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From Complaint to Recovery: Strategic Execution of LAPOR PAK 129 in Protecting Women and Children from Violence

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ABSTRACT

This study aims to comprehensively describe and analyze the implementation strategy of the LAPOR PAK 129 service in addressing violence against women and children in East Java Province during the 2021–2024 period. The primary focus is to explore the strategy of the LAPOR PAK 129 program, encompassing the stages of program planning, implementation, and its impact on handling cases of violence. A descriptive qualitative approach is employed to examine and interpret the empirical conditions related to the planning, execution, and outcomes of the program. This approach allows for a deep understanding of the real-life context and practices of the LAPOR PAK 129 service in the field. The data collection process combines primary data from direct observation and interviews and secondary data from relevant official documents and reports. To ensure the credibility of the findings, rigorous triangulation methods are applied by integrating various data sources, research techniques, and time frames. This methodological rigor strengthens the reliability and validity of the research results. The findings indicate that the implementation strategy of LAPOR PAK 129 is supported by a program plan with objectives that are clear, specific, measurable, relevant, and time-bound (SMART). Program implementation follows a well-structured action plan and demonstrates effective coordination among key stakeholders, including government agencies and civil society actors. The LAPOR PAK 129 service has had a positive impact, as evidenced by an increase in reported cases of violence, a high percentage of cases being followed up and resolved, and an overall improvement in

public satisfaction with the service. These outcomes highlight the program's effectiveness in strengthening the protection system for women and children in East Java.

Keywords
Children
Handling Violence
Program Strategy
Public Service
Women

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Introduction

Violence is a deliberate act intended to harm others, including physical abuse, neglect, trafficking, psychological harm, sexual violence, and exploitation [1]. In Indonesia, cases of physical, sexual, psychological, economic, and social violence are increasing, with women and children as the most vulnerable victims [2]. Common forms include physical abuse, sexual coercion, and emotional or verbal mistreatment [3]. Beyond immediate harm, violence also causes long-term health impacts such as neurological and cardiovascular damage [4]. Governments serve two leading roles: service and empowerment [5]. As regional structures evolve, so does local authority, emphasizing the government's duty to meet public needs through available resources [6]. Key government functions include public service, regulation, development, and empowerment [7].

Strategy refers to planned actions to achieve specific goals [8], involving clear steps aligned with internal and external conditions [9][10]. In public administration, strategy guides institutions through organizational, programmatic, resource, and institutional dimensions [11][12]. Public service involves meeting societal needs, based on legal provisions, and is delivered by government or regional entities [13][14]. Service quality reflects government performance and shapes public perception [15], with community service as a central aim of governance [16]. Data from SIMFONI, managed by Kemen PPA, show that reported violence cases continue to rise annually, affecting not only victims but also families and communities [17].

Table 1. Number of Cases and Victims of Violence (by Gender)

Year	Man (Victim)	Woman (Victim)	Amount (Victim)	Amount (Case)
2022	4,630	25,053	29,683	27,593
2023	6,332	26,161	32,493	29,883
2024	6,894	27,658	34,552	31,947

Source: [18]

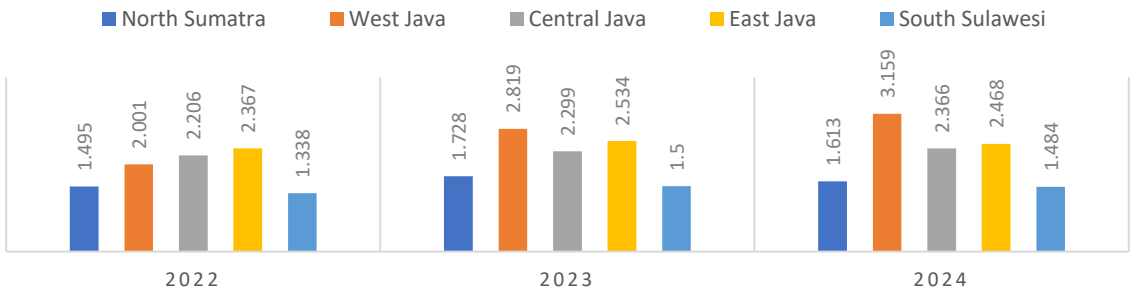
Data from 2022 to 2024 show fluctuating violence cases in Indonesia, with a consistent gender disparity: female victims outnumber males each year. This highlights ongoing gender-based vulnerability to violence. In 2023 and 2024, female victim numbers rose significantly compared to 2022, indicating increased incidents and improved reporting and awareness. The highest figure was recorded in 2024, with 27,658 female victims [17]. This alarming trend calls for more substantial prevention efforts, targeted interventions, and improved support systems like LAPOR PAK 129 to protect women and children.

