

The Role of the Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA) in Addressing Violence Against Women and Children in Denpasar City

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Abstract

In accordance with the Regulation of the Minister of Women's Empowerment and Child Protection Number 4 of 2018 concerning Guidelines for the Establishment of Regional Technical Implementation Units for the Protection of Women and Children, subsequently operationalized at the local level through the Regulation of the Mayor of Denpasar Number 25 of 2018, the Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA) is entrusted with the statutory duty to provide protection services and to administer the handling and resolution of cases involving violence against women and children. Nevertheless, despite the institutional establishment of the UPTD PPA, the number of violence cases remains relatively high, and many incidents are still unreported, resulting in victims not receiving proper protection and follow-up handling. This condition diverges from the principal objective underlying the establishment of the UPTD PPA, which is intended to prevent, mitigate, and address acts of discrimination and violence against women and children. Accordingly, this study adopts an empirical legal research method employing a juridical, empirical approach to examine legal provisions in conjunction with their implementation in societal practice. The study findings indicate that the implementation of the UPTD PPA's role has not yet operated effectively, primarily due to the complexity of violence cases that require coordination among various institutions with different authorities and functional responsibilities, thereby affecting the optimal delivery of protection and case-handling services.

Keywords: Children, Protection, UPTD PPA, Violence, Women.

1. Introduction

Denpasar, as an urban city characterized by a heterogeneous population, faces diverse social and legal challenges. One of the critical challenges in the realm of protection concerns the prevalence of violence against women and children, groups that are particularly susceptible to such harm. This form of violence represents a pervasive issue of global dimension, inherently linked to human rights infringements and systemic gender-based disparities (Silap et al., 2019). Likewise, violence experienced by children produces serious and long-lasting impacts, as it is not only harmful and threatening but also capable of causing profound consequences (Silalahi et al., 2026). The harms sustained by child victims extend beyond material deprivation to include profound immaterial injury, particularly emotional suffering and psychological trauma. These adverse experiences have the potential to compromise their developmental progress and future welfare (Gultom, 2012).



Every human being desires a sense of security and protection from fear of all forms of violence, but it cannot be denied that in everyday life, everyone, regardless of gender and status, can be subjected to violence, whether from people close to them or strangers (Utami, 2018). In this case, the state has an obligation to guarantee the safety of its citizens, including Indonesia as a country governed by law (Juanda & Juanda, 2023).

A multiplicity of legal instruments has been enacted to strengthen the protection of women and children within the Indonesian jurisdiction. The national legislative framework comprises Law Number 12 of 2022 on Sexual Violence Crimes, pertinent articles of the Criminal Code (KUHP), and Law Number 4 of 2024 on Maternal and Child Welfare during the First Thousand Days of Life. These statutory provisions are operationalized through ministerial regulations, notably the Regulation of the Minister of Women's Empowerment and Child Protection Number 2 of 2022 establishing service standards. Complementing these national measures are regional instruments enacted by the City of Denpasar, including Regional Regulation Number 7 of 2021 on Child-Friendly Cities, Mayor Regulation Number 22 of 2023 on Women-Friendly and Child-Caring Villages, and Regional Regulation Number 4 of 2014 on the Protection of Women and Children Victims of Violence (Suryani et al., 2024). These policies aim to ensure legal protection, create a sense of security for victims, minimize incidents of violence, and provide deterrent effects for perpetrators.

In furtherance of its efforts to reduce the prevalence of violence against children in Indonesia, the Ministry of Women's Empowerment and Child Protection has instituted a series of strategic initiatives. A notable measure among these is the issuance of the Regulation of the Minister of Women's Empowerment and Child Protection Number 4 of 2018 concerning Guidelines for the Establishment of Regional Technical Implementation Units for the Protection of Women and Children. This regulatory instrument serves as a foundational framework for regional governments, guiding them in developing institutional mechanisms for women's empowerment and child protection through the creation of Regional Technical Implementation Units for the Protection of Women and Children (UPTD PPA) (Syahfitri & Rangkuti, 2024).

Pursuant to Article 4 of the Regulation of the Minister of Women's Empowerment and Child Protection Number 4 of 2018 concerning Guidelines for the Establishment of Regional Technical Implementation Units for the Protection of Women and Children, the UPTD PPA is vested with specific responsibilities and functions. The Unit is mandated to undertake technical operational activities within its territorial jurisdiction in the delivery of services to women and children who are victims of violence, discrimination, require special protection, or face other related issues. In the execution of these responsibilities, the UPTD PPA performs a range of service functions, including the receipt of public complaints, victim outreach, case management, provision of temporary shelter, and the facilitation of mediation and victim assistance.

