

Institutional Effectiveness in Dealing with Sexual Violence: A Case Study in the UPTD PPPA Lampung Province

M. Irsyad Fadoli¹, Zaimasuri², Anna Gustina Zainal³

{irsyad.fadoli@fisip.unila.ac.id¹, zaimasuri@fisip.unila.ac.id², anna.gustina@fisip.unila.ac.id³}

Department of Public Administration, Universitas Lampung, Indonesia¹, Department of Communication Studies, Universitas Lampung, Indonesia^{2,3}

Abstract. This research examines the effectiveness of the UPTD PPPA institution in dealing with cases of violence against children in Lampung Province. The study evaluates various aspects of the institution, including its organizational structure, human resources, budget, and programs. To conduct this research, a descriptive and qualitative approach was employed. Data sources included primary and secondary data, with primary data collected through in-depth interviews with key informants from the UPTD PPPA institution. The research employed field observations and documentation as additional data sources. It was found that the UPTD PPPA in Lampung Province has an adequate organizational structure, enabling vital functions to be carried out effectively. However, the institution faces challenges in terms of human resources, with a limited number of personnel struggling to cover a vast geographic area and numerous violence cases. Budgetary constraints are also a significant issue, as the allocated budget is considered insufficient to support all the established programs. The institution offers a range of programs to address victims of violence, starting from reporting, providing support, and concluding with rehabilitation. In summary, the key impediments to the institution's effectiveness lie in inadequate human and financial resources. To enhance program implementation, additional personnel and budgetary resources are essential.

Keywords: Institutional effectiveness, Sexual violence, UPTD PPPA

1 Introduction

Talking about promiscuity and sexual violence is never-ending. There are many cases such as out-of-wedlock pregnancy or sexual violence that we almost read in the media. Previously, there was a viral news about 176 child cases in Ponorogo, East Java, who filed for marriage dispensation at the Religious Court (PA). What is surprising is that 60% are caused by pregnancy. Then followed by other areas in Kediri, as many as 569 school students asked for marriage dispensation. Not to be outdone by areas in Java, Lampung Province also has a case of marriage dispensation application of 649 applicants. Of course, seeing the trend is very regrettable. After all, the age of adolescence or school age is a productive age that can be used for learning and building the nation.

Adolescence is a period of life that is prone to deviant behavior. Adolescents are in a stage where they experience changes in emotions, body, interests, patterns of behavior, and are also

full of problems. The most prominent change is physical change, especially in the sex organs. Adolescents begin to be interested in the opposite sex and things related to sexuality, sometimes followed by various behaviors that lead to sexual behavior [1].

In Indonesia, many teenagers are influenced by unhealthy environments, leading them to engage in promiscuous behavior. One of the characteristics of such behavior among teenagers is engaging in premarital sex. Promiscuity is a form of deviant behavior, where the term "free" implies crossing societal norms and boundaries. This influence can come from both their surroundings and the mass media. Teenagers easily succumb to the invitations of the opposite sex to engage in sexual relationships before marriage, citing mutual attraction and love as their reasons. Most teenagers do not consider the long-term consequences of their actions. This desire for sexual relationships among teenagers is heightened by the boldness with which they engage in relationships (dating), such as holding hands, kissing, or experiencing sexual desires [2].

The issue of promiscuity among school-age teenagers has long been discussed and has become a significant social concern in Indonesia. According to the latest data reported by merdeka.com (July 23, 2019), a study conducted by Reckitt Benckiser Indonesia in 2019 among 500 teenagers in five major cities in Indonesia found that 33 percent of teenagers had engaged in penetrative sexual intercourse [3]. Of these, 58 percent had engaged in penetrative sex between the ages of 18 and 20. It is worth noting that the survey participants were unmarried individuals. Therefore, it can be concluded that engaging in premarital sex is common among teenagers. The prevalence of promiscuity also contributes to incidents of sexual violence against children. Cases of sexual violence against children in Indonesia are relatively high. According to records from the Ministry of Women's Empowerment and Child Protection (KemenPPPA), there were 9,588 reported cases of sexual violence against children in 2022. This figure represents an increase from the previous year when there were 4,162 cases.

According to Purnawan in Yuliadi (2010), there are several factors that drive teenagers to engage in promiscuous sexual behavior, both internal and external. Internal factors include their level of sexual development, knowledge about reproductive health, and motivation [4]. External factors involve family, peer influence, and mass media. The family plays a significant role in the early stages of adolescent development. According to Fithriyana (2019), the family has a substantial influence on teenagers' engagement in promiscuity.

