

# Policy on Empowering Women Victims of Violence: A Case Study at the Office of Women's Empowerment, Child Protection, and Population

Iga Wahyudi Firmansyah<sup>1</sup>, Kridawati Sadhana<sup>2</sup>, Roos Widjajani<sup>3\*</sup>

<sup>1,2,3</sup> Department of Public Administration, Universitas Merdeka Malang, Indonesia

## Abstract

This study aims to describe and analyze the implementation of policies to empower women victims of violence and identify supporting and inhibiting factors in implementing these policies. The research was conducted at the East Java Province Office of Women's Empowerment, Child Protection, and Population (DP3AK). The data collection techniques used were observation, interviews, and documentation. The data analysis technique in this study uses qualitative data analysis with the stages of data collection, data reduction, data presentation, and conclusions. The research findings show that the implementation of policies to empower women victims of violence in DP3AK East Java Province is carried out through the stages of assessment, planning, monitoring, implementation, and evaluation. A participatory approach is applied, but there are still challenges in coordination with districts/cities and participant selection. Supporting factors include collaboration, policy support, resources, and SIMFONI PPA. Barriers included superficial monitoring, less open coordination, budget limitations, and community stigma that affected the effectiveness of the training. The results of the study are expected to contribute to the DP3AK of East Java Province, especially in the Field of Women's Protection and Family Quality, as well as other government agencies in Indonesia in the implementation of programs to empower women victims of violence, as well as a reference for similar studies.

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Corresponding Author:  
Roos Widjajani  
(widjajani@unmer.ac.id)

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## 1. Introduction

The balance between relations, roles, and opportunities between men and women and gender equality in East Java has not been fully realized due to the strong patriarchal socio-cultural values that place men higher than women, both in the domestic and public spheres. Patriarchal culture limits women's rights to expression and self-actualization, thus triggering discrimination, inequality, and inequality of roles in society. Women are often excluded from their rights in society, households, and the state. In a patriarchal society, cultural values that relate women's sexuality place them in a position of subordination and marginalization. This mindset creates standardized roles, such as stereotypes and the overburdening of women, which in turn reinforces inequality and increases the risk of women becoming victims of violence and discrimination (Sulistiyowati, 2020).

Violence against women is a social phenomenon that persists to this day, with women often lacking access, opportunity, and control over development and not benefiting equally with men. This violence causes serious physical and psychological impacts, such as health problems, stress, depression, and trauma (Nadhira & Rofi'ah, 2023). The social impact creates negative stigma and discrimination in the victim's environment, which worsens their condition (Krish et al., 2012). Violence in East Java is described as the tip of the iceberg phenomenon, where the actual

number of cases is higher than reported. This situation raises great concern in the community, so a complete handling is needed so that victims can recover and continue their lives normally.

Laswell in Sadhana (2011) states that public policy studies decision-making by selecting and evaluating relevant information to solve certain problems. The more complex the public policy problem, the more specialists are needed, both from the government and private sectors, to bridge the gap between experts and policymakers. Sadhana (2011) adds that public problems are interdependent and dynamic, thus requiring a holistic approach that sees the problem as a unity that cannot be separated from other factors. Therefore, public policy plays an important role in achieving government goals with a comprehensive approach to overcoming various challenges.

Weimer and Vining in Sadhana (2011) explain that policy analysis requires collecting, organizing, and communicating factual information about policies and alternatives. It is important to develop strategies to understand the problem, develop solutions, and calculate the costs and benefits of each alternative. Technical skills, such as cost-benefit analysis, are needed to predict policy consequences and understand political behavior to influence policy acceptance. Sadhana (2011) adds that public policy has three hierarchical levels, namely policy, organizational, and operational, with different evaluation tasks and objectives. Improper evaluation often slows down problem-solving. Public policy is a series of structured actions by the authorities based on legal rules to address public problems according to the applicable hierarchical levels effectively.

Cases of violence against women are often committed by the closest people, including family members, in the form of physical, psychological, sexual violence, exploitation, neglect, and trafficking. Although the perpetrators are family, these actions damage the victim's future (Andini, 2019). Handling cases of violence must be done responsively, implementatively, and collaboratively, along with fulfilling the rights of women victims of violence, the majority of whom are vulnerable groups without income. Therefore, economic empowerment is an important step in their recovery. This effort includes coaching to increase the potential and role of women in various sectors, including leadership and household business management. Increasing the productivity of women victims of violence will encourage economic independence and improve their quality of life (Ernestivita, 2024).

