



Implementation of the Integrated Service Concept in Strengthening Child Protection Policy in Banda Aceh City

Muazzinah Muazzinah, Cut Zamharira, Zakki Fuad Khalil, Khalida Ulfa, Putri Marzaniar, Fathurrahman Al-Ayubi, Heri Maulana

Department of Public Administration, UIN Ar-Raniry, Banda Aceh, Provinsi Aceh, 23111, Indonesia

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Received: January 26, 2026 Revised: June 3, 2026 Accepted: July 07, 2026 Available online: July 23, 2026	This study aims to analyze the implementation of integrated service mechanisms in strengthening child protection policies in Banda Aceh City and to identify the main challenges affecting policy effectiveness. Child protection remains a critical public policy issue in Indonesia, particularly in Banda Aceh where cases of violence against children continue to attract public concern. This research employs a qualitative design using a phenomenological and normative approach to examine both the legal framework and the experiences of key stakeholders involved in policy implementation. Data were collected through in-depth interviews with government officials, members of the local parliament, non-governmental organizations, community leaders, and supporting institutions, complemented by document analysis. The data were analyzed using the interactive model of Miles and Huberman, including data reduction, data display, and conclusion drawing. The findings reveal a significant gap between policy design ("policy on paper") and practical implementation ("policy in action"). Three major systemic problems were identified. First, structural failure is reflected in the absence of a specific municipal regulation governing child protection. Second, resource failure is evident in the limited availability of professional personnel within the UPTD PPA. Third, coordination failure leads to institutional fragmentation and weak inter-agency collaboration. Consequently, integrated child protection services remain largely symbolic and have not yet achieved optimal effectiveness.
KEYWORDS	
Policy Implementation; Integrated Services; Child Protection; Network Governance; Banda Aceh City.	
CORRESPONDENCE	
Name: Muazzinah Email: muazzinah@ar-raniry.ac.id	

INTRODUCTION

Child protection remains a critical issue in many countries, particularly in developing nations where social, economic, and institutional challenges often hinder effective policy implementation. International organizations such as UNICEF emphasize that violence, exploitation, and neglect continue to affect millions of children worldwide. These challenges require comprehensive protection systems that integrate legal, social, psychological, and health services. Effective child protection policies therefore rely not only on regulatory frameworks but also on strong coordination among institutions and stakeholders involved in service delivery.

From a policy implementation perspective, the effectiveness of child protection policy depends on the extent to which policy objectives are translated into operational actions, supported by adequate resources, institutional commitment, and inter-organizational coordination. In this context, child protection is not merely a legal issue but also a governance issue, because its implementation requires the involvement of multiple actors across government institutions, service providers, law enforcement agencies, and community-based organizations.

In Indonesia, child protection has become a significant public policy concern. Various studies indicate that cases of violence against children physical, sexual, and psychological continue to occur and attract public attention (Muslim Zainuddin et al., 2024; Fitriliana et al., 2022). In addition to violence, children frequently experience exploitation in the form of child labor, early marriage, and trafficking. These problems are often associated with complex social, economic, and cultural conditions. Poverty, limited access to education, and social norms that remain

permissive toward violence against children are among the major contributing factors (Mahmuddin & Mansari, 2022).

The impact of violence and exploitation extends beyond the individual child and poses broader challenges for social and national development. Children who experience violence often suffer long-term psychological trauma, learning difficulties, and increased vulnerability to deviant behavior later in life (Rohayati & Kartini, 2019). These conditions hinder their ability to develop into productive and capable members of society (Junaidi & Khoiruman, 2023). At the local level, the situation is particularly concerning in Banda Aceh City. Data from the regional Office of Women's Empowerment and Child Protection indicate that Banda Aceh recorded the highest number of child-related violence cases in the province between 2022 and 2024, with a total of 162 reported cases.

This local context is important because Banda Aceh operates within a distinctive governance environment shaped by national child protection policies, regional Qanun, Islamic values, and local institutional arrangements. Therefore, examining Banda Aceh provides an opportunity to understand how national and regional child protection policies are interpreted and implemented within a specific local governance setting.

To address these issues, the Indonesian government has introduced various policies and legal frameworks aimed at strengthening child protection. These include Law Number 35 of 2014 concerning Child Protection, Regulation of the Minister of Women's Empowerment and Child Protection Number 2 of 2022 concerning Service Standards for the Protection of Women and Children, Qanun Aceh Number 9 of 2019 on the Handling of Violence against Women and Children, and Qanun Aceh Number 11 of 2008 concerning Child Protection. These regulations reflect

the commitment of national and regional governments to ensure the protection and fulfillment of children's rights. In Aceh, these policies are further contextualized through regional regulations (Qanun) that incorporate local cultural values and Islamic principles.