Moreover, an essential external factor is online media, which often portrays explicit or pornographic content. Research by Kinsey (2002) showed that between 14-60% of women and 37-77% of men become aroused when watching sexual films, reading erotic stories, or viewing images, photographs, or other visual representations of sexual activities [5].

Research conducted by Elly Risman (2008) on the relationship between exposure to media pornography and sexual behavior revealed alarming statistics [6]. Notably, not less than 98% of Indonesian children have accessed media with pornographic content. This data is further supported by internet protection records, which indicate that 97% of individuals aged 19-24 have been exposed to such content.

The province of Lampung has a relatively high rate of early marriages. In 2021, there were 703 requests for marriage dispensation submitted to the High Religious Court [7]. In 2022, there was a slight decrease, with 649 applicants, although the decrease was not significant. Furthermore, in early 2023, it was reported that there were four cases of sexual abuse, and sadly, these incidents were perpetrated by close family members [8].

The first two cases involved sexual abuse within two Islamic boarding schools in the West Tulang Bawang and South Lampung regions, and the perpetrators were the leaders of these institutions. The third case involved abuse by a playmate while the victim was gathering at a house. The fourth case involved a stepfather who committed sexual assault against his own child for several years.

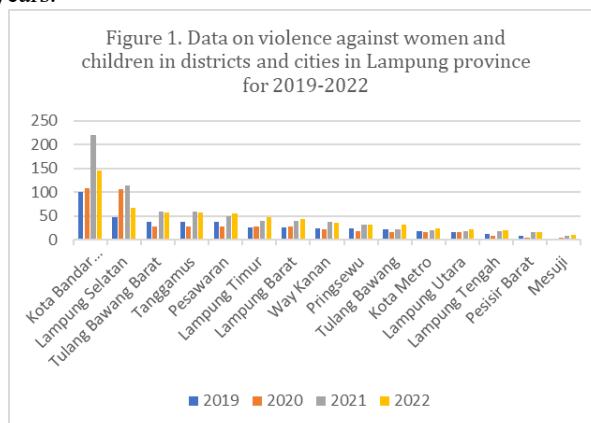


Fig. 1. Data on Violence againsts women and children in districts and cities in Lampung Province for 2019-2022

Looking at the data above, the trend of sexual violence has been on the rise from year to year. In 2019, there were 439 victims of violence, which then sharply increased to 664 victims in 2022. The area with the highest number of violence victims is the city of Bandar Lampung. This indicates that the number of victims of violence is proportional to the population of an area.

In response to this issue, the government is taking measures to protect children and women from sexual violence. The institution responsible for addressing the issue of sexual violence is the Implementation Unit of the Provincial Office for Women's Empowerment and Child Protection (Unit Pelaksana TD Dinas PPPA Provinsi Lampung). This institution is tasked with providing protection services to women and child victims of violence in the Lampung Province. With the high number of violence cases in Lampung, it is hoped that the Implementation Unit of the Provincial Office for Women's Empowerment and Child Protection can provide effective services.

This research aims to assess the effectiveness of the Implementation Unit of the Provincial Office for Women's Empowerment and Child Protection in addressing sexual violence against children and adolescents in the Lampung Province.

2 Methodology

This research is a descriptive study with a qualitative approach aimed at portraying or describing the condition or status of the phenomenon regarding the facts and the actual effectiveness of the Implementation Unit (UPTD) of the Provincial Office for Women's Empowerment and Child Protection (Dinas PPPA Provinsi Lampung) in providing services for combating sexual violence in the Lampung Province.

The data sources in this research include primary data and secondary data. Primary data sources are data collected directly by the researcher (or their agents) from the primary source. In contrast, secondary data sources are data collected by the researcher as supporting information from primary sources. These secondary data sources can be in the form of documents.

The informants or sources of information in this research are the leaders or employees working at the Implementation Unit (UPTD) of the Provincial Office for Women's Empowerment and Child Protection (Dinas PPPA Provinsi Lampung). These informants are subjected to in-depth interviews. Additionally, field observations and documentation are also carried out.

The data analysis technique used in this research is the interactive analysis model, as proposed by Miles and Huberman [9]. The data analysis process, including data collection, data reduction, data presentation, and drawing conclusions, is an interactive sequence that is continually performed until valid conclusions are obtained.

3 Results and Discussion

3.1 The Effectiveness of the Organizational Structure of the Implementation Unit for Women's Empowerment and Child Protection (UPTD PPPA) in Lampung Province

The structure of an organization/bureaucracy is crucial in clarifying and understanding the roles and functions of each part within the organization/bureaucracy. A well-structured organization is one that is goal-oriented. Organizational structure is primarily determined by the organization's strategy, size, technology, environment, and power control. As stated by Robbins (1996), a clear understanding of procedures and workflow in service provision can be achieved when personnel possess adequate knowledge relevant to their field of responsibility. This should be followed by placing employees in the right areas and positions [10].