Table 2. Number of Cases and Victims of Violence (by Age)

Year	0-5 (years)	6-12 (years)	13-17 (years)	18-24 (years)	25-44 (years)	45-59 (years)	60+ (years)
2022	2,024	5,655	9,962	3,726	6,896	1,248	172
2023	2,260	6,637	11,324	3,716	7,048	1,338	170
2024	2,461	7,019	12,168	3,998	7,291	1,451	164

Source: [18]

From 2022 to 2024, data show that children and adolescents (0–17 years) consistently make up the majority of violence victims in Indonesia, highlighting their heightened vulnerability across various environments [17]. This trend points to family dysfunction, poor supervision, digital risks, and inadequate legal protections. It also calls for deeper analysis of the specific types of violence—physical, emotional, or sexual—that this age group faces. Addressing this issue requires targeted interventions, stronger protective systems, and improved child-friendly reporting tools like LAPOR PAK 129—high victim rates among youth demand urgent, preventive policy responses. The Ministry of Women's Empowerment and Child Protection (Kemen PPPA) has taken steps to tackle violence through legal reforms, integrated services, and public education. One key initiative is SAPA 129, a centralized complaint platform for women and children. SAPA 129, launched under Presidential Regulation No. 65 of 2020, enhances access to support services and fulfills Kemen PPPA's expanded role as a final referral body for violence victims [19]. This reflects the government's commitment to coordinated, multilevel protection efforts.



Source: [18]

Fig. 1. Comparison of the Highest Percentages of Five Provinces in Indonesia

East Java consistently reports the highest percentage of violence cases against women and children compared to North Sumatra, West Java, Central Java, and South Sulawesi. Despite yearly fluctuations, East Java remains the top contributor to national violence statistics, signaling the need for focused, localized interventions. A study from the Gender Equality Barometer in Indonesia found that 57.3% of respondents who experienced or witnessed violence did not report it. Reasons included fear (33.5%), shame, lack of knowledge (23.5%), and guilt, reflecting stigma, victim-blaming, and limited public awareness [20]. The East Java government, through DP3AK, launched several initiatives to address these issues, including the Women and Children Protection Unit (UPT PPA) and the LAPOR PAK 129 service in 2022. LAPOR PAK 129 offers a toll-free hotline and WhatsApp access for victims to report cases and seek help [21]. It improves accessibility, confidentiality, response speed, and integrated case management with relevant institutions. LAPOR PAK 129 is aligned with East Java Governor Regulation No. 1 of 2021, which outlines UPT PPA's responsibilities in handling violence, exploitation, and human trafficking. The service enables timely support and counseling, especially in emergencies.

This study aims to analyze the LAPOR PAK 129 implementation strategy in East Java from 2022 to 2024 using Koten's strategic management model, covering planning, implementation, and impact. The research contributes theoretically to public administration and practically to improving service quality and accessibility in violence response systems. The findings are expected to inform local governments, enhance public awareness, and serve as a model for other regions tackling similar challenges.

Materials and Methods

This research adopts a qualitative descriptive approach, which aims to construct a systematic, factual, and accurate description of the implementation strategy of the LAPOR PAK 129 service in addressing violence against women and children in East Java Province. This approach enables researchers to explore and understand the empirical realities that occur in the field. Qualitative research is a process of examining and interpreting the meaning behind individuals' and groups' experiences, perceptions, and actions, particularly within the context of their lives. Meanwhile, descriptive research seeks to describe and explain the characteristics of a phenomenon systematically based on the data collected.