The Ministerial Regulation was subsequently operationalized by the Denpasar City Government through the establishment of the UPTD PPA, which was placed under the administrative purview of the Denpasar City Office of Women's Empowerment and Child Protection, Population Control, and Family Planning. This establishment was formally affected through Denpasar Mayor Regulation Number 25 of 2018 concerning the Establishment, Position, Organizational Structure, Duties and Functions, and Work Procedures of Regional Technical Implementation Units within Regional Departments/Agencies. The specific duties and functions of the UPTD PPA are delineated in Article 5 paragraph (2) letter h of this Mayoral Regulation, which provides that, in executing

its mandate, the UPTD PPA is responsible for administering services pertaining to the protection of women's rights and the provision of special protection for children.

The state has established comprehensive legal safeguards for the protection and management of violence against women and children, including through the creation of the Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA). Notwithstanding these measures, the prevalence of violence against women and children remains persistently high. This is compounded by a significant number of unreported incidents within the community, with the result that many victims are deprived of the adequate protection and proper handling mechanisms to which they are legally entitled.

Considering this phenomenon, protection should be provided by authorized institutions to women and children who become victims of criminal acts (Tastanova et al., 2016). The UPTD PPA of Denpasar City constitutes one of the institutions responsible for providing protection and case handling within Denpasar City; therefore, it is expected to play an active role in supporting efforts to protect and address violence against women and children. However, despite the existence of the UPTD PPA as a government institution, cases of violence against women and children remain underreported and consequently do not receive further handling. This condition contrasts with the fundamental objective of establishing the UPTD PPA, which is intended to prevent, manage, and at least reduce all forms of discrimination and violence against women and children. In addition to the low level of public reporting of violence cases through the UPTD PPA in Denpasar City, several other factors also affect the institution's performance in carrying out its role in providing protection and handling cases of violence against women and children.

In light of the foregoing background, the present study aims to investigate and attain a comprehensive understanding of the role performed by the Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA) in Denpasar City in providing protection and administering the handling of cases involving violence against women and children. Accordingly, grounded in the elaboration of the problem background, the research problems are formulated as follows: analyzing the role of the Regional Technical Service Unit for Women and Children Protection (UPTD PPA) in addressing violence against women and children in Denpasar City, as well as examining the factors that influence the implementation of its role in providing protection and handling violence against women and children.

2. Literature Review

2.1. Violence against Women and Children

Violence against women and children refers to acts or behaviour that cause physical, psychological or sexual suffering. According to the WHO (2024), violence against women can occur within the household or in the wider community, taking the form of physical, sexual, psychological, or economic violence. Meanwhile, Unicef (2020) explains that violence against children includes physical and sexual violence, neglect, and exploitation.

Theoretically, violence is understood as a social phenomenon influenced by individual, family, and societal factors. Bronfenbrenner's ecological theory (1979) explains that violence arises from the interaction between the individual and the micro (family), meso (community), and macro (culture and policy) environments (Perron, 2017). Furthermore, gender inequality theory emphasises that violence often occurs as a result of social structures that place women in a subordinate position, thereby increasing the risk of violence. The impact of this violence

is multidimensional, including psychological trauma, developmental disorders, a reduced quality of life, as well as social and legal consequences.

2.2. Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA)

The UPTD PPA is a local government agency established to address the protection of women and children from violence. In theory, this agency serves as an instrument of social and legal protection, focusing on:

- 1) **Complaint handling:** receiving reports from victims of violence and providing an initial response.
- 2) **Support and rehabilitation:** providing psychological, social and legal services to aid victims' recovery.
- 3) **Prevention and education:** organising awareness-raising sessions, training, and campaigns regarding the rights of women and children.
- 4) **Inter-agency coordination:** collaborating with the police, social services, legal institutions, and community organisations to ensure comprehensive protection.

From the perspective of public administration theory, the existence of the UPTD PPA can be seen as a form of decentralisation of social services, whereby local governments are empowered to provide protection that is more responsive to the needs of the community. Meanwhile, social systems theory emphasises the importance of inter-agency coordination to ensure that protection services operate effectively and sustainably.