One of the key policy approaches promoted by the government is the implementation of integrated child protection services. The integrated service concept aims to provide comprehensive assistance to victims of violence through coordinated efforts among multiple institutions, including government agencies, health providers, law enforcement, and community organizations. Through such coordination, victims are expected to receive holistic services, including medical treatment, psychological support, legal assistance, and social rehabilitation (Indonesia, 2021).

Previous studies have examined the role of integrated services in supporting child protection systems. Research indicates that integrated service mechanisms are designed to address various aspects of victim recovery, including legal case handling, physical and mental health recovery, and social support (Agustina et al., 2022; Sugeng Cahyono et al., 2023). Other studies emphasize that integrated services not only respond to existing cases but also contribute to preventive efforts and family empowerment in protecting children (Rohmah, 2021). However, despite these policy initiatives, the effectiveness of integrated service implementation often varies across regions due to institutional, resource, and coordination challenges.

These findings indicate that the existence of regulations and integrated service mechanisms does not automatically guarantee effective implementation. A critical issue that remains insufficiently explored is how coordination among actors actually works in practice, how service procedures are implemented at the local level, and how institutional barriers affect the ability of integrated services to respond to child protection cases.

Although previous research has explored child protection policies and integrated services in Indonesia, most studies primarily focus on statistical trends or institutional performance. Limited attention has been given to understanding how integrated child protection services are implemented at the local level and how interactions among policy actors influence service delivery outcomes. In particular, there remains a lack of research examining the gap between policy design and policy implementation within the context of local governance structures.

Thus, the research gap addressed in this study lies in the limited understanding of integrated child protection services as a process of policy implementation and networked governance at the local level. Rather than merely assessing the number of cases or describing institutional functions, this study focuses on how policy actors coordinate, interpret regulations, and deliver integrated services within the specific governance context of Banda Aceh City.

Addressing this gap is important because policy implementation often determines whether regulatory frameworks translate into effective services for victims. In the case of Banda Aceh, the increasing number of reported child violence cases raises questions about the effectiveness of existing child protection mechanisms and the functioning of integrated service systems. Therefore, the transition from regulatory commitment to practical service delivery becomes a central analytical concern in this study.

This study therefore aims to analyze the implementation of integrated child protection services in Banda Aceh City and to identify the institutional and governance factors influencing their effectiveness. By examining the interaction among government agencies, service providers, and community actors, this research seeks to provide a deeper understanding of how integrated services operate in practice.

The novelty of this research lies in the integration of phenomenological and normative perspectives in examining child protection policy implementation. While previous studies mainly focus on quantitative case trends or institutional capacity, this study explores both the subjective experiences of stakeholders involved in child protection services and the alignment between service practices and existing regulatory frameworks. Through this approach, the research contributes to a more comprehensive understanding of policy implementation gaps and provides insights for strengthening integrated child protection systems in Indonesia.

In addition, the novelty of this study is reflected in its attempt to connect policy implementation, network governance, and integrated service delivery within a single analytical framework. This study offers both theoretical and practical contributions by explaining how local governance dynamics shape the effectiveness of child protection services and by providing policy insights for improving coordination, service integration, and institutional responsiveness in the protection of children.

METHOD

This study employs a qualitative research approach combining phenomenological and normative perspectives to analyze the implementation of integrated services in strengthening child protection policies in Banda Aceh City. The phenomenological approach was selected to capture the experiences and perspectives of stakeholders involved in child protection services, while the normative approach was used to examine the alignment between policy implementation and the existing legal and regulatory frameworks. This combination allows the study to explore both the practical dynamics of policy implementation and the institutional context that shapes service delivery. The integration of phenomenological and normative perspectives allows this study to examine both the lived experiences of stakeholders and the alignment of service practices with existing child protection regulations.

The research uses both primary and secondary data sources. Primary data were obtained through in-depth interviews with key stakeholders involved in the implementation and supervision of child protection policies. These include officials from the local government, members of the Banda Aceh City Council (DPRK), representatives of civil society organizations, academics, and community leaders. Informants were selected using purposive sampling based on their level of involvement and expertise in child protection issues. A total of 10 informants were involved in this study, representing local government, legislative actors, civil society organizations, academics, and community leaders. The informants were selected based on their direct involvement, institutional role, and knowledge of integrated child protection services in Banda Aceh City. Secondary data were collected through document analysis, including legislation, government reports, institutional publications, academic literature, and statistical data from relevant agencies.