The data in this study consists of primary and secondary sources. Primary data were obtained directly through semi-structured interviews and observations with key informants involved in or understanding the LAPOR PAK 129 service. Secondary data were sourced from official government documents, such as the Governor Regulation of East Java No. 1 of 2021, internal reports from the East Java DP3AK, scientific publications, press releases, and data

from official websites such as Kemen PPA and SIMFONI. These documents were selected based on their relevance to the research objectives, and they serve to complement and triangulate the primary findings.

Purposive sampling was used to determine informants, considering individuals with specific knowledge and involvement in implementing LAPOR PAK 129. This sampling technique was chosen to ensure the depth and relevance of the information collected [22]. Informants included officials from the DP3AK East Java, operators or administrators of the LAPOR PAK 129 service, and beneficiaries (victims or communities) who had accessed the service. The use of semi-structured interviews allowed flexibility for the researcher to probe deeper based on the responses of each informant.

Data were analyzed using the interactive model developed by Miles, Huberman, and Saldana, which includes the stages of data collection, data condensation, data display, and conclusion drawing/verification [23]. Throughout the research process, continuous reflection was carried out by posing analytical questions and writing memos to enrich the depth of interpretation [24]. The data analysis was thematically organized according to Koteen's strategic framework, covering program planning, implementation, and impact.

The data collection techniques employed in this study included direct observation**,** interviews**,** and document analysis [22]. Observation was conducted at the UPT PPA office in East Java and at locations where outreach activities or service delivery occurred. Documentation included reviewing regulatory texts, program reports, statistics on violence cases, operational guidelines, and annual performance evaluations. These data collection efforts aimed to triangulate findings and ensure the research's credibility, transferability, dependability, and confirmability.

To increase transparency, the dataset used in this study is openly accessible via https://osf.io/4yw8s/, which includes interview protocols, coding frameworks, and summaries of secondary documents reviewed. While collecting data, researchers also identified implementation challenges, particularly related to limited human resources and constrained budget allocations. These obstacles affected service delivery quality, scope, and speed, especially in rural areas with low connectivity and limited public awareness. A more detailed analysis of these barriers is discussed in the findings section.

Results

The results of this study are analyzed based on the three dimensions of program strategy proposed by Koteen in Salusu [25], which include program planning, program implementation, and program impact. Program planning involves formulating clear, specific, relevant, and time-bound objectives aligned with the organizational vision and mission. Program implementation

involves executing planned actions through coordination among stakeholders and operational units responsible for delivering services. Lastly, program impact evaluates the extent to which the program has achieved its intended goals by using measurable performance indicators, thereby reflecting the effectiveness and sustainability of the strategy in addressing violence against women and children.

A. Program Planning

Program planning should follow SMART principles—Specific, Measurable, Achievable, Relevant, and Time-bound—to align activities with institutional goals and ensure effectiveness [25]. A key step in planning is identifying problems to design responsive strategies. In East Java's Second Strategic Plan for Change, DP3AK identified high rates of violence against women and children and a lack of integrated response systems as significant challenges. These gaps hinder coordination across government levels and service providers, reducing intervention effectiveness. To address this, DP3AK uses a structured, participatory approach involving Focus Group Discussions (FGDs) with experts and scoring methods to prioritize issues. Experts provide context-based insights, while scoring criteria (urgency, impact, feasibility, and alignment) help objectively rank priorities. This combined qualitative and quantitative approach ensures strategic planning is data-driven, inclusive, and tailored to local needs, ultimately guiding more effective violence prevention programs.