2.3. Agency for the Protection of Women and Children

The Women and Children Protection Agency (LPPA) is an institution established to prevent, address and provide protection against violence, exploitation and violations of the rights of women and children. This agency acts as the frontline in providing direct services to victims and as a coordination centre for relevant parties, including law enforcement agencies, social services and civil society organisations. In Indonesia, the existence of the LPPA is governed by several laws and regulations:

- 1) **Law No. 23 of 2004 on the Elimination of Domestic Violence (Law on Domestic Violence):** Stipulates that the government is obliged to provide protection for victims of domestic violence.
- 2) **Law No. 35 of 2014 on Child Protection:** Establishes that children have the right to protection from violence, discrimination and exploitation, and encourages the establishment of institutions to handle cases involving children.
- 3) **Regulation of the Minister of Women's Empowerment and Child Protection No. 12 of 2019:** Regulates the establishment and functions of the Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA) as one form of the LPPA at the regional level.

Within the framework of social protection theory, the LPPA serves as a government instrument to safeguard the fundamental rights of women and children. Meanwhile, from the perspective of social systems theory, the LPPA forms part of a multi-stakeholder coordination system designed to provide a rapid and effective response to violence (Bronfenbrenner, 1979). The theory of gender inequality is also relevant, as the LPPA seeks to tackle violence arising from social structures that place women and children in vulnerable positions.

3. Methods

This study employs empirical legal research methods, which examine issues directly from the community (*das sein*) and relate them to current regulations (*das sollen*). This dual perspective is essential for uncovering gaps between regulatory mandates and practical implementation. This research investigates a pressing issue within the field, namely the high incidence of violence against women and children in Denpasar City. The empirical reality reveals that the number of violence cases occurring within society substantially exceeds those that are formally reported, a phenomenon intrinsically linked to the implementation of existing regulatory frameworks (Hairi, 2016). By applying a juridical-empirical approach, this study seeks to obtain clarity on how the UPTD PPA's mandated role under regulations aligns with its actual performance in addressing violence cases.

The empirical legal approach was carried out by conducting direct research at the research location through observation and interviews with competent parties to obtain an overview of the data related to the issues to be studied. The author selected a location in Denpasar City, specifically the Denpasar City PPA Technical Implementation Unit (UPTD PPA), by examining the realities and facts existing in accordance with the issues raised. This fieldwork was conducted with reference to the applicable laws and regulations related to the role of the UPTD PPA in the protection and handling of violence against women and children.

4. Results and Discussion

4.1. The State Has an Obligation to Prevent, Protect, and Prosecute Perpetrators of Violence Against Women and Children

The escalating prevalence of violence against women and children in Denpasar City necessitates active state intervention, as embodied in the second principle of Pancasila, namely just and civilized humanity, which affirms the government's obligation to uphold and protect human rights, particularly those of women and children. According to the theory of authority advanced by H.D. Stoud, authority encompasses the entirety of legal provisions governing the acquisition and exercise of governmental powers by subjects of public law within the sphere of public law. From a legal perspective, authority refers to the competence conferred by statutory regulations to generate legal consequences. Authority itself comprises various forms of power, including control over specific groups of individuals as well as jurisdiction within particular governmental domains.

Based on interviews conducted with Norma Arindri Dangkua, a psychological counsellor at the Denpasar City UPTD PPA, the data demonstrate that cases of violence against women and children reported to and managed by the institution during the period 2020–2024 were predominantly domestic violence cases, particularly psychological abuse, which consistently constituted the most frequently handled incidents each year. Substantively, no category of violence can be regarded as having negligible consequences, as all forms possess the capacity to disturb the victim's psychological stability. Accordingly, acts of violence not only inflict physical harm but also generate profound psychological repercussions. Therefore, every instance of violence requires comprehensive intervention through psychological counselling alongside legal assistance or advisory services, considering that protection from violence against women and children is legally safeguarded and guaranteed.

The legal framework governing the UPTD PPA is established at both the national and local levels. Article 1 of the Regulation of the Minister of Women's Empowerment and Child Protection Number 4 of 2018 defines the UPTD PPA as a regional technical institution established by local governments for the purpose of providing services to women and children

who experience violence, discrimination, require special protection, or face other related vulnerabilities. In parallel, Denpasar Mayor Regulation Number 25 of 2018 affirms in Article 5 paragraph (2) letter h that the UPTD PPA is assigned to deliver services pertaining to the protection of women's rights and the provision of special protection for children.