Organizational structure represents the distribution of authority, responsibilities, and relationships within an organization during its activities. Changes in organizational structure arise in response to various pressures, both internal and external to the organization. One of the current expectations of society is that public administration must be more effective in providing services to the public, which can be achieved through restructuring the organizational structure to make it healthier and more efficient. Organizational restructuring is necessary to anticipate and accommodate changes in day-to-day tasks, both in the short term and long term. An optimal organizational structure will result in a government organization capable of providing quality services to the public. The effectiveness and efficiency of an organization are significantly influenced by three key factors: the organization's mission and strategy, the organizational structure, and human resources.

UPTD PPPA Lampung Province has an adequate organizational structure, which is evident through the existing structure within the institution. The organizational structure chart for UPTD PPPA Lampung Province is as follows:

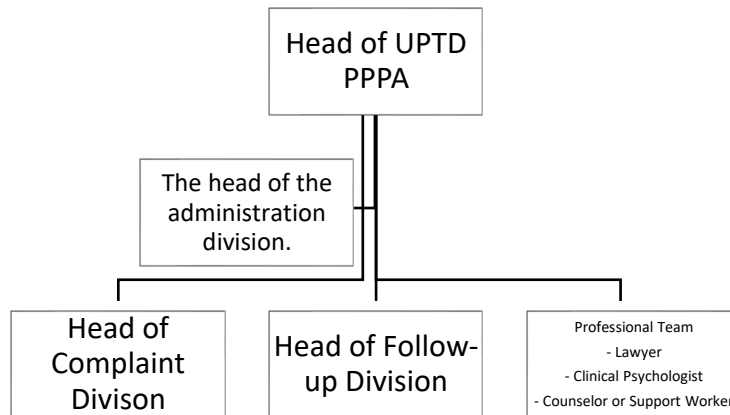


Fig. 2. Organizational Structure UPTD PPPA Lampung Province

The above diagram illustrates that UPTD PPPA Lampung Province has an adequate organizational structure. Consequently, the vital role within an organization can be executed effectively. The organizational structure also has a significant impact on service quality. It serves as a tool for regulating the behavior of individuals within the organization, with the aim of enhancing the achievement of common goals in all activities. This contributes to the delivery of quality public services, particularly in handling victims of sexual violence.

The above diagram illustrates that UPTD PPPA Lampung Province has an adequate organizational structure. Consequently, the crucial roles within an organization can be carried out effectively. Organizational structure also has a significant impact on service quality. The organizational structure serves as a tool for regulating the behavior of individuals within the organization with the goal of enhancing the achievement of common objectives in every activity. This contributes to the delivery of quality public services, especially in handling victims of sexual violence.

3.2 Human Resource Effectiveness

The role of human resources in determining the success of an organization cannot be overlooked. According to Jeffrey Pfeffer (cited in Sutrisno, 2009), human resources are a source of competitive advantage capable of facing various challenges [11].

UPTD PPPA Lampung Province has human resources or personnel distributed among various roles. In total, UPTD has 10 employees with 6 different professions. Here is a table depicting the personnel within the institution:

Table 1. Personnel at UPTD PPA Lampung Province

No	Ocupation	Personnel
1	Head of UPTD PPPA	Amsir, S. IP
2	The head of the administration division.	Ratna Yanuana Setiawati, S.Pd., MM

3	Head of Complaint Division	Kasi PLT Julia Siti Aisyah, S. Psi., MM
4	Perempuan dan Anak Head of Follow-up Division	Julia Siti Aisyah, S. Psi., MM
5	Administration Analyst	Eliya Muchsin S.E., MM dan Tiara Rizqoo, S.H
6	Services Analyst	Sulaiti, S.H dan Ari Nasopa, S.H., MH
7	PTHL	Endri dan Chandra

Table 2 Operational Team UPTD PPPA Lampung Province

No	Jabatan	Personil
1	Lawyer	Amsir, S. IP
2	Professional Team	Yusroni, S.H., MH
3	Professional Team	Aira Duarsa, S.H
4	Professional Team	Dwi Hafisah Handayani, S. Psi
5	Professional Team	Tri Apriani, S. Psi
6	Professional Team	Rini Larasati
7	Psikolog Klinis	Cindani Tri Kusuma, M. Psi Psikolog

However, the number of personnel is considered inadequate. This is related to the volume of cases received, as there were 145 cases in one year, and each case can involve several meetings, especially in the case of children with high complexity. The case resolution process also involves coordination not only with parents but also with schools, legal processes involving the police, prosecution, and the court system. Nevertheless, this lengthy process raises questions about whether the existing staff is sufficient. However, to date, the efforts made have been deemed successful in covering the majority of cases.