Policy implementation is important in policy planning because it links policy formulation and expected results. Without implementation, policies only become documents without real action. Rusdianti et al. (2022) states that implementation is a way to achieve policy objectives through programs or derivative policies. Sadhana, (2011: 209) asserts that the success of public policy implementation depends on several factors, such as decision accuracy, coordination patterns, implementor commitment, resource quality, group size and cohesiveness, and communication patterns. Communication inconsistencies in implementation can occur due to policy complexity, difficulty starting new programs, and multiple objectives in various policies implemented.

Local governments play an important role in development through policies that are on the needs and potential of the region. Provincial governments have the right to autonomy to manage government affairs as an extension of the central government at the provincial level. The local government concept includes local government, local administration, and local areas (Hanif, 2007: 24). The direction of local government policy refers to the principles of Good Governance, which emphasizes fast service, transparency, and accountability. Sadhana, (2010: 270) explains that the role of government in governance includes non-dominant collaboration, the transformation of power into a means of meeting public needs, balancing the roles of the state, NGOs, the private sector, and local communities, and increasing responsiveness, adaptation, and public accountability in problem-solving.

The East Java Provincial Government is guided by Law No. 23/2014 on Regional Government in handling and empowering women victims of violence, which regulates the division of authority between the center, province, and district/city. Provincial authority includes providing advanced referral services and improving family quality to realize gender equality and children's rights. Law No. 23 of 2022 on Child Protection states that a child is an individual from the womb to the age of 18. Child protection is important because children have

human rights, although they are physically and socially immature, and are part of the future. According to Sholeh and Zulkhair (2001), child protection aims to prevent exploitation and neglect and support the physical and mental growth and development of children. Fulfilling children's rights includes alternative care, civil rights, education, and health. Harahap (2003) asserts that the principle of justice guarantees that all humans have the same rights without discrimination. Child protection policies integrated with population administration are expected to create a holistic approach to ensure children's identity, rights, and welfare. At the provincial level, handling victims of violence includes cases across districts/cities and targets determined through the Musrenbang. While at the district/city level, the focus is on implementing provincial policies towards local victims. The difference lies in the scope, where the province has a comprehensive view, while districts/cities focus more on local implementation. Collaboration between provinces and districts/cities is needed to ensure all victims can access the necessary services.

The implementation of Law No. 23 of 2014 concerning the protection and empowerment of women in East Java is reflected in Governor Regulation No. 72 of 2023 concerning the position, organizational structure, and work procedures of the Office of Women's Empowerment, Child Protection, and Population (DP3AK). Handling the empowerment of women victims of violence is realized through programs and activities contained in the DP3AK planning document. The prioritization of DP3AK's tasks is based on provincial authority, Musrenbang proposals, and district/city input. Handling women victims of violence includes training and business development to improve the economy of victims' families so that they can innovate and be independent. Coaching for victims of violence is expected to increase women's independence, accelerate the achievement of gender equality, and support family welfare and income generation. Based on this, researchers are interested in studying the implementation and problems of empowering women victims of violence carried out by DP3AK East Java Province to find effective solutions to empowerment.

This study aims to describe and analyze the implementation of policies to empower women victims of violence at the East Java Province Office of Women's Empowerment, Child Protection, and Population (DP3AK) and identify supporting and inhibiting factors for implementing these policies. The results of the study are expected to provide theoretical and practical benefits. Theoretically, this research can contribute to developing science related to implementing policies to empower women victims of violence based on Governor Regulation No. 72 of 2023 and add insight for other researchers. Practically, the study results are expected to be input for DP3AK and other government agencies in organizing programs to empower women victims of violence, as well as a reference for similar research in the future.

## **2. Methods**

### **Research Design**

This research uses a descriptive method with a qualitative approach. Descriptive research presents a detailed picture of a special situation, social setting, or relationship. Descriptive research results are important for theory and hypothesis formation (Assor & Rusdianti, 2023).

### **Research Location**

The research location is where research activities occur (Sugiyono, 2017). This research was conducted at the East Java Provincial Office of Women's Empowerment, Child Protection and Population, focusing on the Protection of Women and Family Quality Division.

### **Research Informants**

The informants in this study consisted of DP3AK officials of East Java Province who were involved in the implementation of the program to empower women victims of violence. In addition, this study also involved Women's Protection Analysts, Junior Expert Analysts, and Functional Legal Counselors who play a role in supporting program implementation and providing input related to planning, implementation, and evaluation of policies to empower women victims of violence. The informant selection technique used purposive sampling.

