency is needed in online resources such as discussion forums, security services, and hotlines. The government can also provide health services, chat support, and information about legal rights, which will be very useful for the public in the modern era. An evaluation system for the services provided by the government also needs to be established, so that the public can assess the performance of public services and the government can improve or evaluate its shortcomings (Russell & Pappas, 2018).

2.3 Hypothesis

Good governance is a broad concept and covers a wide range of issues. However, it should also be recognized that the assessment of whether 'governance' is good or bad, or better or worse, should depend on the outcomes that it generates, supports, facilitates or improves (Holmberg et al., 2009). In order to envision a country leading to a situation of good governance or a situation of bad governance, a clear characterization is necessary (Gregory, 2014). Thus, many previous studies and institutions have determined the characteristics of good governance (UNESCAP, 2009; World Governance Indicators, 2024; UNDP, n.d). The United Nations

Economic and Social Commission for Asia and the Pacific (UNESCAP) (2009) identified nine essential characteristics of good governance, namely participation, rule of law, transparency, responsiveness, consensus-oriented, equity and inclusiveness, effectiveness and efficiency, accountability, and strategic vision. However, to facilitate a more focused and detailed analysis, this study adopts three key attributes: accountability, transparency and participation. These specific elements are particularly important as they are considered to directly influence the effectiveness of handling cases of violence against women (Rodiyah & Nisa, 2024).

Accountability ensures that government agencies and related organizations are responsible for their actions, thereby creating an environment in which victims feel safe to report incidents and receive the necessary assistance. This accountability is realized through a series of activities such as reporting and program evaluation mechanisms, as well as socialization. This is important to ensure that the actions taken by the Sub-Department of Empowerment, Child Protection, and Population Control (Sudin PPAPP) are in line with its responsibilities to the community, the women's empowerment and child protection office, and relevant ministries in upholding human rights and assisting victims of violence. On the other hand, transparency builds trust within the community regarding the processes and decisions made, enabling them to understand policy implementation and resource allocation. The transparency of the Sudin PPAPP is evaluated through a series of activities such as Accessibility of Information and Public Disclosure through Digital Channels and Official Media. This factor ensures that the community receives the necessary information about the performance and activities of the Sudin PPAPP. Meanwhile, participation relates to the level of community and stakeholder involvement in various collaborative activities and training, as well as the evaluation of government performance. Community participation in evaluating the performance of the Sudin PPAPP, for example, can be seen in stakeholder involvement and community empowerment. Community participation is crucial to ensure that policies and actions taken align with the needs and expectations of the community.

Given the close relationship between these three characteristics and their effectiveness in addressing violence against women, I assume that cities that implement good governance principles will be able to reduce cases of violence against women better than cities with weak governance practices. This study will seek to explore and prove this hypothesis by conducting an in-depth analysis of the implementation of these three characteristics in the context of addressing violence against women in Central Jakarta and East Jakarta, which have different numbers of cases.

“A city government with stronger practices of good governance principles, including participation, accountability, and transparency, tend to be more likely to effective in reducing cases of violence against women compared to a city with weaker governance practices”.

2.4 Causal Graph of Hypothesis

I propose a causal mechanism based on the hypothesis that the quality of violence against women (VAW) case management in East Jakarta and Central Jakarta is shaped by the strength of good governance practices, particularly in the areas of participation, accountability, and transparency. As illustrated in Figure 2.1, the model assumes that when these governance elements are weak or inconsistently implemented, local governments tend to respond less effectively to incidents of violence, which may contribute to a higher prevalence of cases. This condition is positioned within the framework to represent Central Jakarta.

In contrast, East Jakarta is situated as the case with stronger governance capacity. A more responsive system is assumed to emerge where accountability mechanisms are functional, transparency is upheld, and participation is encouraged. These factors together create a governance environment that facilitates access to services, builds public trust, and strengthens institutional coordination in responding to violence. Within this model, a government that performs well across these dimensions is more likely to prevent and manage cases of violence against women more effectively. The contrast between Central and East Jakarta is used here to map how governance strength, or its absence, may influence the overall performance of local governments in protecting women from violence. The mechanism places governance quality as the central explanatory factor, operating through institutional behavior and public service outcomes, to account for variations in VAW case management across the two regions.

Graph 2. 1 Causal Graph of Hypothesis



CHAPTER III

RESEARCH METHODOLOGY

3.1 Method

This research uses a comparative qualitative method with Most Similar Systems Designs (MSSD), which compares different areas that have similar explanatory factors that are important for different outcomes (Anckar, 2008; Landman, 2007; Skocpol & Somers, 1980). The selection of research objects is done by selecting systems that have as many similar characteristics as possible. The goal is to identify differences that can explain variations in observed phenomena (Przeworski & Teune, 1970). In this study, the authors chose Central Jakarta and East Jakarta as comparison cases to reveal the explanatory factors that cause differences in the results of the percentage increase and decrease in the number of cases of violence against women in DKI Jakarta, which has the highest percentage of cases in Indonesia.

3.2 Case Selection

Table 3. 1 Similarities and Differences Between Central Jakarta and East Jakarta

Similarities	Central Jakarta	East Jakarta
Location	DKI Jakarta	DKI Jakarta
Society	Urban	Urban
Policy on Violence Against Women	National and provincial guidelines applied (Law Number 12 of 2022 on Criminal Acts of Sexual Violence (UU TPKS) and Governor Regulation of the Special Capital Region of Jakarta Province Number 44 of 2019 concerning Amendments to Governor Regulation Number 48 of 2018 concerning Safe Houses for Women and Children Victims of Violence.	
Institutional Authority	Under the same provincial-level agency: Dinas Pemberdayaan, Perlindungan Anak dan Pengendalian Penduduk (DPPAPP) DKI Jakarta Province.	
Reporting Centres	Reporting is facilitated by the UPT PPA at the provincial level and supported by RPTRA posts in every sub-district and other accessible public spaces.	
Crucial Differences		

Prevalence of Violence Against Women Cases (2024)	Highest Prevalence of VAW in 2024 (0,01%)	Lowest Prevalence of VAW in 2024 (0,007%)
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3.3 Data Collection

In this study, I will use primary and secondary data related to cases of violence against women in Central Jakarta and East Jakarta. Primary data will be collected through semi-structured interviews with key stakeholders, such as local government officials and legal aid institutions in Jakarta that focus on women's rights. Meanwhile, in collecting secondary data, I will use data that is already available both offline and online, such as government reports and records, draft regulations, previous books and journals, as well as other documents from various relevant stakeholders.

Table 3. 2 List of Respondents

No	Position	Institutions
1.	Head of the Sub-group on Women's Protection.	DPPAPP DKI Jakarta
2.	Head of Women's Empowerment Section	Sudin PPAPP Central Jakarta
3.	Head of Women's Empowerment Section	Sudin PPAPP East Jakarta
4.	Research and Advocacy Staff	LBH APIK Jakarta

3.4 Data Analysis

I conducted a process-tracing analysis to understand the causal mechanisms between good governance practices and the prevalence of violence against women in Central Jakarta and East Jakarta. Based on a variety of sources such as interviews, memoirs, surveys, and historical documents, this procedure complements and strengthens more traditional correlational methods, which focus exclusively on the causal effects of an independent variable (X) on a dependent variable (Y) (Kurian & Bennett, 2008). I thus aim to identify how certain factors in governance may influence levels of violence against women in both regions. Process tracing served as an analytical tool that allowed me to draw descriptive and causal inferences from the available evidence, which often related to a broader set of events or phenomena (Collier, 2011).

CHAPTER IV

STRENGTHENING LOCAL INSTITUTIONS IN ADDRESSING VIOLENCE AGAINST WOMEN

4.1 Legal Framework and Institutionalization of VAW Response

Historically, the government has made numerous efforts to address cases of VAW. The approaches taken have also continued to evolve to address remaining challenges and develop more effective policies for the future. Since Indonesia ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) through Law No. 7 of 1984, the state has been committed to ensuring gender equality and eliminating all forms of discrimination against women. This law also became the basis for all efforts to combat violence against women.

However, the direct impact of this commitment in advocating for women has not been significant in the years that followed, indicating that the formal commitments made by the government have not been matched by social awareness and support. The riots that occurred in May 1998 became a turning point in public and state awareness of the brutality of sexual violence and the urgency of addressing it. The high number of cases of violence against women at that time sparked anger and demands for accountability from community groups. In response, President Habibie issued Presidential Decree No. 181 of 1998 on the National Commission on Violence Against Women (Komnas Perempuan) to legitimize the establishment of this independent institution (*Komnas Perempuan*, n.d.). Komnas Perempuan was established not merely as a symbolic response from the government, but also marked the beginning of a systematic effort by the state to address VAW. This period became an important phase in changing the landscape of VAW in Indonesia, from a previously neglected issue to one that continues to demand attention from formal institutions.

Following the establishment of Komnas Perempuan, the government continued to strengthen the legal and policy framework at the national level to address cases of VAW more comprehensively. These efforts resulted in a series of key policies that demonstrated the state's increased seriousness in addressing this issue. One of the important policies that emerged was Law No. 23 of 2004 on the Elimination of Domestic Violence (UU PKDRT). This law regulates all types of VAW that occur in the household, including physical, psychological, sexual, and domestic neglect. It not only provides a clear definition of domestic violence but also affirms the role of the government, both at the central and regional levels, in the prevention, protection,

handling, and rehabilitation of victims of violence. Through Article 13, the government is required to establish special service rooms in police stations, provide trained personnel (law enforcement officers, health workers, social workers, and spiritual counselors), develop and create service programs in collaboration with various parties, and provide protection for companions, witnesses, and family members of victims. In addition to the government and local governments working in accordance with their respective functions and duties, they are also expected to collaborate with the community or other social institutions that can facilitate the implementation of prevention and response programs for VAW (Article 14).

Furthermore, in 2014, the government adopted Presidential Regulation No. 18 of 2014 concerning the Protection and Empowerment of Women and Children in Social Conflict (P3AKS), which was then implemented through the National Action Plan (RAN) P3AKS 2014–2019 and continued for the second period 2020–2025, as regulated in Regulation of the Coordinating Minister for Humanitarian Affairs and Development Number 5 of 2021. The evaluation of the RAN P3AKS Period I highlighted key challenges in strengthening and enhancing institutional coordination between central and local governments, program coordination between government and civil society, and the ineffective monitoring and evaluation mechanisms. These issues were addressed in the RAN P3AKS Period II. The RAN P3AKS covers three main areas: prevention, response, as well as empowerment and participation. Prevention emphasizes synergy between the central and local governments to provide socialization and education on protection and empowerment of women and children in conflict situations among village/customary communities; customary institutions; and interfaith communication forums. Handling focuses on improving access to and quality of services for women and children who are victims of violence. Empowerment and participation aim to empower women victims of conflict to live independently, participate in peacebuilding, and be involved in decision-making; as well as to improve children's understanding of national values, tolerance, and anti-violence attitudes. The RAN P3AKS also serves as a guideline for the Central Coordination Team and P3AKS Working Groups, as well as a reference for local governments in developing Regional Action Plans (RAD P3AKS) (Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan, 2024).

The involvement of local governments in formulating and implementing policies on women's protection has been further strengthened by the establishment of the Regional Technical Implementation Unit for Women and Children's Protection (UPTD PPA) as a mandatory task for local governments under Law No. 23 of 2014 on Regional Government.