When examined through the lens of authority theory, authority is realized when an institution exercises its rights and obligations in accordance with its legally conferred mandate. In this regard, the Denpasar City UPTD PPA can be deemed to have performed its institutional functions in conformity with established standard operating procedures. Yet, a closer look shows that the prevalence of violence against women and children in Denpasar City remains considerable, notwithstanding the existence of well-defined handling mechanisms and relatively accessible service provisions administered by the UPTD PPA.

According to field research, women and children who are victims of violence often feel hesitant or afraid to report the violence they have experienced, or there are other obstacles such as difficulty in accessing services and a lack of information about their rights. There is a lack of information about services for reporting acts of violence. The lack of knowledge and information related to reporting violence means that cases of violence are not handled and have a prolonged and dangerous impact on victims (Cantalupo, 2011). This condition has become a reality or concrete fact in the field. With these duties and functions not being carried out, the role of the UPTD PPA has not been maximized.

This circumstance consequently influences the legal protection that ought to be ensured by the state for victims of violence. When analyzed through Soerjono Soekanto's theory of legal effectiveness, the effectiveness of law is contingent upon the extent of public compliance with legal norms, including conformity demonstrated by law enforcement institutions, thereby indicating that a substantial degree of legal adherence signifies the proper functioning of the legal system. In the context of this study, the persistence of unreported cases of violence against women and children in Denpasar City starkly demonstrates the gap between *das sollen* which is the legal norms and institutional mandates established through regulations such as the Ministerial Regulation on UPTD PPA and *das sein* which is the empirical reality where many victims remain outside the protection system. This discrepancy, where community compliance with reporting norms remains low despite the existence of formal institutional mechanisms, indicates that the legal system has not yet achieved optimal effectiveness in practice. Article 4 of the Regulation of the Minister of Women's Empowerment and Child Protection Number 4 of 2018 delineates the position, duties, and functions of the UPTD PPA. Pursuant to this provision, the UPTD PPA is authorized to conduct technical operational activities within its territorial jurisdiction. Such activities are directed toward providing services to women and children who have experienced violence, discrimination, require special protection, or face other related circumstances.

Empirically, the implementation in the field indicates that the UPTD PPA of Denpasar City has generally fulfilled its role in handling cases of violence against women and children, as there have been no recorded reports or complaints left unattended by the institution. Nevertheless, the persistently high incidence of violence, coupled with the existence of unreported cases within the community, demonstrates that the legal protection administered by the Denpasar City UPTD PPA has not yet achieved optimal effectiveness. The existing structure of protection and case handling within the UPTD PPA primarily emphasizes responsive measures toward reported incidents that have already occurred. Meanwhile, preventive efforts aimed at anticipating or reducing the occurrence of violence prior to its manifestation have not been substantially reflected in the institutional role carried out by the Denpasar City UPTD PPA.

The UPTD PPA has a role in preventing violence against women and children, but this has not yet been implemented, even though the UPTD PPA is an institution that deals directly with cases of violence. Therefore, if preventive measures are taken, violence against women and children can certainly be prevented. Preventive measures are taken when violence has not yet occurred but has the potential to occur. Prevention is carried out through policy, advocacy, socialization, information, education and communication (IEC), and law enforcement.

4.2. Issues Concerning Women and Children Are Still Often Considered Private Matters, and Society Remains Shackled by Patriarchal Cultural Understandings and Ideologies

Although society is now much more open and concerned about gender issues than in the past, it cannot be denied that there are still many people who do not pay serious attention to these issues, whether they are perpetrators, victims, family members or members of the surrounding community (Iqbal et al., 2020). Based on interviews and research conducted by the author, several interrelated factors contribute to the high incidence of violence against women and children in Denpasar City.

At the individual level, each person possesses different characteristics, and negative traits can become reasons or triggers for criminal acts, including violence against women and children. Such characteristics include being emotional, rebellious, arrogant, jealous, and selfish. These personal attributes, when present, may increase the likelihood of violent behavior toward others. Another significant contributing factor lies in the relational proximity between the perpetrator and the victim. In numerous instances, acts of violence are perpetrated by individuals within the victim's immediate circle, such as husbands in cases of spousal abuse. Furthermore, violent conduct is frequently carried out by acquaintances familiar to the victim, including intimate partners, former partners, peers, or family members. Such interpersonal closeness often generates psychological and social impediments, thereby discouraging victims from disclosing or formally reporting the violence endured.