### **Data Analysis Technique**

The data analysis technique uses qualitative data analysis, which is carried out by collecting all data through interviews, observations, and documentation, then reducing the data to select and simplify the data obtained, compiling and presenting information based on the data in a systematic and simple form, and drawing conclusions on the data that has been collected.

### **3. Results and Discussion**

#### **3.1. Results**

This research was conducted at the DP3AK of East Java Province, which handles complaints of cases of violence through the UPT PPA. As of July 31, 2024, 148 cases of complaints were recorded, with 40 cases still in process, 88 cases completed, and 20 cases outside the authority of UPT PPA. Reports of violence are processed by recapitulating, recording, and analyzing the causes and triggering factors through assessments. Based on the results of the analysis, DP3AK and UPT PPA developed a strategy for handling each case. Regarding training to empower women victims of violence, DP3AK targets victims across districts/cities who are proposed through Musrenbang and district/city recommendations. This training aims to improve the skills of victims, although sustainability and evaluation need to be considered so that the program is more effective. This research uses the empowerment theory of the Participatory Rural Appraisal (PRA) model, which includes five basic programs: assessment, planning, monitoring, implementation, and evaluation of activities.

An assessment or introduction to training activities for women victims of violence at DP3AK East Java Province was carried out to understand the initial training implementation process, including the identification of needs and program adjustments to the conditions of participants. The Women's Protection Analyst stated: "The training targets have been set since the beginning of planning by directives and priorities related to which groups are targeted, and the targets of training in the PPKK Sector are Pekka, Women Victims of Violence and PMI Families. In involving these groups, the field coordinates with the office in charge of PPPA affairs in the district/city to involve people in their area who are included in these vulnerable groups. While exploring/introducing activities, sometimes it is done top-to-down the province of the district/city to write to the province to request training. This is also because the community is under the authority of the district/city, so detailed data related to individuals who are members of the group is owned by the district/city" (Interview on October 18, 2024).

In addition, the researcher also asked about efforts to create an inclusive and supportive environment for participants at the exploratory or introductory stage of the activity. Informants said that various efforts were made to create a conducive atmosphere, such as building a sense of security, personal assistance, and empathy in every interaction. The Head of Women's Protection and Family Quality added: "So, the strategy that we do for survivors of violence so that they can still socialize with the community, we provide education to participants. Moreover, our place (DP3AK) focuses on prevention and social recovery through empowerment. So, we encourage them to realize that all these people have the potential we need to explore in each of them. The training that we do, for the time being, is only limited to introduction. Moreover, it is hoped that it can lead to existing potential, for example, basic training, such as cooking, which is usually done by mothers" (Interview on October 14, 2024).

Apart from the results of interviews with informants, researchers also made observations and collected secondary data, which showed that training for women victims of violence carried out by DP3AK East Java Province was sometimes carried out with a top-down approach. The province asks districts/cities to submit training requests to the province. The exploratory or introductory stage of the activity is an important first step in the implementation of training, which pays attention to policies related to selecting the type of training that suits the needs of the participants. Inter-sectoral collaboration in DP3AK is carried out to support the implementation of training, including paying attention to budget-sharing policies. The secretary of the office considers budget allocations by prioritizing excellent programs that support the empowerment of women victims of violence effectively and sustainably.

Based on interviews related to the planning of training for women victims of violence, researchers explored how the training was designed to meet the community's specific needs and adapted to the cultural and social context in East Java. The information obtained shows that training planning considers various conditions, and adjustments are made so that the training program is relevant to the social dynamics in the region so that participants can more easily accept the material provided and apply it in their daily lives to increase their welfare independence. The Secretary of DP3AK of East Java Province stated: "We usually collect data and interest from the victims. When the planning is clear, then we organize it with the instructor. However, everything is executed by the field because this is already in the field" (Interview on October 07, 2024).

Furthermore, regarding the measurement of the diversity of participants expected to participate in the training and the steps taken to achieve this target, the Head of the Women's Protection and Family Quality Division said: "Diversity in this case may involve age, in this case, of course, adult women who are still of productive age (20-55 years). This is so that they can still develop their innovations after receiving training. Based on the evaluation that we have done, it turns out that many have innovated. For example, women who have become self-sufficient, who initially sold food only in stalls, innovated to sell their products online, sold at car-free day events and put their names on each product with the aim that if there are people who like it, they can directly contact the seller" (Interview on October 14, 2024).