The establishment of UPTD PPA is further regulated in Ministerial Regulation on Women's Empowerment and Child Protection No. 4 of 2018, which aims to standardize the organizational structure, duties, functions, and operational mechanisms of technical implementation units across all regions in Indonesia. The UPTD PPA is designed to empower local governments in ensuring services for women and children who experience violence, discrimination, and other related issues. Their main functions include handling victims, facilitating health recovery, providing psychological and legal assistance, implementing psychosocial education in the community, and supporting social rehabilitation. This underscores the crucial role of local governments and marks a strategic step towards decentralizing VAW services.

In order to support the implementation of Law No. 12 of 2022 on Sexual Violence Crimes (TPKS), the government is strengthening the legal basis and functions of the UPTD PPA through the issuance of Presidential Regulation No. 55 of 2024. A key aspect of this Presidential Regulation is the expansion and detailed listing of services mandated to the UPTD PPA, increasing from 6 to 11 core services. These 11 services include receiving reports or reaching out to victims; providing information about victims' rights; facilitating access to health services; providing psychological support services; social rehabilitation; empowerment and social reintegration; providing legal services; facilitating shelter for victims and their families; addressing the needs of victims with disabilities; coordinating and collaborating with other institutions to ensure the fulfillment of victims' rights; and accompanying victims throughout the judicial process. This Presidential Regulation provides a clear referral system, enabling district/city UPTD PPA to refer cases to provincial UPTD PPA, and both to integrated central services for complex cases.

Various policies and regulations that have been formulated demonstrate the government's seriousness in developing a more structured and centralized system for addressing violence against women. Through the enactment of laws and regulations, the state has affirmed that efforts to address this issue are not only the responsibility of the central government, but also require the active participation of institutions at the local level. This approach is expected to provide protection services that are closer, more responsive, and more in line with the needs of the community.

4.2 The Role of Local Government Units in Jakarta's VAW Response

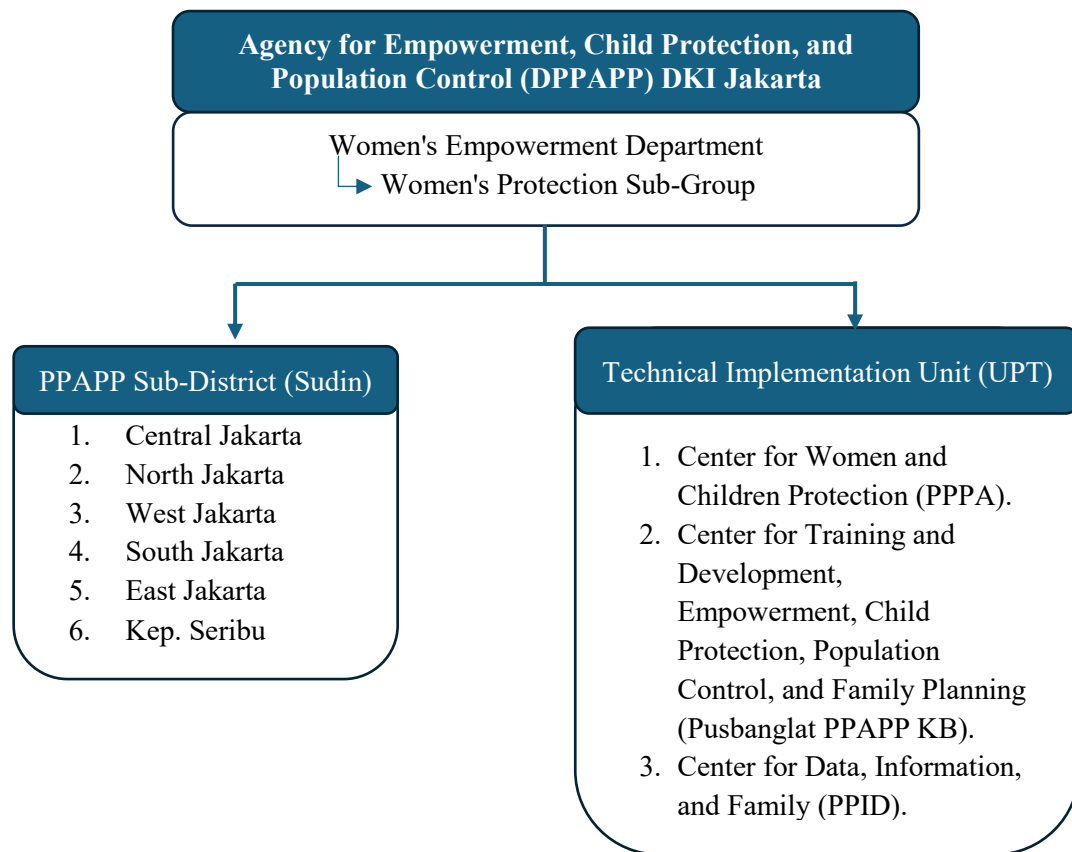
The system for handling cases of VAW in DKI Jakarta is based on a series of evolving regulations involving various groups with interrelated roles and responsibilities. This reflects the commitment of the Jakarta regional government to respond to VAW in a comprehensive and structured manner. As the main foundation for efforts to address VAW in Jakarta, the government issued Regional Regulation No. 8 of 2011 on the Protection of Women and Children from Violence. In addition to preventing and eliminating all forms of violence against women, the government also established a special institution, the Integrated Service Center for Women and Children Empowerment (P2TP2A). The services provided by P2TP2A include complaint handling, health services, psychological support, legal assistance, repatriation, rehabilitation, social reintegration, and shelter provision. Meanwhile, the local government is responsible for formulating policies, programs, allocating adequate budgets, and overseeing the implementation of these protection measures.

Structurally, P2TP2A is under the supervision of the Jakarta Provincial Office of Empowerment, Child Protection, and Population Control (DPPAPP). This is in accordance with Governor's Instruction (Ingub) Number 44 of 2020 concerning Integrated Services for the Prevention and Handling of Cases of Violence Against Women and Children. This instruction signifies the provincial government's commitment to ensuring integrated services in efforts to prevent and handle cases of VAW through established institutions. At the administrative city level, there are Sub-District Offices for PPAPP (Sudin PPAPP) that play a role in prevention, socialization, and implementation of programs established by the DPPAPP in their respective areas.

Based on an interview with the Head of Women's Protection at the Central Jakarta PPAPP Office, Ayundari Indrawati, DKI Jakarta has a clear institutional structure for handling cases of violence against women. At the provincial level, they have the Provincial Women's Empowerment and Child Protection Agency (DPPAPP), which is responsible for policy formulation and oversight at the provincial level. The Regional Technical Implementation Unit for Women and Children's Protection (UPTD PPA) provides professional services such as counseling and legal assistance. Meanwhile, the Sub-District Women's Empowerment and Child Protection Agency (Sudin PPAPP), which is present at all administrative city levels in Jakarta, is tasked with implementing policies established by the DPPAPP at the city/district level.

“...We are children of the PPAPP Agency. At the provincial level, there is an agency called the Jakarta Provincial Agency for Child Empowerment and Protection and Population Control (DPPAPP). It has nine branches, including six district offices (Central Jakarta, North Jakarta, West Jakarta, South Jakarta, East Jakarta, and Kepulauan Seribu); and three specialized units (Women and Child Protection Center, Family Planning and PPAPP Training and Development Center, and Family Information and Data Center)” (Author Interview with the Head of the Women's Protection Section of the Central Jakarta PPAPP, May 22, 2025).

Graph 4. 1 Institutional Structure of DKI Jakarta Province



This is in line with Governor Regulation (Pergub) No. 57 of 2022 concerning the Organization and Work Procedures of Regional Apparatus, which establishes the position, duties, functions, and organizational structure of all regional institutions, including Departments, Sub-Departments, and Technical Implementation Units (UPT). This regulation reaffirms the position of the DPPAPP as the parent agency of the UPTD PPPA and Sub-

Departments of PPAPP across all districts/cities in Jakarta. The Sub-Departments are responsible for implementing policies formulated by the DPPAPP in accordance with the local context. In addition to coordinating with internal units from the central to local levels, the DPPAPP and Sub-Departments are also required to collaborate with other institutions, including the Police, Educational Institutions, Community Organizations, PKK, and Health Services (Hospitals and Community Health Centers). Wider collaboration will further facilitate the government in reaching all segments of society and maximizing the services provided.

Therefore, complaint centers in Jakarta are not only spread across every subdistrict, but can also be easily found in various strategic locations (Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP, Fatma, May 27, 2025). The Jakarta Provincial Government, through the DPPAPP, has expanded the scope of its complaint services for violence against women and children by establishing SAPA (Sahabat Perempuan dan Anak) complaint centers at various public transportation locations such as Transjakarta bus stops (e.g., Blok M, HI Bundaran HI, Kota), MRT stations (such as Lebak Bulus, Blok M, and Dukuh Atas), and LRT stations (including Pegangsaan Dua, Pulomas, and Velodrome). Additionally, complaint centers are available at several universities such as the Indonesian Christian University, Budi Luhur University, and UHAMKA. The public can also report incidents through health workers at community health centers or hospitals, as well as complaint centers spread throughout Jakarta. Furthermore, as part of its commitment to bring services closer to all segments of society, nine new complaint centers have been opened in Integrated Child-Friendly Public Spaces (RPTRA) across various parts of Jakarta since 2025, including RPTRA Matahari in Central Jakarta and RPTRA Rawajaya in East Jakarta (Tobing, 2025).

In addition to expanding complaint service points to public transportation, universities, and RPTRA, the Jakarta Provincial Government through the DPPAPP emphasizes the importance of the role of the PPAPP Sub-District as the policy implementer at the administrative city level. The Sub-District Office is expected to adapt programs to local social conditions, understand vulnerable groups that need to be reached, and develop approaches tailored to the characteristics of the area. They also have the responsibility to support a tiered referral system through coordination with the UPT PPPA at the city/regency level and the Provincial UPT PPPA, ensuring more integrated and professional services. Thus, the Sub-District Office is not merely an extension of provincial policies but plays a crucial role in ensuring that women's protection services are effectively implemented, integrated, and tailored to community needs.

“Actually, the role of the Sub-District Office is very important because they are the ones who best understand the social conditions of their residents, who the vulnerable groups are, and what approaches are suitable for their area. They are closest to the community, so they can adapt policies more quickly to the field....”(Author Interview with the Head of the Sub-group on Women's Protection of the DPPAPP DKI Jakarta, June 24, 2025).

Furthermore, cross-sectoral coordination is a strategic component in strengthening the protection system for women. The Provincial Government emphasizes the importance of active cooperation between the Sub-District Office and the police, health institutions, educational institutions, and civil society organizations, which is not only administrative in nature but also requires practical communication in the field. This collaboration helps accelerate response times, ensure clear referral pathways, and maintain consistent service quality across all administrative districts of the city. In addition to expanding physical access through strategic complaint points, these efforts also build a sense of safety for victims, reduce psychological barriers to reporting, and ensure that all segments of society have equal access to adequate protection.

Thus, an overview of the institutional structure, the strategic role of the PPAPP Sub-District Office, the tiered referral system, cross-sectoral coordination, and efforts to improve service access provides an important foundation for understanding how women's protection policies are implemented at the local level. The subsequent discussion will delve into how variations in the implementation of these governance principles impact service quality in Central Jakarta and East Jakarta, as well as how the city government can play a more effective role in achieving more equitable, responsive, and victim-centered women's protection.