Fear, shame, economic dependence, and the hope that the perpetrator will change cause many victims to remain silent. The negative stigma attached to victims of intimate partner violence also influences the victim's decision to speak out. In addition, perpetrators take advantage of this close relationship to commit repeated acts of violence, often convincing victims that the violence they commit is a form of affection, in the hope that victims will not report it to the authorities. In the enforcement and prevention of violence against women and children, this relational dynamic represents one of the factors that hinders prevention efforts at the Denpasar City PPA UPTD. Economic factors also play an important role in various aspects of human life. A stable economy can bring prosperity, but conversely, a poor economy can cause human suffering. Economic imbalance within the household can therefore be a contributing factor in violence against women and children.

Education level similarly influences the occurrence of violence. The level of education affects mindsets, actions, and lifestyles. The occurrence of domestic violence is inseparable from low levels of education, as households with low education levels experience violence more often than educated households. Low education levels make a person's personality unstable, rendering them prone to violent and aggressive behavior. In addition, low education levels make it difficult for a person to empower themselves with quality actions, such as managing their life effectively. Finally, systemic factors contribute to the persistence of violence. The violence that occurs today has become a social disease in society, both in domestic and public environments. This violence is structural in nature, caused by the implementation of systems that do not guarantee the welfare of society, ignore cultural and humanitarian values, and deny protection for human existence.

A dynamic legal culture significantly influences developments within both the structure and substance of the law. Hence, the establishment of a legal culture reflected through strong patterns of legal compliance will substantially determine the sustainability of other legal components or subsystems. Considering the appropriate and suitable 'framing' model for legal culture to be developed in Indonesia is hoped to provide the answer to good and optimal law enforcement. Given the high priority given to the prevalence of a legal culture that has a major influence on law enforcement in Indonesia, Lawrence M. Friedman also states that these three components are determining factors in whether a legal system can function properly or not (Friedman, 2019). Thus, strengthening Indonesia's legal culture is therefore not just an academic concern but a practical necessity for achieving justice and safeguarding vulnerable groups.

5. Conclusion

The participation of the Denpasar City Regional Technical Implementation Unit for Women and Children Protection (UPTD PPA) in protecting and responding to violence against women and children is carried out through a structured procedural mechanism for protection and case handling within the institution. This mechanism holds substantial significance in preserving victims' rights and guaranteeing the provision of legal safeguards for women and children. However, the persistently elevated incidence of violence indicates that the performance of the Denpasar City UPTD PPA in delivering protection and response measures has yet to reach an optimal level.

The execution of protective and handling functions is conducted through six forms of service, namely public complaint reception, victim outreach, case administration, temporary shelter provision, mediation processes, and victim accompaniment. Nevertheless, these services have not fully encompassed the dimensions of preventive legal protection. Moreover, the operationalization of the UPTD PPA's responsibilities necessitates coordination among multiple institutions possessing distinct mandates and competencies, which consequently influences the effectiveness of protection and case-handling efforts concerning violence against women and children.

The factors that influence the role of the Denpasar City UPTD PPA in the protection and handling of violence against women and children are legal substance, legal structure, and legal culture. Collaboration between these three elements is crucial for the UPTD PPA in fulfilling its role to safeguard rights, provide protection, and handle cases involving women and children who experience violence. In addition, individual factors, the relationship between the perpetrator and the victim, economic factors, education, and systemic factors can influence the UPTD PPA of Denpasar City in carrying out its role to provide protection and handle cases of violence against women and children in Denpasar City.

To optimize its role, the Denpasar City PPA Technical Implementation Unit (UPTD) must strengthen its preventive functions alongside its existing responsive services. Achieving this optimization requires continuous and integrated efforts from various sectors, as well as the strengthening of synergy between law enforcement agencies and the Denpasar City PPA UPTD. Such collaboration will enable the UPTD PPA to provide truly integrated services to the community, particularly to women and children who are victims of violence.

Practically, this study contributes several actionable recommendations. First, the substance of the law must be improved to provide maximum and optimal legal protection to women and children, including clearer mandates for preventive measures. Second, law enforcement officials must adopt victim-sensitive approaches in handling cases, ensuring that

victims are not subjected to secondary victimization through insensitive procedures. Third, society must cultivate empathy and actively eliminate victim-blaming attitudes, as community stigma remains a significant barrier to reporting and recovery. Fourth, the capacity of all stakeholders including UPTD PPA staff, law enforcement, healthcare providers, and educators must be strengthened through regular training on trauma-informed approaches and victim rights. Finally, a supportive legal culture must be developed where every individual understands their role in responding to victims of violence without judgment, thereby minimizing delays in the handling and protection that should be provided to women and children who experience violence.

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