Banda Aceh City was selected as the research location due to its social and institutional context. The city has experienced

complex social dynamics, including the impacts of past conflict and natural disasters, which influence child vulnerability and the implementation of child protection policies. Banda Aceh was also selected because it provides a relevant local governance context for examining the gap between child protection policy design and its implementation in integrated service delivery.

Data collection was conducted through document review and structured interviews. The interviews were conducted using an interview guide covering policy implementation, institutional coordination, service procedures, challenges, and perceptions of effectiveness. The interview data were recorded when permitted, documented through field notes, transcribed, and analyzed thematically. To ensure data validity, the study applied source triangulation by comparing information obtained from interviews with official documents and institutional reports.

Data analysis followed the interactive model developed by Matthew B. Miles and A. Michael Huberman, which consists of three stages: data reduction, data display, and conclusion drawing. Data reduction involved selecting and categorizing relevant information based on the research objectives. Data display was organized thematically to facilitate interpretation of relationships among actors, institutions, and policy processes. Finally, conclusions were drawn through an iterative process to identify patterns and conceptual relationships within the findings. The phenomenological perspective was used to interpret stakeholders' experiences, while the normative perspective was used to assess the conformity of service practices with relevant laws and service standards. The results of this analysis form the basis for developing conclusions and policy recommendations aimed at strengthening integrated child protection services in Banda Aceh City.

To strengthen trustworthiness, credibility was ensured through source triangulation, dependability through systematic documentation of the research process, and confirmability by grounding the findings in interview data and official documents.

RESULTS AND DISCUSSION

Mechanism for Implementing Integrated Services in Child Protection Policy in Banda Aceh City

The findings of this study indicate that the implementation of integrated child protection services in Banda Aceh City is carried out through a coordinated mechanism involving multiple institutions and stakeholders. Based on interviews with key informants, including officials from UPTD-PPA and related agencies, the service mechanism emphasizes cross-sector collaboration, comprehensive victim assistance, and preventive approaches through community engagement. This mechanism reflects the local government's effort to ensure that cases of violence against children are addressed systematically and in accordance with existing legal frameworks. This finding indicates that the main issue in Banda Aceh is not the absence of an integrated service mechanism, but the gap between formal institutional arrangements and their operational effectiveness in responding to child protection cases.

The mechanism for implementing integrated services within child protection policy in Banda Aceh City is designed as a comprehensive effort to ensure that children's rights are optimally protected through a cross-sectoral collaborative approach. The implementation of these services refers to Qanun Aceh Number 9 of 2019 concerning the Administration of Handling Violence against Women and Children.

The increasing number of violence cases against children in Banda Aceh indicates a serious gap between child protection needs and the capacity of available services. Reports from the Aceh Office of Women's Empowerment and Child Protection reveal that the number of child violence cases from 2020 to 2024 shows an alarming trend. The following presents the details of the number of violence cases against children:

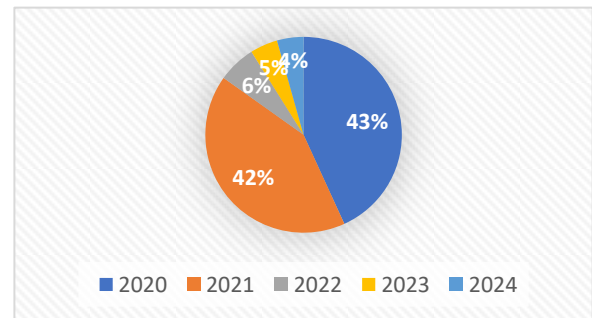


Figure 1: Number of Cases of Violence Against Children in Banda Aceh City.

Source: Processed by the Researcher Based on DPPPA Reports.

Based on the data above, the number of cases of violence against children from 2020 to 2024 shows fluctuations. In 2020, the figure reached 485 cases, declining to 468 cases in 2021. In 2022, the number dropped significantly to 70 cases, followed by a further decrease to 51 cases in 2023, and ultimately 49 cases in 2024. The apparent decline in official child violence statistics in Banda Aceh contrasts with the intense media coverage of violence cases, particularly sexual violence. This contradiction raises a critical question: have cases genuinely decreased, or are there serious issues related to reporting and recording mechanisms?