CHAPTER V

IMPLEMENTATION OF GOOD GOVERNANCE IN MITIGATING VIOLENCE AGAINST WOMEN IN CENTRAL JAKARTA AND EAST JAKARTA

5.1 Participation in Mitigating Cases of Violence Against Women in Central Jakarta and East Jakarta

Good governance is highly dependent on community participation, especially in services directly related to social life and community security, such as violence against women (VAW). In practice, effective participation cannot stand alone, but must be supported by the involvement of various parties and capacity building at the community level. This is why two key indicators, stakeholder engagement and community empowerment, are so important in measuring the extent to which the principle of participation is implemented. One form of meaningful participation can be seen through Stakeholder Engagement, which involves the active involvement of various stakeholders in designing and implementing programs to address violence against women. Without cross-sectoral collaboration between the government, civil society organizations, academics, and local communities, prevention and response efforts tend to be less effective and optimal (Masyhura et al., 2021). Through this synergy, various perspectives and expertise can be combined to create a more holistic and sustainable approach. Meanwhile, community empowerment aims to increase the capacity of individuals and groups at the grassroots level to be able to recognize, respond, and address VAW independently, as well as become agents of change in their immediate environment (Utami et al., 2024).

Both indicators complement each other and are essential for creating a holistic and sustainable protection system. The integration of stakeholder engagement and community empowerment is critical for comprehensive VAW mitigation. Participation as a broad governance principle requires concrete mechanisms such as stakeholder engagement to bring together diverse actors, ranging from government to non-governmental organizations and community leaders, in policy design and implementation. This engagement brings diverse resources, expertise, and perspectives that are essential to understanding the complexity of VAW issues. On the other hand, community empowerment focuses on building the capacity of individuals within the community itself, equipping them with the knowledge and skills to act as first responders, identify cases, and seek assistance. Without strong stakeholder engagement, programs may be *top-down* and unresponsive to actual needs in the field. Conversely, without

community empowerment, even well-designed programs developed through stakeholder collaboration may not reach or be effectively utilized by victims at the grassroots level. Therefore, these two sub-indicators are not separate components but rather mutually reinforcing mechanisms for achieving effective participation. Weaknesses in one area can undermine the effectiveness of the other, ultimately leading to weak results in VAW mitigation efforts.

An interview with the Head of Women's Empowerment Section, Ayundari Indrawati, revealed that this participation is evident in the Central Jakarta PPAPP Sub-District through various initiatives to create a forum for cooperation between the government, the community, and residents. This participation is not only in terms of reporting, but also through active participation in advocacy, socialization, and emancipation. Various stakeholders from the national to the local level, including the Police, Social Services, Health Services, Ministry of Social Affairs, and Ministry of Women's Empowerment and Child Protection, are actively collaborating in awareness-raising and prevention programs for VAW in Central Jakarta. Community groups are also involved through PPAPP Sub-District, such as Dasawisma cadres, PKK, and RT/RW leaders. This demonstrates a specific form of involvement. They participate in training and capacity-building programs and are expected to serve as extensions of the government in disseminating knowledge and empowering the community in Central Jakarta to identify and address violence occurring in their surroundings.

On the other hand, the approach taken by the East Jakarta PPAPP emphasizes formal partnerships with strategic actors at the structural level. Instead of expanding community networks horizontally, East Jakarta relies more on coordination with law enforcement agencies, religious organizations, and local government officials as an effort to strengthen the response to violence against women. The involvement of various parties such as the police, the Indonesian National Armed Forces, the attorney general's office, the courts, sub-district heads (Camat), as well as women's organizations and religious-based mass organizations is part of a solid working network. Reporting platforms have also been opened in various public spaces such as stations, terminals, shopping centers, and campus environments to facilitate public access to information and services. The Sub-District Office has also collaborated with members of the legislature to expand the reach of their outreach by providing assistance for their programs related to VAW. Meanwhile, case handling within school environments can be conducted through reporting services collaborating with the Sub-District Office. With an integrated referral system and support from structural actors, the participation patterns in East

Jakarta demonstrate strong institutional coordination, though not as extensive at the community level, yet remain effective in fostering cross-sectoral commitment (Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP, May 27, 2025).

Looking at two different approaches in Central Jakarta and East Jakarta, it appears that the form of community participation in addressing violence against women is greatly influenced by the social context, institutional structure, and engagement strategies used in each region. These differences in strategy also go hand in hand with different regional profiles, including the number of recorded cases and the level of community exposure to the issue of violence. Therefore, to better understand how participation is translated into practice, it is important to examine two key aspects that serve as primary indicators of participatory governance: Stakeholder Engagement and Community Empowerment. These two indicators not only show how actors are involved but also to what extent communities are positioned as empowered subjects within the protection systems established in each region.

A. Stakeholder Engagement

The Central Jakarta PPAPP Sub-District actively conducts massive prevention, socialization, and advocacy activities to all levels of society, including children and parents. The main objective is to raise awareness among all residents of Central Jakarta about various forms of violence. The involvement of stakeholders is a fundamental pillar in handling cases of violence, especially VAW (Ali et al., 2020). The involvement of various parties, including internal government agencies, the community, and NGOs, will ensure that policies and programs are truly responsive to the needs and aspirations of the community. In carrying out its duties, the Central Jakarta PPAPP Sub-District not only focuses on expanding the reach of its programs, but also emphasizes the importance of cross-sector collaboration to increase the effectiveness of interventions, especially in prevention, socialization, and advocacy activities against violence against women.

According to an interview with Ayundari Indrawati, Head of the Women's Empowerment Section, collaboration is a key strategy in the implementation of activities. The Jakarta Central PPAPP Office has established partnerships with public service providers such as Transjakarta, health facilities including community health centers, and educational institutions including universities and schools. Additionally, they have formed broader collaborations with global NGOs such as UNDP, Save the Children, IOM (International Organization for Migration), ECPAT Indonesia, and the Putih Foundation through the network

of PPPA Sub-District members. This also helps with training and capacity building for field staff.

To reach communities more evenly down to the grassroots level, the Central Jakarta PPAPP Sub-District relies on collaboration with PKK and Dasawisma cadres as the government's extension in residential areas. This strategy not only aims to disseminate information more effectively through channels that are familiar to the community, but also to strengthen early detection of potential cases of VAW. According to Ayundari Indrawati, these cadres play a strategic role due to their close social ties with the local community, enabling data collection and monitoring to be conducted more accurately and humanely. Each Dasawisma cadre, for example, is assigned to monitor up to twenty households in their area. With this closeness, they not only serve as information conduits but also as the first responders who can act or report if there are signs of violence in their vicinity. As a form of appreciation and support for their role, the cadres also receive regular operational honoraria.

“In addition to NGOs and RT/RW. Well, Sudin usually asks for help from PKK and Dasa Wisma (Dawis) when organizing activities that involve the community. We expect one PKK and Dawis member to be able to collect data from a maximum of 20 houses, including their neighbors. So, all family data is collected. We hope that when they collect the data, it is valid. Why? Because they are neighbors, we hope the data is accurate, not fabricated, and they can be firm about the data. That's it. The Dawis members are given an honorarium, called operational honorarium, of 500,000 rupiah per month”

“.....The hope is that when they receive education, training, technical guidance, socialization, or advocacy, they can help convey and handle the issue there. The hope is that they are aware of the local institutions that address VAW issues, so they know what constitutes violence, what is not acceptable, and that it must be reported or addressed. They will know what to do if their family members or relatives experience such situations, and they can provide initial assistance. Or even better, they can serve as examples by not engaging in violence and normalizing it.”

The involvement of PKK and Dasawisma demonstrates the utilization of existing informal social structures in the community. This is a smart strategy to achieve deeper penetration into the community, leveraging trust and closeness among residents. This model is highly effective for data collection and information dissemination because cadres are part of the community. This inclusive participation demonstrates an effective approach to reaching all segments of society. This is in line with the findings of Partnerships for Prevention (PfP), which

states that active participation of various community groups in the planning, implementation, and evaluation of programs to address violence against women ensures that the voices and needs of victims are represented at every stage of the process. By involving the community not only as program targets but also as implementers and partners in designing solutions, the resulting response becomes more contextual and relevant to the social realities faced by victims (Alber et al., 2018).

This observational analysis shows that although socialization and prevention programs are uniform across all sub-districts in DKI Jakarta (Author Interview with the Head of the Women's Empowerment Section of the Central Jakarta PPAPP, May 22, 2025), participation is not merely symbolic or procedural. On the contrary, the efforts of the PPAPP Sub-district demonstrate substantive participation that allows the voices of communities, particularly vulnerable groups, to be incorporated into the framework for preventing and addressing violence. Ayundari Indrawati also emphasizes that the demographic differences of Central Jakarta, characterized as the administrative center with a divergent population, may influence the effectiveness of implementation. Standardized laws may not account for these differences, making it difficult to ensure effective protection and support for all women (Htun & Jensenius, 2020). The success of community participation depends heavily on the relevance and accessibility of programs. If programs are not tailored to the unique characteristics of Central Jakarta, such as residents' working hours or the nature of conflicts that may be more hidden due to the community's higher level of education and tendency to keep issues private, participation levels and the impact of outreach efforts may be less than optimal. This implies the need for more adaptive communication and outreach strategies to ensure optimal participation.

In contrast to Central Jakarta, which prioritizes a community-based approach through strengthening cadres and informal networks, East Jakarta displays a more structural and formal pattern of stakeholder engagement. The East Jakarta PPAPP Sub-district has established strategic partnerships with key institutions such as the police, the attorney general's office, the courts, as well as women's and religious organizations under one coordination umbrella. This collaboration is not merely symbolic but is concretized in a shared agenda supported by institutional commitment. One of East Jakarta's strengths lies in its ability to leverage cross-sectoral relationships to strengthen the legitimacy of interventions without relying on overly broad community structures.

The Head of the Women's Empowerment Section of the East Jakarta PPAPP Office, Fatmawati, outlined the agenda for a special cooperation declaration in commemoration of Kartini Day in 2025. This initiative marks a significant breakthrough for East Jakarta in strengthening collaboration among various law enforcement agencies and community organizations, including the East Jakarta Military District Command (Kodim 0505 JakTim), East Jakarta Police Department (Polres Jaktim), Ministry of Religion, East Jakarta Court, East Jakarta Prosecutor's Office, the sub-district heads (Camat) of all sub-districts in East Jakarta, the TP-PKK, Persit, Bayangkari East Jakarta, Dharmayukti, the Association of Adhyaksa Dharmakartini East Jakarta, Fatayat NU, and PD Aisyiyah East Jakarta. Together, they signed a declaration of cooperation to combat violence against women in the East Jakarta area.

In addition, East Jakarta has also established cooperation with representatives of the people or council members, such as the PDI-P Party, in conducting massive socialization on violence against women and children. Although these activities are not funded by the local government budget, the PPAPP Sub-district is still present alongside the village head and sub-district head to provide direct support in the field. This approach enables broader outreach by leveraging political channels as a platform for public education. The involvement of the Sub-District Office demonstrates the institution's adaptive capacity to optimize cross-sectoral collaboration, even beyond the official budgetary framework established by the Department.