The training provided to women victims of violence is tailored to the specific needs of the target districts/cities, including taking into account the criteria for selecting competent resource persons and facilitators. Coordination with local governments is carried out to ensure that the training is in line with women's protection policies and programs and considers each region's potential. After the training, districts/cities are expected to follow up the activities more effectively. In addition, the training was followed by collaboration with related agencies, such as the Cooperative and Trade Office, to support the development of training outcomes through activities such as product showcases. This step aims to enable women victims of violence to utilize the skills acquired sustainably and productively to improve the welfare and economy of their families independently.

Observations at the East Java Provincial Office of Women's Empowerment, Child Protection, and Population (DP3AK) showed that selecting participants for training for women victims of violence was fully delegated to districts/cities without re-verifying participants' backgrounds. The main requirement is that participants must be registered in the available database. Another obstacle is the lack of optimal coordination and synergy with related parties when implementing training. Aligning activities with field conditions requires precision in determining the targets and sustainability of the program so that the training is right on target and effective in using the budget. Although the planning stage is already underway, implementation obstacles still need to be overcome through increased cooperation and optimization of human resources involved in the training.

Based on an interview with the Secretary of DP3AK East Java Province, DR, information was obtained regarding the methods used to monitor the level of participation of participants during training and how to overcome problems of absenteeism or lateness, namely: "So far, as far as I know, for training, our friends always come on time, but for monitoring, we also have google sheet related to the training that has been given, whether the training is considered useful or not" (Interview on October 07, 2024). Agreeing with this, the Functional Legal Counselor stated: "So far, in the implementation of training, the participants can be said to be 100 percent present because we ensure that the participants invited are participants who need training. The obstacles encountered, such as lateness, sometimes occur because participants sometimes have other activities before the event starts, such as dropping off children at school or picking up children from school. These things cannot be avoided sometimes. Also, training participants are far from the training venue and have limited public transportation, so the problem of participants' tardiness is understandable" (Interview on October 23, 2024).

The active involvement of training participants is sought through good coordination at every implementation stage. At the monitoring stage of the training for women victims of violence, monitoring is carried out with cooperation between officers in the field to ensure the

attendance and activeness of participants and the completeness of training documents. Monitoring participants' participation becomes evaluation material when planning the next training. The monitoring and evaluation process is carried out through an assessment format that includes data before and after the training, which the provincial government provides to districts/cities. This format aims to assist the provincial government in measuring the percentage of training success according to predetermined targets so that the training program can run effectively and positively impact women victims of violence.

Regarding efforts to ensure that the data collected during monitoring is objective and reliable, the Head of the Women's Protection and Family Quality Division provided the following explanation: "Before we do the training, we get data from the district/city, we look at the data by the needs of the training. Usually, we can do the training through existing violence data, data proposed through Musrenbang or the districts/cities that write to us. Of course, we will continue to monitor the process" (Interview on October 14, 2024). The Junior Expert Analyst added: "Monitoring is usually done by observing participants who have already participated in the training. Monitoring is also carried out to ensure that the data can be objective. Sometimes, there are districts/cities where not all of the participants are victims of violence because the participants do not reach the target training participants; they are filled in by female head of household participants, and we understand because that is also our target" (Interview on October 14, 2024).

At the implementation stage of training monitoring, it was found that participants did not fully pay attention to the initial briefing delivered by the resource person, especially during the preparation before the training began. The large number of participants was a challenge for the organizing committee, as monitoring the participants' activities thoroughly was impossible. This situation is a concern in the field, as it can hamper the effectiveness of the ongoing training process. Limited human resources also affected the committee's ability to manage participants optimally. Nevertheless, maximum efforts ensured the training ran smoothly and achieved the objectives. It is hoped that the level of satisfaction of participants, facilitators, and resource persons can be achieved, so that the training provides real benefits for women victims of violence who are the targets of the program.

About the interview on the most common challenges faced in providing psychological support services to participants during and after training, the Secretary of DP3AK East Java Province stated: "The challenge is that the quota is limited, so sometimes there is a perception of priority/non-priority, but we have explained from the beginning because the budget is also limited" (Interview on October 07, 2024). Meanwhile, the Functional Legal Counselor stated: "Usually, the trainees are still closed and reluctant to be open with other parties, especially with the provincial PPA office, which they only met once during the training. Usually, we take a personal approach, so if the trainees are embarrassed to convey directly, the participants can convey separately to the committee" (Interview on October 23, 2024). Based on the answers related to the implementation of training activities, it is known that the quota is limited and participants still need assistance because some of them tend to close themselves and are reluctant to be open with other parties, especially with the Provincial DP3AK whom they only met once during the training.