Table 3. Scores of Criteria for Determining Strategic Issues

No.	Criteria	Assessment Weight
1	Having a large or significant influence on achieving the targets of the Strategic Plan of the Ministry/Institution or the Strategic Plan of the Province/District/City	20
2	It is the duty and responsibility of the regional apparatus	10
3	The impact on the public	20
4	Have leverage for regional development	10
5	Possibility or ease of handling	15
6	Priority political promises that need to be realized	25
	Total	100

Source: [26]

A strategic issue assessment is conducted using the established criteria, which are measured on a standardized scale. This process is carried out by filling in a scoring table (Table 4) that enables the evaluators to compare each issue systematically and objectively. Through this structured assessment, the DP3AK of East Java Province ensures that the selected strategic problems are prioritized based on their urgency, impact, and relevance to the institution's objectives, strengthening the foundation for effective and targeted program planning.

Table 4. Criteria Scale Values

No.	Criterion Scale Value to							Total Score
	Strategic Issues	1	2	3	4	5	6	
1	Indicator 1: Improving Gender Equality in East Java	0.2	0.1	0.2	0.1	0.15	0.25	1.00
2	Indicator 2: Sectors and at All Levels of Government as an Effort to Achieve 5 Clusters and 24 Indicators of Child-Friendly Districts/Cities	0.2	0.1	0.2	0.1	0.12	0.22	0.94
3	Indicator 3: Sectors and at All Levels of Government as an Effort to Achieve 5 Clusters and 24 Indicators of Child-Friendly Districts/Cities	0.15	0.1	0.15	0.1	0.18	0.25	0.93
4	Indicator 4: Prevention and Assistance/Advocacy against Human Trafficking (TPPO) on an ongoing basis	0.2	0.1	0.15	0.07	0.15	0.25	0.92
5	Indicator 5: Community-based education to prevent child marriage	0.15	0.1	0.2	0.09	0.1	0.23	0.87

Source: [26]

Each strategic issue's average score or weight is calculated by summing the individual scores assigned to each issue and dividing the total by the number of participants involved in the assessment process. This step ensures a fair and balanced evaluation by incorporating diverse expert perspectives. The results of this calculation are presented in Table 5, which reflects the relative priority of each strategic issue based on collective input and analytical weighting.

Table 5. Average Score of Strategic Issues

No.	Strategic Issues	Total Score	Average Score	Ranking
1	Indicator 1: Improving Gender Equality in East Java	1.00	0.167	1
2	Indicator 2: Sectors and at All Levels of Government as an Effort to Achieve 5 Clusters and 24 Indicators of Child-Friendly Districts/Cities	0.94	0.157	2
3	Indicator 3: Sectors and at All Levels of Government as an Effort to Achieve 5 Clusters and 24 Indicators of Child-Friendly Districts/Cities	0.93	0.155	3
4	Indicator 4: Prevention and Assistance/Advocacy against Human Trafficking (TPPO) on an ongoing basis	0.92	0.153	4
5	Indicator 5: Community-based education to prevent child marriage	0.87	0.145	5

Source: [27]

Strategic issue ranking by DP3AK East Java prioritizes gender equality, fulfilling children's rights, and preventing violence against women and children. Other key areas include anti-human trafficking efforts, child marriage prevention, women's political and economic empowerment, and strengthening the population database to support evidence-based policies.

According to the 2019–2024 Strategic Plan Amendment 2, East Java has outlined the need for effective complaint services like LAPOR PAK 129, with measurable targets and clear performance indicators. The overarching goal is to achieve gender equality and empower women and children through accessible and responsive services. Strategic planning is data-

driven, using SIMFONI data to inform targets and outcomes. LAPOR PAK 129 is a core initiative offering confidential, integrated reporting services aligned with regional goals. DP3AK's strategy spans four pillars: gender equality, child protection, women's empowerment, and population development. Gender strategy focuses on integrating gender-responsive budgeting and mainstreaming gender concerns in policy. Child protection includes awareness campaigns, legal education, and community-based efforts for safer environments.