".....The socialization activities conducted by legislature members during the campaign were also done together with us, and the budget for that came from them. But we were asked to cooperate, as assistants. Even though they, for example the PDI party, conducted socialization in the alleys about violence against women and children, and they already had lawyers and psychologists, we were still present with the village head and sub-district head to back them up, so they weren't working alone."(Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP Office, May 27, 2025).

In comparison, Central Jakarta demonstrates a more inclusive stakeholder engagement approach that extends to the community level. Collaboration is not limited to formal institutions such as public services and educational institutions, but also reaches PKK cadres, Dasawisma, and community leaders, making citizen participation more organic and closer to social reality. In addition, Central Jakarta's partnership with a number of NGOs is a distinct advantage because it opens access to global approaches, technical capacity building, and program sustainability support. On the other hand, East Jakarta stands out in building structural

partnerships with institutional actors such as legal, political, and religious organizations through more formal coordination mechanisms. Although these approaches are effective in creating program legitimacy and consistency, community participation remains very passive, limited to being program recipients and not fully engaging with grassroots dynamics. Thus, Central Jakarta can be said to be more advanced in terms of broad and adaptive distribution of participatory roles, while East Jakarta is more focused on institutional consolidation and stability in cross-sectoral policy implementation.

B. Community Empowerment

Building community resilience in the face VAW cannot rely solely on the authorities and formal institutions, but requires a more comprehensive and participatory approach (Sabol et al., 2004). The community should not only play the role of beneficiaries, but also play an important role as part of the solution in efforts to prevent and respond to violence against women. Community involvement in various social agendas will not be optimal if their capacity is not supported by adequate knowledge and skills to identify, respond to, and prevent GBV (Boyko et al., 2017). Therefore, it is important to organize comprehensive training programs for government officials and community members to understand and address the issue of VAW. This training not only provides stakeholders with basic knowledge about VAW, but also equips participants with practical skills to identify early signs, provide initial responses, and refer cases of VAW to the appropriate authorities. Such capacity-building approaches have proven effective in strengthening communities' ability to prevent violence and build collective resilience in the face of GBV challenges (Keynejad et al., 2023).

The Central Jakarta PPAPP Sub-District provides training that focuses primarily on initial response for non-professionals. The aim is for the community to be able to provide first response, even if they are not professionals, and to be able to serve as a competent first point of contact and maintain the confidentiality of victims. This focus on initial response is a pragmatic approach to optimize existing resources and expand the reach of services. In practice, the training also targets university students through collaboration with higher education institutions. Students are involved so that they not only understand issues related to GBV but also can take an active role as agents of change within their campus communities, which also have the potential for violence, whether physical, verbal, or sexual.

“Nowadays, our training programs focus more on initial handling. So we hope that in the future, everyone will be able to perform initial handling, even if they are not

professionals. That's why our department has signed an MoU with several universities... so that students don't experience violence, either from lecturers or peers. Additionally, we provide training for staff and security guards, with the aim that they, as frontline service providers, can handle situations and respond to reports correctly.” (Author Interview with the Head of the Women's Empowerment Section of the Central Jakarta PPAPP, May 22, 2025).

During the interview, Ayundari Indrawati also explained that the training is not only aimed at external parties such as students and community cadres, but also focused on internal actors who are directly involved in the service, such as security officers and administrative staff. Those who first interact with victims, such as security guards or front office staff, need to be equipped with a basic understanding of ethics in dealing with reporters, how to respond calmly, and maintaining confidentiality of information. This training is provided to prevent mistakes in the initial stages of handling cases, which could worsen the psychological condition of victims. This approach demonstrates that Sub-District is not only building capacity externally but also ensuring that its internal structure has the necessary sensitivity and competence to provide safe and supportive services.

In implementing the training program, the Central Jakarta PPAPP Sub-district does not work alone, but builds synergy with various institutions according to the segment of participants and the types of skills required. For structural and in-depth training, the Sub-agency collaborates with the KB and PPAPP Training and Development Center (Pusatbang) at the provincial level. This institution primarily targets key personnel such as government officials and complaint handling officers, equipping them with materials related to violence classification, service ethics, and case handling procedures based on regulations. On the other hand, more practical and community-oriented training is provided through partnerships with NGOs such as UNDP, Save the Children, IOM, and ECPAT Indonesia. Through this collaboration, training is not only focused on professionals but also includes community members directly involved in the field.

Unlike the approach implemented in Central Jakarta, training programs in East Jakarta tend to be centralized and follow provincial guidelines. Training activities are generally organized by the Provincial PPAPP and target public service officers such as RPTRA managers, who are often the first point of contact for community complaints regarding violence against women and children. The training focuses on basic case management, including how to respond to victims and maintain confidentiality. There is no explicit information on

independent training initiatives carried out by the Sub-District Office at the local level, nor on specific cooperation with non-governmental organizations for community-based capacity building (Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP, May 27, 2025). The absence of community-based training or direct community involvement in capacity building indicates that empowerment at the grassroots level has not been a priority. However, direct community involvement, as seen in Central Jakarta, can strengthen initial responses to cases of violence and create protection networks that are closer to residents' daily lives.

Although community involvement and capacity building through training are important steps in strengthening the initial response in the community, the success of women's protection programs remains highly dependent on the availability of adequate human resources. Without sufficient and competent personnel, even programs with good structures will be difficult to implement optimally. This situation is evident in both areas studied. In both Central Jakarta and East Jakarta, limited human resources are the main obstacle repeatedly highlighted by field workers. *"We are short-staffed, our human resources are indeed limited.."* said the Head of Women's Empowerment at the East Jakarta PPAPP Sub-District. Similar concerns were raised by Central Jakarta, who complained about high workloads and the lack of special protection for staff who must confront direct threats from perpetrators of violence.

The most obvious impact of limited human resources is seen when the needs of victims cannot be immediately responded to at the initial response level. The lack of personnel and limited capacity slow down the response process and prevent it from being comprehensive. However, these obstacles are not limited to the number of workers, but also include the availability of supporting facilities, such as operational vehicles and security protection for officers who must go directly to the field. In some cases, personnel face threats from perpetrators without adequate equipment, thereby increasing safety risks and hindering the effectiveness of their work. When such basic infrastructure is not adequately available, even well-designed programs remain at risk of failing to achieve their objectives in the field.

Overall, Central Jakarta demonstrates a more comprehensive participatory approach in implementing women's protection programs, reaching formal actors and communities in a balanced manner. Their collaboration involves public institutions, various NGOs, community groups, and students as agents of change. This initiative strengthens community-based early response and expands access to services at the citizen level. East Jakarta, on the other hand, stands out through institutional consolidation with law enforcement, religious organizations,

and political figures. They also collaborate with universities, but community involvement remains very limited and independent technical training is not yet a priority. Despite these differing strategies, both face similar challenges, including a shortage of professional staff, inadequate supporting facilities such as operational vehicles, and limited protection for field personnel. These conditions highlight that effectiveness at the local level is not solely determined by policy design but also by the readiness of resources to support its implementation.

Table 5. 1 Analysis of Indicators of Participation in Governance of Violence against Women in Central Jakarta and East Jakarta

Character	Indicators	Central Jakarta	East Jakarta
Participation	Stakeholder Engagement	Strong: Involves formal actors and local communities, including PKK, Dasawisma, RT/RW, students, international NGOs. Cross-sector collaboration supports socialization and advocacy that is more contextual and responsive to the community's needs.	Weak: Emphasized formal partnerships with law enforcement agencies, religious organizations, and structural officials. Institutional coordination is strong, but community participation is passive and does not reach grassroots dynamics.
	Community Empowerment	Strong: Empower PKK and Dasawisma cadres as extensions of the government. Provide initial response training for the community, students, security guards, and public service officers to detect and respond to cases of VAW early on.	Weak: Training is more centralized at the provincial level and targets RPTRA managers or public service officers. There are no community-based training initiatives at the sub-district level. Community participation in empowerment is not optimized to support early detection and response to VAW at the grassroots level.

5.2 Accountability Practices in Women's Protection in Central Jakarta and East Jakarta

Accountability in the protection of women cannot be understood merely as an administrative obligation, but must be seen as a principle that ensures that public services are truly victim-oriented and fair (Bovens, 2003). Within a responsive governance framework, accountability includes a commitment to act transparently, reviewable, and openly to public scrutiny. According to Mark Bovens, Thomas Schillemens, and Paul T. Hart (2008), the concept of accountability involves a social relationship in which one party is obligated to provide information to a forum regarding its actions, the forum's ability to interrogate those actions, and the possibility of the forum making decisions regarding the consequences of those actions. In the context of women's protection, gender-responsive accountability must ensure that women are included in oversight processes and that accountability institutions ensure that decision-makers are accountable to the groups most vulnerable and affected by their decisions.

In this context, there are two important aspects used to measure accountability. First, the availability of clear program reporting and evaluation mechanisms, which include easily accessible reporting channels for victims and a routine evaluation system to assess the effectiveness of protection programs (UN Women, 2020; UNHCR, 2003). Monitoring and evaluation mechanisms are essential for developing effective programs to prevent and respond to sexual and GBV, as these mechanisms enhance accountability and enable assessment of the impact of protection policies, programs, practices, partnerships, and procedures. A comprehensive evaluation system should include an analysis of the relevance, effectiveness, and efficiency of prevention and response strategies, with evaluation criteria covering the sustainability of prevention and response activities, coordination and consistency, and the effectiveness of monitoring and reporting systems (Rottman, 2003).

In addition to reporting and evaluation mechanisms, another important dimension of accountability practices is the implementation of public education and social campaigns that are open, massive, and well-planned. Public education in this context includes all forms of socialization carried out to raise public awareness about VAW, including recognizing forms of violence, understanding victims' rights, and knowing the available reporting channels. To be effective, these activities must be carried out regularly, with quality content and involving professional resource persons such as psychologists, social workers, or law enforcement officials who have a deep understanding of gender issues (UN Women, 2019). Public education

not only serves as a means of prevention, but also as a form of public accountability because it opens up space for dialogue between the government and citizens, and enables victims to feel safer and more empowered to report cases of violence they have experienced.

The following discussion will focus on examining how accountability is implemented through the Program Reporting and Evaluation Mechanism indicators in Central Jakarta and East Jakarta. These indicators cover the extent to which the reporting system is available and accessible to victims, as well as whether there are routine evaluation mechanisms to assess the effectiveness and accuracy of the protection programs implemented. Understanding these two aspects is crucial, as accountability can only be meaningful when the public and stakeholders have clear channels to voice complaints and space for ongoing evaluation and policy improvement.

A. Program Reporting and Evaluation Mechanisms

In terms of providing a reporting platform for victims of violence, Central Jakarta and East Jakarta have implemented a similar approach in terms of service structure. Reporting centers are available in every sub-district as an extension of services for those in need. The presence of these centers aims to expand coverage and bring reporting closer to the community, particularly at the village level (Author Interview with the Head of the Women's Protection Section of the Central Jakarta PPAPP, May 22, 2025). The presence of complaint centers in each sub-district indicates that the reporting system has been structured and covers the entire administrative area. In addition to village offices, both regions have expanded reporting points to strategic public spaces, such as MRT and LRT stations, bus terminals, shopping centers, and school environments. Administratively, this strategy strengthens the distribution of service access. In terms of policy design, this initiative can also be seen as an innovative public service response to the dynamics of a large city like Jakarta. Fatma from the East Jakarta PPAPP Sub-District Office emphasized that the reporting centers operate 24 hours a day and are open to the public without time restrictions (Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP, Fatma, May 27, 2025).