Furthermore, the results of interviews related to facilities and logistics provided during the training, especially regarding the fulfillment of safety and comfort standards for participants, the Head of the Women's Protection and Family Quality Division gave the following explanation: "For logistics, we have automatically planned in the office planning (DPA). For facilitation, we also budget for transportation costs for training participants. The thing is, it is a pity they leave their activities to join the training. We also provide food and drink. We also pay attention to this training, not just as an obligation. We also provide Hoodibag with equipment, so that after the training they can apply what they have learned" (Interview on October 14, 2024). The Junior Expert Analyst added: "For facilities, we usually look for a quite spacious place so that when the activities are carried out, they can immediately receive the material well. For example, activities occur in the village hall" (Interview on October 14, 2024).

Observations at the Office of the East Java Province Office of Women's Empowerment, Child Protection, and Population (DP3AK) show that in the process of implementing and organizing

training to empower women victims of violence, there are still obstacles. Some participants arrive late, and the training schedule does not always run according to the predetermined time. Another challenge was facilitating psychological support services during the training, especially for participants who needed special attention. For the training to run smoothly, it is important to ensure a comfortable training venue and logistics, such as dining facilities, proper training rooms, and supporting equipment. With optimal facility support, the training is expected to deliver maximum results and effectively meet the needs of participants.

Interview results related to how to measure the long-term impact of training on participants' quality of life, such as increased self-confidence, independence, and the ability to build healthy relationships, were obtained from the Secretary of DP3AK East Java Province with the following explanation: "Currently after they have done the training, a re-assessment will be carried out, whether they can apply the training or not, we also see the results. If not, then we will evaluate" (Interview on October 07, 2024). The Women's Protection Analyst stated: "Evaluation is carried out using observation and interview methods so that it is hoped that the picture of the quality of life of the participants can be illustrated in the answers they give. The implementation of training for women victims of violence carried out by DP3AK East Java Province in the evaluation process is too superficial, only based on information from the district/city, without any measurable data such as a questionnaire" (Interview on October 18, 2024).

The evaluation process was considered too superficial, based only on information from the district/city without any measurable data, such as questionnaires. In addition to measuring the long-term impact of the training on participants' quality of life, researchers also asked about participants' involvement in the evaluation process to obtain constructive feedback that can be used to improve future activities. The Head of the Women's Protection and Family Quality Division explained: "We write to the districts/cities that we will evaluate by directly seeing the training participants. We ask in-depth questions and review what has been done. These participants did both in terms of marketing, innovation, and other things" (Interview on October 14, 2024). The Women's Protection Analyst adds: "Evaluation can also be done by direct observation and interviews with the participants, so it is hoped that we can also gather constructive feedback from the participants" (Interview on October 18, 2024).

Observations at the East Java Provincial Office of Women's Empowerment, Child Protection and Population (DP3AK) showed that evaluating activities was still relatively superficial, based only on information from districts/cities without using measurable data, such as questionnaires. Other constraints found in the implementation of evaluation include internal constraints, such as limited resources, especially in budgeting, which limits the use of comprehensive evaluation methods. In addition, limited expertise in program evaluation can hinder the design and implementation of effective evaluations. External constraints were also found, such as the influence of a socio-cultural environment that still views violence against women as taboo. Hence, victims are reluctant to provide honest and open information during the evaluation process.

Evaluation of the training for women victims of violence was conducted in two stages, namely short-term and long-term. The short-term evaluation focused on changes in the participants' economic activities after the training, specifically related to increased or decreased income. Meanwhile, the long-term evaluation looks at the development of businesses run by participants, including sustainability and innovation. The follow-up plan to the evaluation results is to map the success of the training, which will be used as the basis for formulating training policies in the following year. This process is important to ensure that the training provided meets the needs of the participants and has a real impact on increasing their economic independence. With a comprehensive evaluation, the training program can be more effective and sustainable in empowering women victims of violence.

The following are the results of researcher interviews related to supporting factors in the implementation of training to empower women victims of violence at the East Java Province Office of Women's Empowerment, Child Protection, and Population (DP3AK), especially regarding collaboration with institutions that are considered the most effective in supporting the sustainability of training programs. The Junior Expert Analyst stated: "Collaboration is

certainly done with existing networks. This collaboration is intended to be a joint commitment to empowering women victims of violence" (Interview on October 14, 2024). In addition, the Women's Protection Analyst also added: "As far as the training experience has been carried out, the most effective collaboration can be done with other technical agencies such as the Social Service or the Company's CSR so that they can provide more support in providing support to participants" (Interview on October 18, 2024).