Women's empowerment strategies involve boosting political and economic participation, legal literacy on violence and trafficking, and collaboration with local groups. Coordination between provincial and local governments and reliable demographic data are emphasized to guide policy decisions. These strategic directions guide East Java's annual work plan, ensuring alignment with broader development goals and promoting inclusive, responsive public services. Improving service quality remains a top priority (2022–2024), especially for vulnerable groups. LAPOR PAK 129 is highlighted as a key innovation for public participation, enabling swift, accessible reporting of violence and fostering government responsiveness. The program's planning reflects SMART principles, ensuring clear and achievable objectives. Its inclusion in the annual work plan confirms the government's commitment to systemic protection, positioning LAPOR PAK 129 as a functional tool and a symbol of the state's presence in addressing social injustice.

B. Program Implementation

Program implementation involves translating planned strategies into concrete actions, requiring coordination among stakeholders, alignment of resources, and clear communication [25]. For LAPOR PAK 129, this means enabling integrated support for victims of violence, especially women and children, through collaboration between local governments, community institutions, and service providers.

LAPOR PAK 129 offers multiple accessible reporting channels—24-hour hotlines, WhatsApp, social media, and in-person services—designed to eliminate barriers such as mobility limitations, illiteracy, or lack of digital access. Reports are handled with confidentiality and dignity, ensuring victim-centered care. The process follows a structured Standard Operating Procedure (SOP) for public complaints, approved by the Head of DP3AK East Java on January 22, 2024. This SOP outlines the steps from complaint intake to follow-up, mandating documentation within 24 hours and entry into the SIMFONI database, which supports policy development and national reporting by the Ministry of Women's Empowerment and Child Protection (Kemen PPPA).

Additional SOPs for case handling, mediation, shelter, and referrals allow tailored responses based on case complexity, reinforcing trust in government services. Each case is assessed individually, avoiding a one-size-fits-all approach. DP3AK's UPT PPA office in

Surabaya (Jl. Arjuna No. 88) is the central hub. Reports can be made directly or indirectly, expanding access to those unable to visit in person. The referral system directs cases to the appropriate level: provincial authorities handle inter-district cases, while Kemen PPPA manages inter-provincial ones, ensuring jurisdictional clarity and service efficiency.

Victim services are needs-based, encompassing legal aid, psychological support, shelter, mediation, and rehabilitation. For children, services include birth registration, education access, and alternative care; for women, support extends to health services and economic empowerment. This holistic model aligns with international best practices. Legal assistance is provided in collaboration with police, paralegals, and legal professionals, ensuring victims can pursue justice without intimidation or procedural confusion. Mediators may also assist in appropriate civil cases, offering alternative resolutions when feasible. Reintegration is supported through family reunification or alternative housing based on the victim's psychological readiness and home environment. This prevents retraumatization and reinforces ethical care standards. Multi-sectoral collaboration is essential. DP3AK leads coordination, supported by:

- Social Services, which arrange care for victims without family support.
- Education Services, ensuring continued schooling for child victims.
- Civil Registration Offices, which restore legal identity through documentation.
- Health Services, which address medical and psychological recovery.
- Law Enforcement and Judicial Bodies, including police, prosecutors, and courts, which manage the legal process and ensure accountability.
- Legal advocates and paralegals, who guide victims through the legal system.

The LAPOR PAK 129 team includes 16 trained professionals: legal analysts, psychologists, counselors, planners, and system operators. Their diverse expertise enables integrated service delivery. However, regular evaluation and staff expansion are crucial with increasing case numbers.

The program's success depends on both qualified human resources and adequate budgeting. Skilled personnel ensure sensitive handling of cases, but infrastructure, outreach, and case management suffer without sustainable funding. Funding comes from regional and national budgets and must be efficiently managed to support long-term operations. Case resolution timelines vary by complexity—some are resolved within days; others take months. This variation underscores the need for flexible, structured case management that adapts to individual victim needs while maintaining procedural rigor. Aligned with East Java's Strategic Plan and Annual Work Plan, LAPOR PAK 129 operates under clear objectives and performance

targets. Its inclusion in key government plans reflects a commitment to proactive, measurable, and accountable public services.