However, in practice, the effectiveness of this system has not been fully felt by the community. Findings from LBH APIK show that the presence of service posts does not fully guarantee their functional activity. These posts are reported to not always be ready to receive reports, and in some cases, the community must make an appointment in advance to access services. This creates a serious gap between the physical presence of service posts and their

actual availability in addressing the needs of violence victims. The failure to meet these basic expectations demonstrates that the available system is not necessarily supported by adequate resources and sensitivity to the conditions of victims in the field.

"...so it was like this story from my friends in the network, 'oh yeah, we already reported it to the RPTRA with SAPA, but at that time it was empty and we had to make an appointment first,' but that's not right, they should be on standby all the time, like that. So, what should we do? For example, I once received information from the UPT PPPA, and they mentioned that the distribution of RPTRA in Jakarta is already quite advanced, with many RPTRA and SAPA posts everywhere. In theory, they should be available, but in practice, their implementation isn't yet optimal." (Author Interview with the Research and Advocacy Staff of the LBH APIK, June 18, 2025).

The situation is even more complex in East Jakarta, where infrastructure limitations have forced reporting centers to share space with suboptimal RPTRA facilities. Fatma acknowledged that, *"The reporting center was placed in a location that confused us, so we ended up at the RPTRA... a room that wasn't very active... it didn't really seem appropriate"* (Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP, Fatma, May 27, 2025). In this context, the selection of inadequate locations can impact the sense of safety, comfort, and confidentiality that victims of violence urgently need when reporting incidents. This reflects structural limitations and facility planning that have not fully prioritized the psychosocial needs of victims.

As another alternative, both Central Jakarta and East Jakarta have developed a more structured reporting system through formal collaboration with the local police. This cooperation is an important part of the protection scheme that enables victims to report to the police. In practice, the police will immediately contact the agency if the victim needs further assistance, whether psychological or legal. Fatma from the East Jakarta Sub-District Office stated that this process is already running systematically and is part of the well-established reporting mechanism in Jakarta (Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP, May 27, 2025).

However, reports from LBH APIK indicate that conditions on the ground do not yet fully reflect the ideal coordination scheme. Although cooperation between the local government agency and the police has been established, internal coordination between agencies is still not optimal in practice. Lack of integrated communication, especially in situations where perpetrators file counter-reports against victims, creates serious gaps in the handling process.

In such circumstances, victims not only face multiplied legal pressures but are also confronted with unclear procedures and overlapping authorities that can slow down the resolution of cases. This inefficiency in coordination risks exacerbating the psychological burden on victims while simultaneously eroding trust in the system that is supposed to protect them.

"...all parties must collaborate and have a common understanding. For example, the local government receives a report from a victim, but the police receive a report from the perpetrator, who does not accept being reported. This happens frequently. Well, there should be clear coordination between the Department and the Police Station. Don't accept the report because the victim has already reported it. There needs to be clarity and synchronization among them. That's the solution" (Author Interview with the Research and Advocacy Staff of the LBH APIK, June 18, 2025).

Overall, the reporting systems in East Jakarta and Central Jakarta have been established with broad coverage and service mechanisms that are normatively responsive. However, in practice, both areas face similar challenges at the implementation level, ranging from limited human resources and physical facility disparities to weak inter-agency coordination. Central Jakarta tends to be more advanced in terms of clarity of coordination processes and the utilization of public facilities for reporting, while East Jakarta faces more prominent structural barriers such as limited space and the suboptimal placement of reporting centers. These differences reflect that while policies and program designs are uniformly applied, the quality of implementation varies significantly depending on the technical readiness and local capacity of each region.

Therefore, cross-regional evaluation and guidance efforts are important to ensure that there are no gaps in access to justice. Evaluations should not only highlight administrative achievements, but also examine the extent to which reporting mechanisms are actually accessed and utilized by the public, and whether the responses provided meet standards of sensitivity and protection for victims. To ensure that services truly function for victims, more than just the availability of systems is needed, there must be a commitment to the presence of competent personnel, safe and adequate spaces, and a real flow of information between all parties involved.

One of the key findings from LBH APIK Jakarta regarding services in East Jakarta is the absence of an adequate evaluation and oversight system for the performance of the PPAPP Sub-District as well as coordination between Sub-District Office and the Provincial UPT PPPA. The lack of clarity in control mechanisms makes it difficult for civil society to

effectively monitor the delivery of public services. Until now, there are no formal channels available for the public or partners to submit complaints about the performance of institutions such as the East Jakarta PPAPP Sub-District. While public service applications like JAKI are available, they are deemed insufficient to address more complex service dimensions, such as handling cases of VAW and children. This disparity highlights the weakness of structural accountability within the victim protection system at the city level.

"...in the revised local regulation, there is no mechanism for us to, for example, report that the agency is not doing its job properly. There is no such thing. The evaluation system need to be very rigid. Because now there's this JAKI app in Jakarta, but it seems like it's more technical stuff... but when it comes to service delivery, it doesn't seem quite up to the standard yet to serve as a channel for us to monitor the work of these departments." (Author Interview with the Research and Advocacy Staff of the LBH APIK, June 18, 2025).

Additionally, the cooperation between the East Jakarta PPAPP Sub-District and other relevant institutions when handling cases of violence remains inadequate. According to LBH APIK, a Development Planning Consultation (Musrembang) involving several institutions, including the Jakarta Provincial DPPAPP, Metro Jaya Regional Police, Health Office, and civil society organizations, was held in 2024. However, these meetings were not held regularly, and it is unclear what actions have been taken since then. The effectiveness of Musrenbang as a forum for evaluation and discussion is also questionable. Although LBH APIK was invited to participate in the main discussion forum, they were not involved in discussion groups that directly addressed issues such as GBV. These findings highlight the need for better collaboration among institutions to effectively address these challenges. This narrative indicates a lack of continuity. In areas like East Jakarta, which has a high caseload, this situation is of particular concern.

Information from the East Jakarta PPAPP Sub-District indicates that program evaluation has only been conducted internally, through routine guidance from the Provincial PPAPP Agency. There is no independent evaluation mechanism conducted regularly at the city level, either in the form of monitoring activity achievements or assessing program effectiveness. In addition to being limited to internal actors, evaluations do not involve external actors such as civil society organizations, vulnerable community groups, or other cross-sectoral partners (Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP Office, May 27, 2025). In other words, there is no space for open and

participatory evaluation. The absence of external mechanisms reinforces LBH APIK's previous findings that the system remains largely closed and does not provide channels for the public or partners to participate in service assessments. In sensitive issues such as VAW, this situation warrants attention, as the quality of programs heavily depends on the extent to which evaluations are conducted in an accountable and comprehensive manner.

Contrary to East Jakarta, the evaluation process in Central Jakarta showed more participatory and systematic practices. Ayyundari explained that periodic evaluations are conducted both internally and externally. In addition to participating in internal evaluations organized by the Jakarta DPPAPP together with all Sub-District Offices and UPT PPPA, the Central Jakarta Sub-District Office also holds internal meetings with the Heads of the Reporting Center Implementation Units (KASATPAL) in each sub-district, usually once every three months. External evaluations are also conducted by the Jakarta Central PPAPP Sub-District, involving stakeholders outside the government institution related to VAW cases, such as partner institutions, legal aid organizations, community organizations, and community groups. This external evaluation process is usually conducted once a year on a larger scale. In addition to communicating the results of internal evaluations to cross-sectoral actors, this agenda serves as a platform for stakeholders and the public to express their aspirations and evaluations regarding the efforts undertaken by the Sub-District.

“...Yes, we may have two meetings, first an internal evaluation with the sub-district office and the technical implementation unit. But the reporting center is usually the same as ours. Not everyone is invited, because they have their own leaders, as I mentioned earlier. The KASATPAL is invited by the agency, and then we will prepare a larger version with the stakeholders...” (Author Interview with the Head of the Women's Protection Section of the Central Jakarta PPAPP, May 22, 2025)

The evaluation model applied in Central Jakarta emphasizes that accountability does not stop at the reporting level, but is also practiced in evaluative mechanisms that provide space for internal improvement and external assessment. This contrasts with the situation in East Jakarta, where evaluation is still dominated by internal processes between the Sub-District Office and the Provincial Office, without meaningful involvement of civil society. Based on the information obtained, there is no independent evaluation conducted regularly at the city level. External evaluation is also unavailable, so that the involvement of other parties such as community organizations, vulnerable groups, and cross-sectoral partners has not become part of their evaluation cycle. The Development Planning Consultation Forum (Musrenbang) was

held and involved several agencies, but it did not take place regularly and had no clear follow-up. According to findings by LBH APIK, even in these forums, they were not included in discussion groups specifically addressing issues of violence against women. The lack of clarity in evaluation mechanisms is seen as a sign of weak oversight over the delivery of public services, as there are currently no formal channels for the public or partners to voice complaints about the performance of the institution (Author Interview with the Research and Advocacy Staff of the LBH APIK, June 18, 2025).

This comparison shows that Central Jakarta has a stronger commitment to comprehensive evaluation practices. Not only do they conduct regular and structured internal evaluations, but they also involve external parties in external evaluation forums as a form of social responsibility for the implementation of programs. On the other hand, East Jakarta has not made evaluation an integral part of their accountability system. Evaluations only take place behind closed doors, without public involvement, and have not become an active learning tool. This situation highlights institutional readiness gaps, which could indirectly impact the responsiveness of services to the real needs of victims on the ground.

B. Socialization

As part of ongoing prevention efforts, socialization activities are an important medium for reaching communities and shaping critical awareness of gender-based violence. Not only does it serve to disseminate information, socialization also provides a space for raising public awareness about forms of violence, their social impact, and how to access protection. In the context of GBV, literature shows that massive and targeted dissemination of information can increase legal knowledge, broaden public understanding of patterns of violence, and create a more responsive social environment for victims (UN Women, 2019; Ferris & Stark, 2016). Therefore, socialization programs are not just an additional agenda, but a core part of a structured violence prevention system.

Socialization is carried out by DPPAPP as a form of implementation of prevention and public education functions, and is a key strategy to reduce violence against women at the local level. The Central Jakarta Sub-District not only carries out socialization in a formal manner, but also integrates it into various levels of society, from schools and community groups to government institutions. They actively target children, teenagers, and work groups under the city government structure. According to Ayundari Indrawati, one of the important focuses of their recent socialization is the increase in violence in the workplace, including in the

government sector. Therefore, socialization is also directed at UKPD (Unit Kerja Perangkat Daerah), with the hope of shifting mindsets and increasing awareness of violence in the professional sphere.

The Central Jakarta PPAPP Sub-agency also strives to ensure that the socialization approach does not stop at the delivery of normative information. In practice, they have developed methods that are persuasive and touch the emotional side of participants. One concrete form of this approach is the involvement of men as the target of socialization, as the group that most often perpetrates violence, especially in cases of domestic violence. Ayundari stated that it is important to involve men as the group most likely to commit violence, but also as the most strategic group to prevent from doing so.