Based on the results of interviews, one of the main supporting factors in the implementation of policies to empower women victims of violence at the East Java Province Office of Women's Empowerment, Child Protection, and Population (DP3AK) is collaboration with various networks. This collaboration aims to maximize support and assistance for training participants and strengthen the joint commitment to empowering women victims of violence. The most effective collaboration is with technical agencies, such as the Social Service and corporate CSR parties, that can provide additional support through funding, facilities, and ongoing assistance. This support is expected to improve the quality of training and ensure that the empowerment program runs optimally and sustainably so that it has a positive impact on increasing the economic independence of participants.

In addition to supporting factors, there are also inhibiting factors in the implementation of training to empower women victims of violence. The Head of the Women's Protection and Family Quality Division explained these obstacles: "The first obstacle is the seriousness of the training participants, usually out of 40 training participants, and not all pay serious attention. There are also obstacles in the form of commitment from participants who participate in the training to follow up on the training provided" (Interview on October 14, 2024). Another obstacle was conveyed by the Secretary of DP3AK East Java Province: "The obstacle is in the budget usually, many of the participants are victims of violence. The solution is usually a collaboration with networks so that we can get funding assistance from them" (Interview on October 07, 2024). Furthermore, the Manager of Women's Empowerment and Child Protection also argued, "Policy barriers are related to the lack of training time provided, lack of budget to maximize training" (Interview on 23 October 2024).

Based on the results of the interviews, several factors hinder the implementation of policies to empower women victims of violence at the East Java Province Office of Women's Empowerment, Child Protection, and Population (DP3AK), including the seriousness of the participants, budget constraints, authority, and the unsuitability of the training participants. Not all participants took the training seriously, and most did not follow up on the training results. Budget limitations are also a challenge, considering that the majority of participants are victims of violence who need more support. To overcome this obstacle, DP3AK collaborated with networks to obtain additional funds. In addition, the limited duration of the training and suboptimal budget allocation also affected the effectiveness of the training and its sustainability in encouraging participants' economic independence.

### **3.2. Discussion**

The results of this study discuss the policy implications of empowering women victims of violence implemented by the East Java Province Office of Women's Empowerment, Child Protection, and Population (DP3AK) using the Participatory Rural Appraisal (PRA) Model. The PRA model is a participatory community empowerment method that begins with the assessment stage as a crucial first step. This stage not only focuses on collecting data on victims of violence but also on creating a safe space for victims to convey their experiences and hopes. The assessment is conducted through discussions, interviews, or other data collection techniques, which aim to understand the needs and conditions of victims comprehensively. The assessment results become the basis for DP3AK in designing relevant and effective empowerment programs according to the needs of victims so that the implemented policies can have an optimal positive impact.

Based on the research results, the assessment stage in training women victims of violence by DP3AK East Java Province is done by adjusting the target targets through coordination with the women's protection and empowerment office in the Regency / City. This process aims to involve vulnerable groups in their area, given that detailed data on these individuals is



controlled by the district/city. During the assessment, it was found that training is often conducted top-down, with the province asking districts to submit training requests to the provincial level. The coordination and discussion between the provincial DP3AK and the districts/cities in determining the training participants show the suitability of the Participatory Rural Appraisal (PRA) model. This proves that determining the target participants through a dialogical process can ensure the involvement of women victims of violence is more appropriate, relevant, and according to the needs of each region.

The planning stage is a follow-up to the initial assessment in the training activities for women victims of violence. Good planning is the key to the success of the empowerment program, which is to formulate appropriate solutions and interventions to overcome the identified problems. Based on the Participatory Rural Appraisal (PRA) model, the planning process must be participatory, where victims are involved as active subjects, not just objects of the program. The program design should focus on increasing the capacity, confidence, and independence of victims so that they can face life challenges more independently. In addition, it is important for program planning to pay attention to the socio-cultural context of the local community so that the policies implemented are relevant and effective. This approach ensures that empowerment programs solve problems and impact victims in the long term.