From the perspective of network governance, the tendency of some institutions to handle cases internally creates institutional silos and weakens the principle of integrated services. Instead of strengthening coordination, this practice may reduce transparency, limit victim access to external support, and weaken inter-agency accountability.

These findings suggest that the decline in reported cases does not necessarily indicate a real reduction in the incidence of violence against children. Instead, it may reflect limitations in reporting mechanisms and persistent socio-cultural barriers that discourage victims and families from reporting incidents. Similar patterns have been identified in previous studies, which highlight that underreporting is a common issue in child protection systems due to stigma, fear, and unequal power relations between victims and perpetrators (Noviana, 2015; Arsawati et al., 2020).

Interview results indicate that awareness and willingness to report sexual violence are strongly influenced by power relations, fear, and social stigma. Many cases involve perpetrators with higher authority within families, educational institutions, or communities, causing victims, especially children, to hesitate to report due to threats, pressure, or distrust in the legal process. In Aceh, religious and customary norms often frame sexual violence as a family disgrace, encouraging silence to protect family reputation. Interviews with the head of the UPTD also show that although Regulation No. 30 of 2021 was designed to strengthen victim protection in higher education, its implementation may limit comprehensive case handling when universities manage cases internally through Satgas PPKS without involving UPTD PPA or other external institutions. Ideally, Satgas PPKS should function as a frontline mechanism for prevention and early

detection, while still collaborating with UPTD PPA, police, psychological services, and social institutions to ensure transparency, justice, and victim recovery.

The data and phenomena described above demonstrate that implementing comprehensive child protection services is not merely an obligation but a fundamental instrument for breaking the cycle of violence. Comprehensive services encompass prevention, early detection, intervention, and rehabilitation. Without a holistic approach, victims are treated only partially for example, receiving legal or medical assistance while psychosocial aspects and social reintegration are often neglected (Marzaniar & Subarsono, 2023; Maya Shilfa & Dame Panjaitan, 2023; Nurmala et al., 2021; Putra & Stiadi, 2023). This situation may result in prolonged trauma and increase the risk of revictimization (Akbar, 2023; Arsawati et al., 2020; Marzaniar & Subarsono, 2023).

Cross-sector collaboration among UPTD PPA, the police, educational institutions, health services, and civil society organizations (NGOs working in child and women's issues) forms the core of effective child protection services (Andriyanto & Purnaweni, 2017; Marzaniar & Subarsono, 2023; Yusefri et al., 2024). The findings of this study indicate that cross-sector collaboration among UPTD-PPA, the police, educational institutions, health services, and civil society organizations forms the core of effective child protection services in Banda Aceh. This collaborative approach allows institutions to address the complex needs of child victims, ranging from legal protection to psychological recovery. Previous studies also emphasize that integrated service systems are more effective when supported by strong inter-agency coordination and collaborative governance mechanisms (Andriyanto & Purnaweni, 2017; Marzaniar & Subarsono, 2023; Yusefri et al., 2024).

The implementation of integrated child protection services in Banda Aceh is carried out through a structured and cross-sectoral mechanism involving reporting, assessment, intervention, rehabilitation, and reintegration. The city government, through DP3AP2KB, acts as the main coordinator, while UPTD-PPA serves as the central service unit that integrates psychological, legal, medical, and social assistance.

This mechanism is supported by institutions such as the police, prosecutor's office, health office, education office, social service agencies, NGOs, community organizations, traditional leaders, and religious leaders. In addition to responding to cases, the integrated service system also emphasizes prevention through public outreach, education on children's rights, child-friendly parenting training, and child-friendly village programs.

Field findings show that inter-agency coordination in Banda Aceh is relatively effective, but several challenges remain, particularly budget limitations, shortages of professional human resources, and delays in case handling that may affect rehabilitation outcomes. Cultural factors and social stigma also continue to discourage victims and families from reporting cases, especially when violence involves unequal power relations.

Child protection services in Banda Aceh must be strengthened through sustainable, inclusive, and locally adaptive strategies, including communication approaches based on local wisdom. However, policy implementation still faces a structural dilemma due to the absence of a specific city-level Qanun on child protection, which forces the local government to rely on provincial and national regulations. This condition may reduce policy sensitivity to local socio-cultural contexts. Therefore, the DPRK plays a strategic role through legislation, budgeting, and

oversight, particularly in strengthening local regulations and evaluating the performance of UPTD PPA.

The city government has developed One Stop Service strategies and service digitalization to improve access, transparency, accountability, and cross-sector coordination. Nevertheless, limited operational budgets remain a major constraint, making it necessary for digitalization to function as a tool for accelerating services rather than merely an administrative complement.