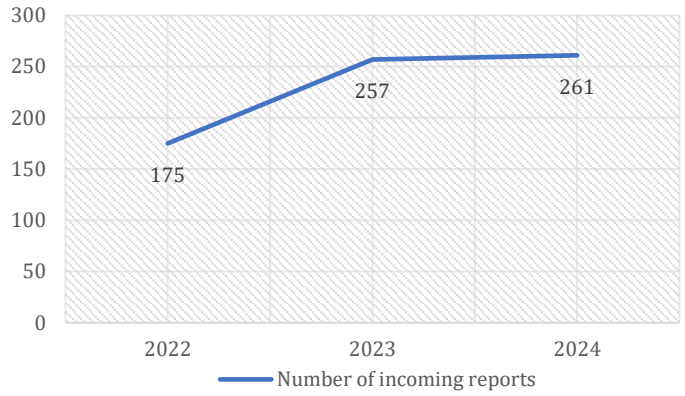
Despite challenges, LAPOR PAK 129 has progressed through active coordination with key actors. These include government institutions, healthcare facilities, civil society organizations, and law enforcement. This collaborative model ensures the implementation of written policies and meaningful improvements in the lives of victims. By offering a comprehensive, victim-centered, and accessible complaint mechanism, LAPOR PAK 129 exemplifies East Java's effort to combat gender-based violence and protect vulnerable populations through strategic, responsive, and inclusive public service.

C. Program Impact

The impact of a program is assessed by evaluating how well it achieves its planned objectives [25]. This is done through specific performance indicators developed during the planning phase. These indicators measure direct and indirect outcomes, including behavioral changes, policy shifts, and improved service delivery. For public complaint services like LAPOR PAK 129, performance indicators help evaluate effectiveness, efficiency, and public satisfaction. Common indicators include the number of cases resolved, response time, victim satisfaction, and community awareness of rights and services. These metrics are essential for monitoring success, identifying service gaps, and informing policy refinements. The LAPOR PAK 129 service program applies several indicators to track its impact, including report volume, handling success rate, inter-agency coordination, and user satisfaction. The following are key indicators:

1. Number of Violence Reports

   This indicator reflects public participation in reporting cases of violence. An increase in the number of reports typically shows greater public awareness and trust in LAPOR PAK 129. The growth of reporting also suggests that victims feel safer and more supported when using the service. However, a rise in cases does not necessarily mean that violence has worsened. It often indicates reduced stigma, improved access, and better institutional outreach. A higher number of reports should therefore be interpreted as a sign of the system's effectiveness in building public trust and encouraging reporting [28]. Fig. 2 reported cases from 2022–2024 demonstrate increased service use, reflecting changing public behavior and growing confidence in the platform. This upward trend will likely result from successful education and outreach by UPT PPA East Java.

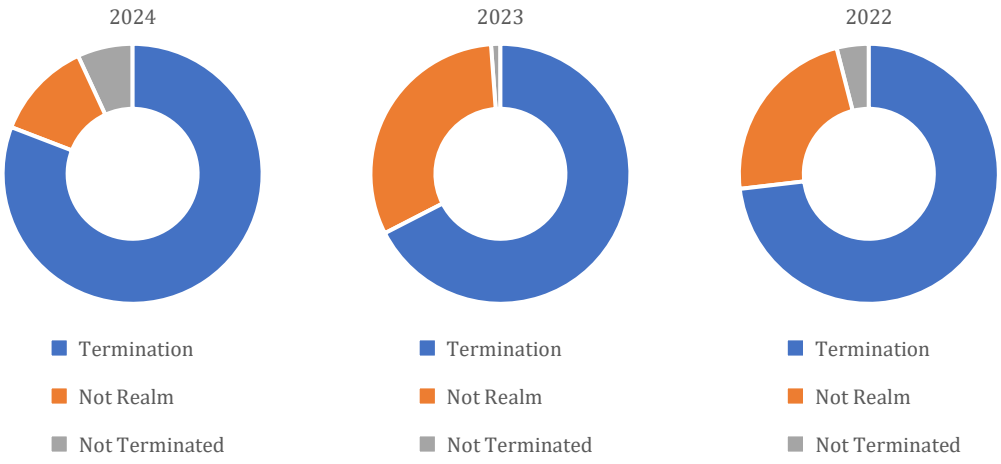


Source: [28]

Fig. 2. The number of reported violence cases

2. Percentage of Cases Handled

This indicator measures how many reported cases were appropriately followed up and resolved. A high percentage demonstrates responsiveness, coordination, and the ability to provide victim-centered services. It also reflects the quality of inter-agency collaboration and the efficiency of internal procedures. See Fig. 3.