Based on the research results, the planning of training activities for women victims of violence by DP3AK East Java Province has been adjusted to the social and cultural context. Training is designed based on requests from districts/cities through a request letter that includes the activity's material and terms of reference. The hope is that the material provided is relevant to the needs of the participants. At the planning stage, it was found that the selection of participants was entirely left to the districts/cities, without re-verification from the province, provided that the participants were recorded in the existing database. Although this process is consistent with the Participatory Rural Appraisal (PRA) model, especially in adapting to the social and cultural context, the direct involvement of the community in determining program planning has not been fully carried out. However, this approach still seeks to ensure that training is relevant and can increase the capacity and independence of women victims of violence.

Monitoring of training activities for women victims of violence carried out by DP3AK East Java Province is an ongoing process to ensure the program is running according to the plans and objectives that have been set. Monitoring aims to evaluate the progress of the training, identify potential problems, and make necessary adjustments to optimize the results achieved. Based on the Participatory Rural Appraisal (PRA) model, monitoring should involve the community and related parties in monitoring the implementation of activities in a participatory manner. This approach allows for direct feedback from participants and relevant communities, so that problems can be addressed immediately. In addition, participatory monitoring helps to ensure that training remains relevant to the needs of victims and appropriate to the socio-cultural context. This process is important to ensure program sustainability and the achievement of effective outcomes for women victims of violence.

Based on the results of the research, monitoring of training for women victims of violence by DP3AK East Java Province is carried out before, during, and after training. Pre-training monitoring includes verifying documents such as ID cards and family cards matched with the committee's data. Monitoring during the training was conducted through the active involvement of participants, where the committee acted as facilitators and provided approaches to less active participants. However, it was found that some participants did not pay attention to the initial briefing from the resource person. After the training, monitoring is carried out in stages through the District PPPA Office through direct observation and interviews with training alumni, including questions related to income changes. Coordination between the Provincial DP3AK and District PPPA Offices creates a collaborative ongoing monitoring. This participatory approach competes with the Participatory Rural Appraisal (PRA) model in ensuring training effectiveness and ongoing follow-up.

The implementation of programs to empower women victims of violence must be carried out through a holistic approach by involving various stakeholders. Training activities begin with a direct review of the location, logistical readiness, and supporting facilities to ensure no technical obstacles during the training. A clear division of tasks for the committee is also an

important factor in maintaining the smooth running of the activities. However, in its implementation in the field, there are still challenges in the form of negative stigma faced by training participants, considering that they are survivors of violence. This challenge can affect participants' confidence in participating in the training. Nevertheless, some participants have started to express their complaints regarding their psychological conditions, indicating that this training has the potential to increase their courage to express their feelings and needs openly. This approach is important to support victims' recovery and empowerment.

Based on the research results, the stages of implementing or organizing training activities for women victims of violence by DP3AK East Java Province have been structured with a clear division of tasks for the committee. Facilities and logistics are adjusted to be easily accessible to participants, creating a safe and supportive environment and building partnerships with related institutions. However, some obstacles were found in the field, such as participants arriving late and the duration of the training not being on schedule. For example, although the activities were scheduled for four hours, the training often finished early. This implementation process aligned with the Participatory Rural Appraisal (PRA) model, which emphasizes the importance of organization through task division, scheduling, and resource management. DP3AK prepares an organizing strategy so that future trainings run more effectively and by the plans and objectives set.

The evaluation of training activities for women victims of violence is the final stage, which measures the level of success and identifies aspects that need to be improved. Based on the Participatory Rural Appraisal (PRA) model, the evaluation is conducted in a participatory manner by involving participants in assessing the results and impact of the training. DP3AK East Java Province evaluates at least six months to a maximum of one year after the training. Monitoring is conducted directly through visits to participants' homes or businesses and in-depth interviews on the benefits of the training. Indirect monitoring is conducted through coordination with the District/City PPPA Office, which reports the results to DP3AK. However, this evaluation has not yet produced measurable data to measure success, so it is still considered superficial and requires improvement for future program improvements.

Evaluation of training activities for women victims of violence is the final stage to measure the success of the program and identify aspects that need to be improved. Based on the Participatory Rural Appraisal (PRA) model, the evaluation is conducted in a participatory manner by involving participants in assessing the results and impact of the training. DP3AK East Java Province conducts evaluation six months to one year after the training through direct and indirect monitoring. Direct monitoring is conducted through visits to participants' homes or businesses, accompanied by interviews on the benefits of the training. Indirect monitoring is coordinated with the district PPPA office, which reports the results to DP3AK. However, this evaluation has not produced measurable data as an indicator of the success of the training, so the evaluation is still considered superficial and needs to be improved for future program improvements.