Furthermore, concerning the potential for skills, it is acknowledged that this aspect is indeed important and a primary requirement, especially in the field of clinical psychology. However, there are constraints regarding the availability of competent human resources in Lampung Province. Currently, there are only 20 clinical psychologists in the province, and the competition to obtain these resources is quite intense, especially with other regencies and cities also in need of such experts. To address this issue, the UPT collaborates with the Lampung Province Clinical Psychologists Association to attempt to assign a qualified individual as part of UPTD PPPA. However, finding individuals who meet the requirements poses its own challenges.

Regarding personnel in the legal field, legal assistance is provided by lawyers, particularly for victims facing legal issues. The UPT collaborates with lawyers who have SPPA (Advocate and Legal Consultant Professional Training) certificates to provide legal assistance to victims. These lawyers also play a role in providing legal education to victims, especially children involved in the legal process. Therefore, cooperation among various parties, including clinical psychologists and lawyers, is crucial in efforts to provide suitable protection and assistance to victims within the legal context.

3.3 Financial Resource Effectiveness

Financial resources or budgets in the public sector organization are essential because they indicate the estimated performance that an organization will achieve in a specific period, expressed in monetary terms [12].

In 2022, the government allocated a budget for the implementation of programs and activities at the Lampung Provincial Office for Women's Empowerment and Child Protection in order to achieve the performance targets. This budget was allocated through the Regional Budget (APBD) of Lampung for the Fiscal Year 2022, with a total of Rp. 17,004,593,881.65, broken down as follows:

Table 3. Budget Allocation for the Lampung Provincial Office for Women's Empowerment and Child Protection in 2022

No.	Program	Budget (Rp)	Explanation
1	Supporting regional government affairs program	12.135.793.881,65	P-APBD
2	Gender mainstreaming and women's empowerment program	792.000.000	P-APBD
3	Women's protection program	1.334.994.000	P-APBD
4	Family quality improvement program	525.000.000	P-APBD
5	Gender and child data system management program	525.000.000	P-APBD
6	Child rights fulfillment program	835.000.000	P-APBD
7	Special child protection program	311.806.000	P-APBD
8	Population control program	90.000.000	P-APBD
9	Family planning development program	140.000.000	P-APBD
10	Empowerment and well-being improvement of families program	315.000.000	P-APBD
	Total	17.004.593.881.65	P-APBD

However, the budget is still considered insufficient. Research results indicate that the main challenge faced by the Lampung Provincial Office for Women's Empowerment and Child Protection (UPTD PPPA) is budget constraints. Provinces with vast territories often encounter difficulties in allocating adequate funds. Moreover, in the event of sudden situations such as viral cases in remote locations like Way Kanan, it is essential to respond promptly by sending teams to the area. Therefore, it is crucial to secure a significant budget injection to ensure that responses to unexpected situations can be carried out effectively and efficiently.

Budgeting plays a significant role. As a result of the planning phase, the budget also becomes a vital element for managing and evaluating the allocation of financial resources, with the aim of ensuring that every expenditure has a clear accountability basis, both in terms of legality and implementation [13].

3.4 Effectiveness of Programs

The Lampung Provincial Office for Women's Empowerment and Child Protection (Dinas Pemberdayaan Perempuan dan Perlindungan Anak Provinsi Lampung) strives to address cases of child abuse through three stages: prevention, intervention, and rehabilitation. The goal is to protect children from situations of violence. Additionally, actions are taken when cases of violence occur, and efforts are made to reintegrate children who have been victims back into their environments. These steps aim to enable children to avoid violence, respond appropriately when violence occurs, and ensure that child victims of violence can successfully reintegrate into their social environments and lead positive lives. All of these measures are implemented through various initiatives:

- a. **Prevention** Preventive efforts involve collaboration between the Lampung Provincial Office for Women's Empowerment and Child Protection and relevant agencies to prevent violence against children. These measures include community outreach, counseling, and the development of legal regulations to provide comprehensive legal protection for children from the risk of violence.
- b. **Intervention** Intervention includes holistic social rehabilitation measures by the Lampung Provincial Office for Women's Empowerment and Child Protection, covering physical, mental, and social dimensions. The goal is to assist victims in resuming their social roles in the community after experiencing abuse or violence, through a planned and comprehensive approach.
- c. **Rehabilitation** In the rehabilitation effort, the Lampung Provincial Office for Women's Empowerment and Child Protection carries out social reintegration for victims of violence. This involves reunifying victims with their families, foster families, or communities that can provide protection and fulfillment of their needs. Child victims require comprehensive services, easy accessibility, and ongoing support. The rehabilitation and reintegration program aims to restore the dignity and health of children and enhance their ability to protect themselves in an improved environment.