Community participation through planning forums and NGO partnerships also strengthens policy legitimacy, provided that public aspirations genuinely influence policymaking. Strategic priorities include regulatory strengthening, provision of safe houses, personnel capacity building, public education, and concrete budget commitments, as child protection re

Overall, the findings demonstrate that the mechanism for implementing integrated child protection services in Banda Aceh has been institutionally established through regulatory frameworks, organizational structures, and collaborative networks. However, its effectiveness is still influenced by structural challenges such as limited resources, coordination gaps, and socio-cultural barriers that affect reporting behavior. These conditions indicate that strengthening institutional capacity and inter-agency coordination remains essential for ensuring more effective and sustainable child protection services.

1. Case Handling Process Flow at UPTD-PPA

Interview findings indicate that the report intake process at the UPTD-PPA of Banda Aceh City is conducted through various channels, ranging from direct reports by families or victims, referrals from the police, educational institutions, and health services, to online reporting and social media.

Table 1. Case Handling Process for Violence Against Children at UPTD-PPA Banda Aceh.

Stage	Main Activities	Responsible Institution
Reporting	Case reported by victims, families, community members, police, schools, or through online platforms	Community, Police, UPTD-PPA
Initial Assessment	Identification of victim's physical, psychological, and social conditions	UPTD-PPA service team
Intervention	Provision of medical services, psychological counseling, and legal assistance	UPTD-PPA, Health Office, Police
Rehabilitation	Trauma recovery, psychosocial counseling, and social support	Psychologists, NGOs

Reintegration / Referral	Victim	Social
	returned to family environment or referred to safe house or rehabilitation center	Services, UPTD- PPA

Based on field findings, the process of handling cases of violence against children at UPTD-PPA Banda Aceh follows several structured stages, as summarized in Table 1. Service officers emphasize that this mechanism is crucial for accelerating responses to cases of violence against children. However, obstacles remain, including delayed reporting because victims or families still feel afraid or ashamed to disclose cases.

The study shows that UPTD-PPA Banda Aceh has established a relatively open and accessible reporting system. Reports can be submitted directly by victims or families, through referrals from the police, schools, and health facilities, as well as through digital channels such as hotlines, social media, and the official website. These various reporting channels are intended to reduce barriers related to distance and limited information. However, field findings indicate that reluctance to report remains a significant challenge due to shame, social pressure, fear of stigma, and unequal power relations. This suggests that although the formal reporting system is available, cultural and psychological factors continue to influence the effectiveness of case intake.

After a report is received, officers conduct an initial assessment to identify the victim's physical, psychological, social, and legal conditions. This assessment is carried out by a service team consisting of social workers, psychologists, legal personnel, Case Managers, and PPA Assistants using principles of confidentiality and child-friendly approaches. The assessment results become the basis for preparing an intervention plan according to the victim's needs. Nevertheless, the limited number of professional personnel, particularly psychologists, often creates heavy workloads and may prolong the assessment process, which can delay follow-up services.

The intervention stage includes psychological counseling, legal assistance, health service facilitation, mediation, social rehabilitation, temporary shelter, and referrals to relevant institutions when necessary. Psychological services are provided to support trauma recovery through continuous and child-friendly counseling. Legal services are implemented in cooperation with the police and prosecutors, with UPTD-PPA acting as a liaison between victims and law enforcement institutions.

However, the effectiveness of these services is sometimes constrained by limited family cooperation, low legal awareness among families, and the responsiveness of external referral institutions. In cases where the victim's environment is considered safe, the child may return to the family under periodic monitoring. Conversely, when the environment remains risky, the victim is referred to a safe house, rehabilitation center, or other competent institution. Although the referral mechanism generally functions through established institutional networks, limited safe house capacity remains a serious obstacle.

The service delivery process is then monitored to evaluate the effectiveness of interventions and ensure that assistance is aligned with the victim's needs. Based on monitoring results, the case may be terminated when assistance objectives have been

achieved or referred for further services beyond the authority of UPTD-PPA. Overall, the success of intervention is reflected in three main indicators: safety, meaning the victim is free from threats and danger; permanency, meaning sustainable recovery and protection; and well-being, meaning the victim can resume optimal social functioning.

However, the implementation of these stages depends heavily on the quality of human resources, communication skills, and coordination among actors. Since case handling involves multiple parties, including the Head of UPTD, Case Managers, implementers, mediators, referral institutions, and victim companions, confidentiality and identity protection must be strictly maintained. Therefore, regular training, supervision, and stronger coordination mechanisms are needed to prevent confidentiality breaches and improve the quality and sensitivity of services provided to victims.