“I asked the speakers not only to provide theoretical information, but also to persuade the audience. “Come on, men, let's protect women.” Don't use a patronizing tone. If you sound too patronizing, they won't listen. Let's try a persuasive approach. Let's approach them as a group that is most likely to commit violence and encourage them to prevent it. Let's analyze them. Because, on average, perpetrators are people who are close to the victim. “You married your wife out of love, and she felt safe with you. Let's reignite that love for your wife. Don't make women the object of your emotional outbursts.” That's the idea, mbak” (Author Interview with the Head of the Women's Protection Section of the Central Jakarta PPAPP, May 22, 2025).

An approach that actively involves men in violence prevention campaigns is considered important because it opens up a more balanced space for dialogue. Compared to a one-way approach that only conveys normative information, this strategy allows for emotional engagement and shared responsibility. Research indicates that involving men as part of the solution, rather than merely as the target of intervention, can reduce social resistance and strengthen messages of change (Casey et al., 2018). In this way, prevention efforts no longer burden women as the sole vulnerable group but are distributed as a collective responsibility requiring the participation of all parties.

However, Ayyundari revealed that routine socialization alone is not enough. She believes that new innovations with a greater impact are needed to prevent systematic violence. Training programs or community interventions based on direct experience are some of the approaches that she believes need to be developed further. According to her, prevention efforts should not stop at providing information, but also provide space for the community to develop

skills to respond to and recognize violence early on. In addition, budget constraints are also an issue. The funds allocated for socialization programs are very limited, only enough for three to four activities per year, which are conducted online (via Zoom). This has an impact on the coverage and intensity of message delivery to the community. Even so, the Central Jakarta Sub-District continues to reach out to various groups by adapting the material and methods to the evolving social context.

In East Jakarta, socialization is carried out with a more massive and planned approach in terms of the quantity of activities. Unlike the Central Jakarta area, where the budget is only sufficient for a few activities per year, the East Jakarta PPAPP Sub-agency stated that they regularly hold various socialization activities, both those that are budgeted by the agency and those that are not. Not only limited to budgeted programs, they are also often involved in socialization activities initiated by other actors such as council members. In this context, cross-institutional collaboration is one way to expand the reach of the campaign to prevent violence against women to a wider community.

"There are definitely more than three in a year.... There are offline and online events. If you count them, there are more than ten, maybe even more than twenty, including both budgeted and non-budgeted events. Not to mention the socialization by representatives of the people, members of the council, which is also massive, on the prevention of violence against women and children. They definitely ask us for assistance." (Author Interview with the Head of the Women's Empowerment Section of the East Jakarta PPAPP, Fatma, May 27, 2025).

According to Fatma, the online socialization method they use has advantages in terms of reach and flexibility. Online socialization activities allow them to involve hundreds of people in a single meeting (Zoom meeting), while the capacity for face-to-face activities is limited to around 100 participants. However, the use of online media also presents its own challenges in terms of the depth of discussion and interaction. The socialization themes also continue to adapt to new issues that arise in society. One of the agenda items that is the focus is a campaign on Online Gender-Based Violence (KBGO). This is done in response to the increasing number of KBGO cases reported in Jakarta. The emphasis on this issue is also in line with the observations of LBH APIK, which noted that online GBV is among the fastest growing cases in their assistance services in East Jakarta. By integrating the theme of KBGO into the socialization material, Sudin PPAPP is trying to ensure that the prevention campaign

is not only relevant to violence that occurs in the domestic sphere, but also addresses the forms of violence that are developing in the digital space.

In addition, the socialization approach in East Jakarta is designed to embrace a broader spectrum of community groups. These activities not only target the general adult population, but also involve students, religious leaders, and representatives of vulnerable groups such as people with disabilities. This strategy underscores the commitment to ensuring that prevention messages reach various social strata that play a crucial role in creating a safer, more supportive, and caring environment for the protection of women and children.

Both regions utilize cooperation with external actors to support socialization, but differences are apparent in the management and approach of the programs. East Jakarta tends to stand out in terms of higher frequency of activities, with more than ten to twenty activities per year and materials tailored to current issues such as KBGO. However, this more mass and centralized approach often presents challenges in building deep interactions with participants. Meanwhile, Central Jakarta, with a more limited budget, focuses on a more dialogic community-based approach, using persuasive methods that target strategic groups such as men, and strives to make socialization not just a delivery of information, but a space for reflection and social attitude change.

Looking at overall accountability practices, East Jakarta and Central Jakarta have both established reporting, evaluation, and socialization systems, but their approaches reflect different priorities. East Jakarta excels in program scale and intensity, with higher socialization frequency and adaptive themes. They also utilize cross-actor cooperation to expand their reach. However, their evaluation mechanisms tend to be closed, inter-agency coordination is not yet optimal, and socialization is often ceremonial with limited space for discussion. Criticism from LBH APIK indicates that public evaluation channels are inadequate, making it difficult for the community to voice their oversight of services. Inversely, Central Jakarta, despite budget constraints, demonstrates a more participatory and reflective approach. Their reporting channels are more structured with clearer coordination, while evaluations are conducted both internally and externally with the involvement of civil society. Socialization is also designed to spark dialogue, targeting strategic groups such as men, and using a persuasive approach. This makes the prevention message more contextual and profound. Therefore, Central Jakarta appears to be superior in building accountability that is not only formal but also responsive and open to corrections and community needs.

Table 5. 2 Analysis of Accountability Indicators in the Governance of Violence against Women in Central Jakarta and East Jakarta

Character	Indicators	Central Jakarta	East Jakarta
Accountability	Program Reporting and Evaluation Mechanisms	Strong: Has a structured network of reporting posts at sub-district and community levels, with clearer coordination with police. Evaluation practices are both internal and external; internal meetings every three months with KASATPAL ensure follow-up, while annual external evaluations involve NGOs, legal aid institutions, and civil society, making the system more transparent and responsive to feedback.	Weak: Reporting centers are widespread but often face quality issues, such as inadequate facilities and scheduling problems. Evaluations are mostly internal and closed, conducted only between Sudin and the provincial level without meaningful civil society involvement. No independent or routine external evaluation mechanism exists, limiting public oversight and the ability to address service delivery gaps.
	Socialization	Strong: Socialization is designed as a reflective dialogue space, targeting strategic groups like men to change norms. Uses persuasive, tailored approaches rather than top-down delivery. Though budget constraints limit frequency, the quality, emotional appeal, and involvement of professional speakers (psychologists, law enforcement) enhance impact	Moderate: Holds more frequent and diverse socialization events (10–20 per year) with adaptive themes like online GBV. Collaboration with external actors, including legislators, extends reach. However, sessions tend to be more ceremonial and informative, with limited space for dialogue and participatory reflection, reducing depth and transformative potential.

5.3 Public Transparency in Responses to Violence Against Women in Central and East Jakarta

Transparency is a fundamental element in the delivery of public services, particularly in the sector of protection of women from GBV. It not only serves as a means of communication between the government and the public, but also as an instrument to ensure that the rights of victims are recognized and accessed equally (Ridolfi-Starr, 2016). In the context of protection services, transparency means providing clear information about procedures, policies, and program outcomes so that victims and the wider community understand the role, responsibilities, and achievements of the state in addressing violence.

More than just an administrative obligation of an institution, transparency supports the creation of accountable systems. Open information provides space for the public to assess the extent to which public services fulfill their mandate, and encourages continuous improvement (Erkkilä, 2020). This is also a way to build public trust in the government. Without transparency, protection services risk becoming closed, difficult to monitor, and prone to neglecting the needs of victims, especially the most vulnerable group (Gaventa & McGee, 2013). In preventing and responding to VAW, regular data collection and public reporting are essential aspects of transparency. Open access to information enables the public to assess, monitor, and contribute to service improvements. Public disclosure through digital channels and official media, such as government websites and social media, is also important for disseminating information and education more widely in this digital age. The use of digital channels not only serves as a communication tool but also strengthens public understanding of the importance of preventing VAW and encourages community participation in advocacy (ARTICLE 19, 2019; Erkkilä, 2020).

As part of the local government tasked with protecting and empowering women, the Sub-District of PPAPP in East Jakarta and Central Jakarta are responsible not only for designing programs but also for ensuring that the community has access to relevant information about services, reporting channels, policies, and the results of their work. In the context of protecting women from violence, this becomes even more urgent as victims often face various structural and psychological barriers to reporting. Examining how East Jakarta and Central Jakarta manage transparency will provide insights into local government efforts to strengthen responsive public services. The following section will delve deeper into how these two regions

enhance information access and leverage digital media to support more open and inclusive efforts in preventing VAW.

A. Accessibility of Information

Efforts to establish adequate protection services for women do not stop at providing reporting centers, but also require clear and accessible information. Transparency regarding the number of cases, policies, and program outcomes is a way for the government to demonstrate its seriousness and openness to public evaluation. Clear information helps victims and the public understand the service pathways, assess their effectiveness, and encourage continuous improvement (Gaventa & McGee, 2013). When access to information is restricted or deliberately limited, public services risk becoming closed and difficult to monitor, which can ultimately hinder efforts to prevent VAW.

In Central Jakarta and East Jakarta, the system for providing data on violence against women is basically the same, with publications managed centrally by the Provincial Office through its official website. However, on the DPPAPP DKI Jakarta website, the public can only find very general annual gender profiles for 2022 and 2023 (DPPAPP Jakarta Website). These reports do include the number of violence victims across the entire Jakarta region, including Central Jakarta, East Jakarta, South Jakarta, North Jakarta, West Jakarta, and Kepulauan Seribu, but they do not provide further details on the number of victims who have received assistance, the types of services provided, or the most needed services. Such information is crucial for assessing the quality of response and formulating more targeted policy priorities. In other words, while the data is available online, the quality of the information presented still falls short of comprehensive transparency standards.

The lack of clarity in the data recording system is also one of the key criticisms raised by LBH APIK regarding women's protection services at the city level. They argue that the recording of violence cases is not yet systematic and integrated across institutions, making monitoring difficult and increasing the risk of data duplication when victims report to more than one service channel. This situation is seen as hindering the development of an accurate picture of the scale of the problem and the effectiveness of its handling. Without an integrated recording system, local governments struggle to formulate evidence-based policies, and the public lacks a basis for assessing the quality of services. This criticism also emphasizes the importance of data integration across agencies to ensure that accountability for services does

not stop at administrative procedures but truly supports responsive and victim-centered protection.

“.....We also have accountability reports. Now, this data is also being questioned, whether it is correct or not? Because this is actually a systemic problem, where we do not have integrated data related to the handling of violence cases in Jakarta. Yet, having this data is crucial for public accountability. Without integrated data, there could be overlaps. If a victim reports to the RPTRA, then to the UPT PPPA, and then to the police station, the case could be recorded three times. Yet, it's the same victim. This needs to be integrated so we can see the numbers, the nature of the cases, and how far they've been addressed. That's what should be done.” (Author Interview with the Research and Advocacy Staff of the LBH APIK, June 18, 2025)

Although the Central Jakarta and East Jakarta PPAPP Sub-District did not publish separate data on the number of cases for each region, both provided other information that was more accessible to the public. Through official channels, they regularly shared information about the locations of RPTRAs that had SAPA services, as well as various activities such as handling cases of domestic violence, socialization of violence prevention, and collaboration with stakeholders. Such information helps to highlight service activities, expand the reach of education, and provide an overview that violence is one of the priorities of the local government's program. However, descriptive content about activities is not yet sufficient to meet the public's need for measurable and structured case data.