The implementation of policies to empower women victims of violence by DP3AK East Java Province is supported by various factors that influence the success of its implementation. One of the main supporting factors is collaboration with networks, such as institutions, organizations, communities, and businesses that care about women's empowerment and child protection. This collaboration aims to increase program effectiveness and expand access to services. For example, in beauty-themed training, DP3AK collaborates with La Tulipe Brand, which provides training and beauty goods to participants. In addition, DP3AK also collaborates with government agencies, such as the East Java Provincial Social Service, to synergize training and assistance programs. These supporting factors are important in ensuring that empowerment policies are effective and sustainable.

Policy support is an important factor in implementing training for women victims of violence, which is regulated through Governor Regulation 72 of 2023 concerning the Position, Organizational Structure, Job Descriptions, and Functions and Work Procedures of Departments in East Java Province. This policy provides a legal basis for DP3AK to allocate budgets and run women's empowerment programs. Resources also play a key role, including human resources, budget, facilities, and infrastructure. DP3AK employees are involved in every stage of the

training, while the budget ensures the smooth running of activities, and facilities support the convenience of the training. Using SIMFONI PPA also strengthens policy implementation by facilitating the accurate recording of data on victims of violence. The data maps victims' needs and designs relevant and targeted training programs.

An inhibiting factor is anything that can slow down or hinder the implementation of policies to achieve goals. In the policy of empowering women victims of violence at DP3AK East Java Province, the main obstacle faced is the absence of an adequate monitoring application. Evaluation is still carried out manually through direct monitoring or data requests from the District / City PPA Office without clear indicators. Hence, the evaluation results are less accurate for future policy development. In the digital era, speed and accuracy of monitoring are needed. In addition, openness in coordination is also an obstacle. Rigid organizational structures and lack of transparency in decision-making can hinder communication between superiors and subordinates, making implementers hesitant to provide constructive input, thus reducing the effectiveness of the programs being run.

Budget limitations are a significant obstacle in the implementation of the program to empower women victims of violence at DP3AK East Java Province. In 2024, only one training activity with 40 participants could be conducted, making it difficult to reach more needy victims. The limited budget also affects the quality of facilities, post-training assistance, and program sustainability. Limited authority is also an obstacle because participants' determination still depends on the Ministry of PPPA's SIMFONI data, musrenbang proposals, and submissions from districts/cities. In addition, the incompatibility of training participants with the established criteria is also an obstacle, where training for victims of violence is sometimes attended by other groups, such as Women-Headed Households (PEKKA). The community's negative stigma towards victims of violence also makes them reluctant to participate, so it is necessary to verify the data of participants so that the training is right on target.

## 4. Conclusion

Based on the results of the research, the implementation of policies to empower women victims of violence in the DP3AK of East Java Province shows several conclusions. Activity assessment is carried out with a participatory approach but still faces obstacles in coordination with districts/cities due to a top-down approach that reduces community participation. Activity planning has considered the socio-cultural context, but participatory implementation and participant selection are still not optimal. Monitoring shows DP3AK's commitment to ensuring program success by involving various parties. Activity implementation has been well prepared, but more effort is needed to overcome social stigma and optimize time management. Evaluation has been carried out, but a more accurate data collection system and in-depth analysis are still needed to measure the program's success objectively and sustainably.

Supporting factors in the implementation of policies to empower women victims of violence in DP3AK East Java Province include collaboration with various parties that not only provide training but also economic opportunities for participants. Policy support provides a clear legal basis for budget allocation as a form of DP3AK's moral responsibility. Adequate human resources, budget, facilities, and infrastructure also support the sustainability of the training. Using SIMFONI PPA as a data measurement tool helps in program design, implementation, and evaluation. However, several inhibiting factors were found, such as shallow monitoring due to the absence of standardized applications or indicators, budget constraints that limit training reach, and DP3AK's limited authority in determining training targets. In addition, participant incompatibility and community stigma are challenges that must be overcome to achieve program objectives effectively.

Based on the conclusions obtained, there are several suggestions to improve the implementation of policies to empower women victims of violence in DP3AK East Java Province. First, determining training targets from district/city proposals must be thoroughly validated to ensure participant data is accurate and on target. Second, the evaluation of activities must be carried out in-depth by including clear indicators of success so that the training results can be

measured objectively. Third, communication and coordination between DP3AK and related agencies must be improved to overcome obstacles that arise during training and become material for improvement for future programs. Fourth, synergy of resources is needed through innovation and efficiency so that the training runs more optimally. Fifth, developing a monitoring system involving various parties is very important to improve the effectiveness of continuous training monitoring.

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