Source: [29]

Fig. 3. Percentage of Cases Handled

These results suggest a consistent improvement in service delivery, yet highlight the need for additional trained staff, enhanced coordination, and stronger referral systems to reduce unresolved or misdirected reports.

3. Level of Public Satisfaction

The Public Satisfaction Survey, conducted through the e-SUKMA application, gathered feedback from LAPOR PAK 129 service users. The results indicated strong public approval in several key areas, with the highest satisfaction scores recorded for complaint handling

and feedback mechanisms (3.90), cost or tariff fairness (3.81), and the competence of service implementers (3.44). These figures suggest that users generally appreciate the service's responsiveness, affordability, and professionalism. However, the survey also highlighted areas requiring improvement, particularly in terms of completion time (3.34) and the clarity or accessibility of service requirements (3.38). These findings indicate the need for streamlined procedures and more efficient service delivery to enhance the user experience. These lower scores indicate delays in processing and complicated prerequisites, which hinder the user experience. To address this, the institution must streamline processes, simplify requirements, and enhance operational efficiency to improve user satisfaction and trust.

The LAPOR PAK 129 service shows growing effectiveness in reporting, handling, and supporting victims of violence against women and children. However, continued efforts in staff capacity, public communication, and inter-agency collaboration are essential to increase its impact further. Regular performance evaluations using these indicators ensure that services remain responsive, inclusive, and focused on continuous improvement toward gender equality and child protection goals.

Conclusion

The implementation of the LAPOR PAK 129 service from 2022 to 2024 has shown notable progress in addressing violence against women and children in East Java. Developed using the SMART (Specific, Measurable, Achievable, Relevant, Time-bound) framework, the program was supported by strategic planning and strong institutional commitment from the East Java Provincial Government through UPT PPA DP3AK. These efforts included problem identification, prioritization of issues, and continuous service improvement. Despite its achievements, the program still faces challenges. Limited human resources and budget constraints hinder full implementation. Although officers have received specialized training, their numbers are insufficient to meet the growing demand. Financial limitations also affect investments in technology and infrastructure. Nevertheless, LAPOR PAK 129 has ensured inclusivity and accessibility by offering multi-platform reporting options, such as a 24-hour hotline and digital platforms. The program's impact is assessed using performance indicators such as the number of reports, resolution rates, and public satisfaction levels. These metrics help measure effectiveness and guide service refinement. Recommendations to improve the program include expanding public outreach, increasing trained personnel, and enhancing monitoring through tools like the Community Satisfaction Survey. These steps are expected to strengthen LAPOR PAK 129's role in protecting women and children and improving public trust.

Limitations

Limitations of this study include reliance on secondary data, such as government documents and reports, without incorporating primary data or testimonies from service users. This limits insights into the user experience. Additionally, the analysis focuses on provincial-level implementation, excluding local variations that could affect program performance. Long-term impacts (such as sustained recovery, reduced re-victimization, and shifts in public behavior) were also not evaluated.

Suggestions

Suggestions for future work include conducting qualitative research, such as interviews and focus group discussions, to gain a deeper understanding. Strengthening human resources is essential, especially by recruiting clinical psychologists, legal advisors, and social workers. Continuous training and supervision should be standardized across districts. Integrating digital information systems (e.g., SIMFONI, LAPOR PAK 129, and others) would improve coordination and data management. Long-term impact evaluations should also be prioritized to measure recovery and systemic change. Lastly, comprehensive public awareness campaigns involving community leaders and educators are key to fostering a culture of zero tolerance toward violence and empowering victims to speak out.

Conflict of Interest

The authors declare that there is no conflict of interest.

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