Looking at the similar conditions in both regions, it can be concluded that the biggest challenge is not only a matter of formal commitment to transparency, but how this principle is implemented in daily practice. Central Jakarta and East Jakarta both need to improve their case recording mechanisms, expand the content of data publications to be more detailed and easier to understand, and ensure that the public has equal access to service information. These improvements not only enhance public trust but also support more systematic and victim-centered efforts to prevent violence.

B. Public Disclosure through Digital Channels and Official Media

Digital channels and official media are not merely modern communication tools, but also a reflection of how far local governments are striving to make women's protection services more open and accessible. Through these channels, information can be shared more widely, quickly, and designed to build collective awareness about the importance of preventing violence. In

Central Jakarta, the media team from the PPAPP Sub-District stated that they actively post various activities on Instagram, Facebook, YouTube, X (Twitter), and their official website. These regular publications are not only intended as public reports but also to reach a wider audience through more modern ways (Author Interview with the Head of the Women's Protection Section of the Central Jakarta PPAPP, May 22, 2025). However, upon further investigation, only the Instagram account is truly active, with more regular and consistent content updates. Their YouTube channel is also used, mainly to broadcast streaming documentation of activities such as socialization, webinars, task force strengthening, or internal coordination meetings. Although the content is more formal, the use of this media at least shows an effort to document activities and open access for people who want to follow the process.

Meanwhile, in East Jakarta, the PPAPP Sub-District also claimed to have similar activities on all official channels such as Instagram, Facebook, YouTube, X (Twitter), and websites. However, further checks showed that their publication activities were only visible on Instagram and YouTube. The content uploaded was generally in the form of short videos of field activities, but did not provide streaming in the form of socialization or education as done by Central Jakarta. In addition, they do not have an active Twitter account as mentioned, so their online communication reach tends to be more limited than claimed.

Upon comparison, the use of social media and official channels in the two regions is actually not much different. Both use Instagram and YouTube as the main channels for sharing service activities, socialization, and violence prevention education. However, the consistency of updates, variety of content, and publication formats remain limited, with a focus on documenting activities rather than providing more in-depth information or measurable case data. This indicates that while there are efforts to open up through digital media, transparency practices through official channels still need to be strengthened in terms of content, communication strategies, and more professional and integrated account management.

Looking at overall transparency practices in Central Jakarta and East Jakarta, it can be concluded that the challenge lies not only in the availability of publication channels, but also in the quality of information shared. Both need to improve the consistency of data recording, expand the publication of more detailed and relevant information for the public, and maximize digital media as a means of building awareness, education, and community involvement in preventing violence against women. Transparency is not just about opening communication

channels, but also ensuring that the content presented supports accountability and truly meets the information needs of the community.

Table 5. 3 Analysis of Transparency Indicators in the Management of Violence against Women in Central Jakarta and East Jakarta

Character	Indicators	Central Jakarta	East Jakarta
Transparency	Accessibility of Information	Weak: Data on cases of violence against women is managed centrally by the province through its official website, which only displays general annual gender profiles. There are no regional details on the number of victims handled, the types of services provided, or the most pressing service needs. Online information is available but does not support detailed public evaluation. The recording system has also been criticized by LBH APIK for not being integrated across agencies, posing a risk of data duplication, and complicating evidence-based policy formulation.	Weak: Similar to Central Jakarta, it relies on data published centrally by the province, with inadequate information quality. There are no specific reports per region that are accessible to the public to assess service effectiveness. The recording system is also considered unsystematic and prone to duplication. LBH APIK highlights the weak integration of data, which makes problem mapping and public oversight difficult. Transparency regarding program outcomes and services remains limited to descriptive activity content without measurable data that the public can use to assess service quality.
	Public Disclosure through Digital Channels and Official Media	Moderate: Using official channels such as Instagram, YouTube, Facebook, and websites. Instagram is active with regular updates, while YouTube is used for streaming documentation of socialization, webinars, and internal coordination. Although more consistent than other regions, the	Moderate–Weak: Claims of using all official channels are not entirely accurate. Only Instagram and YouTube are active, with short video content documenting field activities. There are no live broadcasts for socialization or in-depth education like in Central Jakarta. The account's reach is more

		content tends to be formal and focused on activity reports, and does not yet provide in-depth data or interactive education. Efforts to open public access through digital media exist, but there is still a need to strengthen content variety and communication strategies to better support substantive transparency.	limited and content management is less structured. The focus on documenting activities means that public education and case data transparency are not yet optimal. Efforts to share information through digital media exist, but they are superficial and do not fully support public participation.
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5.4 Good Governance and Institutional Response to Violence Against Women

The differences in the quality of services provided to women victims of VAW between Central Jakarta and East Jakarta illustrate how principles of good governance can be implemented differently within the same policy context. Both operate under the regulatory framework of the DKI Jakarta Province, with a uniform bureaucratic structure, but practices in the field show variations that cannot be ignored. An overly uniform or bureaucratic approach without room for adaptation will only hinder the quality of services (Grindle, 2004). This shows that standardized policies at the provincial level do not always guarantee equal service quality at the city level, especially when the implementation of good governance principles fails to consider local contexts and realities on the ground. Meaningful participation helps policies be more responsive to community needs, while accountability and transparency strengthen public trust and ensure ongoing evaluation. Without these principles, services easily become trapped in procedural bureaucracy, fail to adapt to local dynamics, and fail to hear the voices of the most vulnerable victims.

Fukuyama (2013) emphasizes that the quality of governance does not only depend on formal procedures, but also on institutional capacity and bureaucratic autonomy: the extent to which the bureaucracy is able to respond effectively to issues, as well as the freedom to adjust policies without short-term political obstacles. This means that bureaucracies must have adequate resources, be able to read local conditions and understand the complexity of issues, and have a solid cross-sectoral coordination system to handle cases quickly and be sensitive to the needs of victims. Although Central Jakarta and East Jakarta both face constraints in terms

of adequate human resources for service delivery, they strive to maximize their limitations through cooperation. Central Jakarta has built more inclusive cooperation with various stakeholders down to the community level, has a well-structured internal and external evaluation system, and conducts more consistent and targeted socialization. These institutional features have contributed to a stronger infrastructure for case detection, victim support, and public reporting, which may help explain the higher number of reported cases in the area. Rather than indicating a failure in governance or service provision, this outcome reflects the effectiveness and openness of the institutional response in surfacing cases that might otherwise remain invisible. This finding challenges the initial hypothesis of this study, which assumed that a stronger implementation of good governance would correlate with lower rates of violence. On the contrary, it suggests that stronger governance may lead to higher visibility and case detection. This does not necessarily imply that the true incidence of violence is also elevated. Meanwhile, East Jakarta relies more on structural partnerships with institutional actors, and although socialization is more frequent with adaptive themes, the approach tends to focus on the scale of activities without space for in-depth dialogue. This more top-down pattern may result in reduced accessibility for victims at the grassroots level, potentially leading to underreporting of violence. More closed evaluation mechanisms and suboptimal coordination between parties also affect the quality of their women's protection programs and services.

This context helps illuminate how governance principles are applied differently in Central and East Jakarta. In Central Jakarta, the government's commitment to strengthening women's protection services is reflected in its efforts to actively coordinate with citizens and respond to their evolving needs. Rather than relying solely on formal procedures, this approach integrates policy with social dynamics and fosters local innovation. Leadership that embraces joint evaluation contributes to adaptive programming and improves bureaucratic capacity to respond to victims more effectively. In contrast, East Jakarta continues to face structural limitations that hinder a more responsive governance model. Limited resources and a high caseload have led to a bureaucratic focus on routine implementation and administrative compliance. Without strong incentives for evaluation or policy adaptation, services often remain rigid, unable to keep pace with the complex and varied realities on the ground. As a result, protection efforts risk becoming more procedural than transformative. They may be present in form but not always in substance.

The contrast between Central Jakarta and East Jakarta highlights a critical insight: governance principles cannot be effectively implemented through top-down policies alone. Although both cities operate under the same provincial regulations, their differing outcomes demonstrate that policy must be grounded in local social realities to be meaningful. When policy frameworks are standardized without flexibility, they risk overlooking the unique needs, vulnerabilities, and capacities of each region. Municipal governments therefore have a crucial role in interpreting and adapting these policies to fit the specific dynamics of their communities. As Maitrayee & Meer (2004) argue, approaches that remain overly formalistic and rigid often lose their relevance at the local level. In the context of women's protection, this calls for governance that is not only rule-based but also socially responsive and locally informed.

In this framework, bureaucratic capacity is not only a matter of the number of employees or the size of the budget allocated, but also the ability to understand the local context and adapt to it. Central Jakarta provides an example of how policies can be adapted to be more relevant to citizens through consistent and targeted socialization to reach strategic groups, including men who are often perpetrators of domestic violence. A persuasive approach helps open more equal conversations, combat stigma against victims, and encourage the community to be active in prevention, so that socialization functions as a space for dialogue between the government and citizens. This reflects the principle of participatory governance, which emphasizes mutual engagement to achieve socially grounded outcomes (Cornwall, 2008; Gaventa & McGee, 2013).

In Contrast, overly rigid and hierarchical bureaucracies tend to be more concerned with ensuring administrative compliance than inviting meaningful public engagement. East Jakarta, despite its high frequency of socialization and adaptive themes in line with emerging issues, struggles to build deep interactions. Messages are often delivered in large-scale formats without sufficient space for critical discussion, turning these efforts into formalities rather than platforms for change. Limited space for dialogue weakens the potential to challenge social norms that enable violence or to encourage reflection among potential perpetrators. As a result, the surface-level intensity of programs may mask the absence of substantial impact.