The Lampung Provincial Office for Women's Empowerment and Child Protection (UPTD PPPA) focuses more on intervention and rehabilitation, which involves providing services to female and child victims of violence. This type of service aligns with the six functions outlined in the Guidelines for the Establishment of Regional Technical Implementation Units for Women and Child Protection, which is based on Minister of Women's Empowerment and Child Protection Regulation (PermenPPPA) Number 4 of 2018. These service functions include:

1. **Receiving Public Reports** This service function receives complaints from the public regarding the situations faced by women and children, whether through direct or indirect channels.
2. **Reaching Untouched Victims** This service function aims to reach individuals or groups that do not have access to services or have not been reported by others regarding the conditions of women and children.
3. **Case Management** This service function manages cases holistically, ensuring that the rights and needs of all recipients of services from the Lampung Provincial Office for Women's Empowerment and Child Protection are met through provision, guidance, or referral.
4. **Providing Temporary Shelter** This service function prepares temporary protection facilities that prioritize safety and well-being, including the provision of shelter, food, and support for the beneficiaries.

5. Mediation This service function encourages conflict resolution through negotiation facilitated by a mediator to reach agreements between the involved parties.
6. Victim Support This service function involves women and child protection advocates in providing direct support to beneficiaries, with the goal of ensuring that all the victims' service needs are met.

The research findings indicate that, in practice, case management is carried out through three different policy levels: at the district/city, provincial, and central/ministry levels of the Ministry of Women's Empowerment and Child Protection. At the district/city level, case management is conducted in the area where the incident occurred. For example, in a case in South Lampung Regency where the incident took place and the office is located in the same area. In this context, the UPTD PPPA Office plays a role in providing victim support, psychological assistance, and legal support. Coordination is also key because it requires inter-sectoral synergy in that area, ultimately shaping the policies and jurisdiction at the district/city level.

Subsequently, the provincial level has broader authority, not limited to specific regions. The province is responsible for coordinating various cases that may occur in multiple districts/cities. For instance, if a case occurs in South Lampung with a victim from West Tulang Bawang who happens to be in South Lampung, the coordination between these two regions becomes crucial. Legal proceedings may take place in South Lampung, but the victim requires psychological counseling and support in West Tulang Bawang. The province acts as a connector between these two districts, especially in complex cases or those that have garnered media attention.

In specific cases, particularly those that receive media attention, the handling becomes more complex. This is where the role of the province becomes highly significant, as it can connect various districts/cities and manage cross-regional coordination. The province also plays a role in directing the handling of cases that reach the central/ministry level of the Ministry of Women's Empowerment and Child Protection. Systematizing case management ensures that each level has its own roles and responsibilities in the effort to provide appropriate support and protection to victims of violence.

4 Conclusion

Cases of violence against children in the province of Lampung continue to increase each year. Therefore, an effective institution is needed to address the victims of violence. The effectiveness of the UPTD PPPA institution is assessed from several aspects, including the effectiveness of organizational structure, human resources, budgetary effectiveness, and program effectiveness.

Regarding the effectiveness of the organizational structure, UPTD PPPA Lampung Province has an adequate organizational structure, which allows vital roles within the organization to be carried out effectively. In terms of human resources, UPTD PPPA Lampung Province faces a shortage of resources. The limited number of personnel in the institution makes it challenging to carry out its functions. This is due to the insufficient number of employees, especially when dealing with a large geographic area and numerous violence cases that cannot be handled by UPTD at the district/city level.

Budgetary effectiveness is another challenge, as UPTD PPPA Lampung Province faces constraints due to inadequate funding. The allocated budget for the institution is considered insufficient to implement all the established programs. In terms of program effectiveness, the

institution has a range of programs aligned with its responsibilities, which include addressing victims of violence, both women and children. The handling process starts with reporting, continues with support, and culminates in the final rehabilitation stage.

In conclusion, the main challenges to the effectiveness of the UPTD PPPA institution in Lampung Province are the lack of human resources and financial resources. Therefore, additional personnel and budgetary resources are needed to ensure the proper implementation of the institution's programs.

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