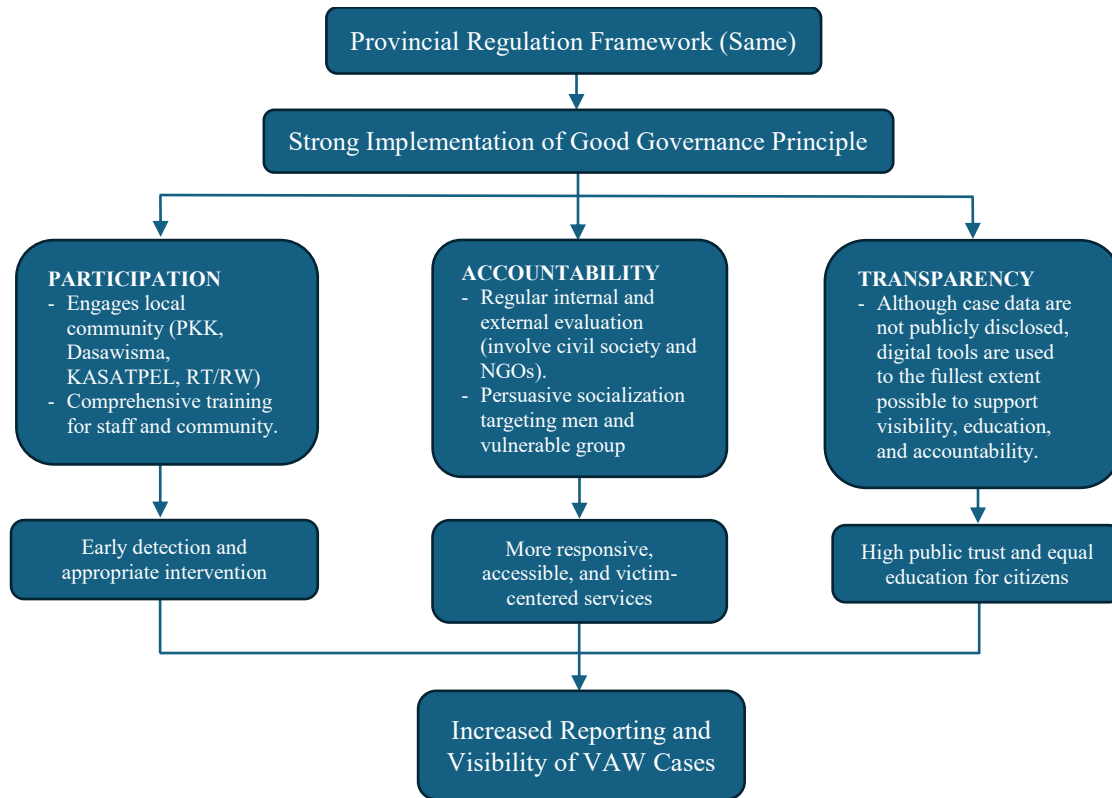
Accountability also emerges as a key differentiator. In Central Jakarta, regular internal evaluation mechanisms and the involvement of external stakeholders provide opportunities to hear criticism, map obstacles in the field, and improve services based on real input. Evaluation goes beyond submitting reports to higher authorities. It functions as a learning mechanism that strengthens institutional responsiveness. This fosters a culture that is more receptive to

correction and attuned to victims' experiences. Conversely, vertical accountability, which is more dominant in East Jakarta, reinforces a work pattern that is only oriented towards fulfilling administrative obligations without really considering how the services are perceived by the community. Without evaluation channels that involve civil society, services risk stagnation and continuing the same approaches without critically assessing their effectiveness (Bovens et al., 2008).

Transparency further shapes the credibility and accessibility of protection services. When governments do not publish case data, clarify their interventions, or utilize digital tools for two-way interaction, they limit public oversight and erode trust. Fox (2007) emphasizes that transparency is not just about opening up data, but ensuring that information is relevant and useful for public control. Central Jakarta has at least shown more consistent efforts in using digital media to document processes, support education, and build more open communication with the public. East Jakarta, by comparison, still needs to reinforce these dimensions to ensure that services are not just visible in activity, but also accountable and trustworthy in practice.

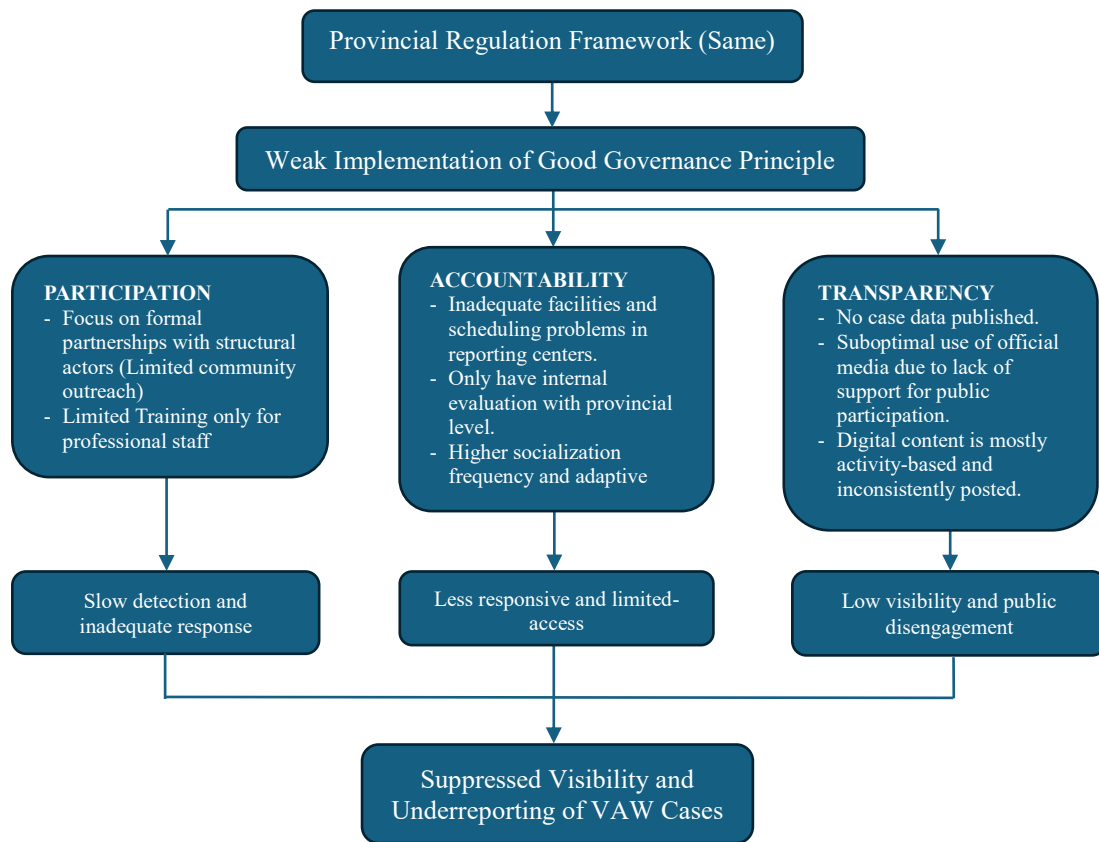
What unfolds in Central Jakarta is a dynamic interplay between governance structure and social response. Participation that is genuinely inclusive, through active involvement of community groups and consistent public engagement, enables early identification of violence and opens space for preventive intervention. These efforts are not isolated; they are reinforced by evaluation practices that welcome feedback from both internal units and external stakeholders, allowing services to evolve with lived realities rather than remain stuck in formalism. This has helped shape services that are more accessible, responsive, and centered around the needs of victims, rather than institutional routines. Transparency, although limited in terms of raw data disclosure, is exercised through strategic communication, including digital platforms, educational content, and public documentation. As a result, victims and communities gain clearer knowledge of where to turn, how to report, and what to expect. The system becomes not only more visible, but also more trusted. This is what allows Central Jakarta to detect and document more cases, not necessarily because violence is more frequent, but because the system is more capable of recognizing it. The high case number, then, is not a reflection of failure, but of institutional sensitivity and social responsiveness.

Graph 5. 1 Causal Mechanism: Strong Implementation of Good Governance in Central Jakarta



While Central Jakarta illustrates how stronger governance can surface hidden cases, East Jakarta reveals what may happen when such mechanisms are weaker. Participation is largely framed around formal partnerships with institutional actors, leaving limited space for grassroots involvement. This limits community reach and weakens early detection, especially when outreach remains mostly programmatic and lacks continuity. Accountability is further undermined by irregular public communication and the absence of consistent digital engagement, weakening the visibility of services and eroding public trust. Victims may hesitate to report, not because violence is absent, but because the system does not make itself available, accessible, or trustworthy enough to support disclosure. Consequently, the lower number of documented cases may not reflect a lower incidence of violence, but rather a limited capacity to detect and respond to it.

Graph 5.1 Causal Mechanism: Weak Implementation of Good Governance in East Jakarta



These findings demonstrate that the quality of governance not only influences service outcomes but also determines the degree to which cases of violence become institutionally legible. Central Jakarta’s higher number of reported cases does not necessarily imply a higher incidence of violence, but rather reflects the presence of mechanisms that allow such cases to be registered. The capacity of local systems to ensure access, responsiveness, and clarity appears to play a critical role in enabling the formal recognition of violence, particularly in cases that would otherwise remain undocumented. On the other hand, the lower figures observed in East Jakarta may be shaped less by actual prevalence and more by limitations in institutional reach and reliability. When mechanisms are fragmented or bureaucratically constrained, and when communication between state and community remains limited, victims may choose not to engage with the system at all. Thus, what appears as a lower prevalence of violence may in fact reflect the absence of institutional capacity to make such violence visible.

From this perspective, data on violence must be understood within the institutional context in which it is produced. Reported case numbers do not automatically reflect how much violence occurs in a given area, they are shaped by how well the system allows violence to be seen, acknowledged, and formally recorded. A higher number of cases may signal stronger governance where survivors face fewer barriers to speak up and access help. In contrast, low reporting figures may point to a system that is less accessible or trusted, rather than a lower incidence of violence. In this sense, data on violence captures not only social problems, but also the degree to which institutions are responsive to them. Therefore, Evaluating governance should go beyond numerical outcomes and consider whether systems support the visibility and recognition of violence in the first place.

CHAPTER VI

CONCLUSION

6.1 Conclusion

This study finds that the quality of women's protection services is shaped not by regulations alone, but by how local governments apply core principles of governance into practice, particularly participation, accountability, and transparency. Although Central Jakarta and East Jakarta operate under the same regulations and share similar bureaucratic structures, their approaches differ in important ways. Central Jakarta has built stronger mechanisms to engage communities, respond to feedback, and communicate services clearly. These practices have helped create a system that is more trusted, accessible, and responsive to victims' needs. In contrast, East Jakarta's more procedural and top-down model tends to limit public engagement and restricts institutional learning, which affects both service quality and public trust.

Contrary to the initial hypothesis, stronger implementation of good governance does not necessarily correlate with lower reported rates of violence. Central Jakarta where governance mechanisms are more participatory and transparent records a higher number of documented cases. Rather than indicating a failure in prevention, this outcome reflects the presence of systems that more visible, accessible, and responsive system. In contrast, the seemingly lower prevalence in East Jakarta may not reflect a lower incidence of violence, but rather institutional limitations that inhibit detection and suppress reporting. Thus illustrating that improving protection for women requires more than just formal compliance or uniform policy implementation. What proves essential is the capacity of institutions to remain inclusive and within reach of those most at risk of violence. Systems that remain open to feedback, adaptable to change, and accessible in practice are more likely to gain public trust and be meaningfully utilized. In this sense, governance is not defined merely by structure, but also about the extent to which these institutions are present, transparent, and responsive to the needs of vulnerable groups.

6.2 Limitations of the Research

This study has several important limitations that should be noted. First, using a good governance perspective makes the analysis more focused on governance aspects, such as participation, accountability, and transparency. However, this approach has not fully captured

the social and cultural factors that influence the high rate of violence against women. Aspects such as social norms, patriarchal values, and local economic dynamics were not analyzed in depth, so the causal explanation is incomplete. Another limitation lies in the data collection process. Access challenges were encountered during the interview process, particularly when attempting to obtain more in-depth information from key bureaucrats. Consequently, the quantity and depth of evidence obtained from government respondents was relatively limited. Additionally, this study lacked the perspectives of external parties, such as NGOs, reporting center managers, and civil society groups that interact directly with victims. This was largely due to time constraints that prevented reaching more informants across sectors.

To develop this analytical framework for comparative studies between provinces or cities/districts in Indonesia, further research is suggested. With more diverse geographical coverage, differences in governance practices, sociocultural contexts, and institutional capacities could be explored more deeply. This approach would provide a more comprehensive and nuanced understanding of how to implement good governance principles to reduce violence against women in various local contexts.

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