2. Roles and Coordination Among Stakeholders

In policy studies, policy network actors refer to entities whether individuals, interest groups, or formal organizations (public or private) that are strategically involved in the stages of policy formulation and implementation (Partelow & Nelson, 2020; Zubaidah et al., 2023). The roles of these actors are critical and transformative, as they are the subjects who formulate, articulate interests, and translate policy objectives into concrete actions. The Banda Aceh City Government, through the Office of Women's Empowerment and Child Protection (DP3A), serves as the primary implementer of integrated services. It is responsible for providing facilities, companion personnel, and the operational budget for UPTD-PPA. The research confirms that the local government has demonstrated considerable commitment, one example being support through Aceh Qanun that strengthen child protection. However, classic constraints such as limited human resources and budget remain important issues.

The Banda Aceh City Council (DPRK) plays a strategic role in strengthening integrated child protection services through its legislative, budgeting, and oversight functions. Field findings indicate that DPRK provides political support to ensure that child protection remains a regional policy priority, particularly by encouraging budget allocation, monitoring the performance of UPTD-PPA, and promoting the development of more responsive local regulations. This role is important because the effectiveness of child protection services depends not only on technical implementation but also on political commitment and institutional support.

Non-governmental organizations also contribute significantly to the child protection network through advocacy, emergency assistance, counseling, legal aid, and victim accompaniment. One important actor is Yayasan Pulih, which functions as both a catalyst and facilitator. As a catalyst, Yayasan Pulih helps accelerate the response of formal institutions without replacing their authority, particularly by facilitating victims' access to police, health services, and psychological support. As a facilitator, it provides trauma recovery, psychosocial counseling, and victim-centered advocacy, which are often difficult for state institutions to deliver quickly and sensitively. Its independent position also allows it to act as a community-based monitor and counterbalance within the policy network. However, coordination between government agencies and NGOs still needs to be strengthened, as the absence of shared standard procedures may lead to service duplication or fragmented case handling.

Religious, customary, and community leaders also play an important role in shaping public attitudes toward child protection. In Aceh, the involvement of ulama is particularly influential because of the high level of public trust in religious authority. The Aceh Ulama Consultative Council (MPU) contributes through moral and normative guidance, including fatwas and religious campaigns that can encourage families to report violence and reject practices that harm children. Although MPU fatwas are not formal positive law, they function as non-statutory norms that shape social awareness and strengthen public acceptance of child protection policies. Nevertheless, MPU's role must remain oriented toward the fulfillment of children's rights and should avoid narratives that place moral blame on victims.

The Aceh Customary Council (MAA) contributes mainly through social mediation and restorative approaches at the community level. Customary mechanisms can help resolve family or community conflicts more quickly, restore social relations, and support victims' reintegration. However, customary mediation must be applied carefully to ensure that the best interests of the child remain the main priority. In cases involving serious violence, formal legal mechanisms should not be replaced by informal settlement. Therefore, the role of MAA is most appropriate as a supporting mechanism for social recovery and community reintegration, while law enforcement remains central in cases requiring criminal accountability.

Overall, the child protection policy network in Banda Aceh involves multiple actors with complementary roles: DPRK provides political and budgetary support; UPTD-PPA coordinates formal services; NGOs such as Yayasan Pulih strengthen psychosocial recovery and advocacy; while MPU, MAA, and community leaders help build social legitimacy and encourage reporting. However, the effectiveness of this network depends on clear coordination mechanisms, shared service standards, protection of victims' rights, and the ability of all actors to place the best interests of the child above institutional, cultural, or reputational considerations.

A central finding of this study is the existence of a significant paradox in the implementation mechanism of child protection in Banda Aceh. Official UPTD-PPA data show a declining trend in reported cases from 2020 to 2024. However, qualitative findings and widespread media coverage indicate that violence particularly sexual violence remains prevalent. This gap between formal data and social reality confirms previous literature (Noviana, 2015), which identified social stigma as a major barrier to reporting. The present study reinforces this, showing that sexual violence is viewed as a "family disgrace" within Aceh's socio-religious context, leading families to remain silent.

Beyond stigma, power relations also hinder implementation. Victims are reluctant to report because perpetrators often hold dominant positions (in families, educational institutions, or communities), creating fear of threats or injustice. This obstacle is compounded by new institutional silos. The existence of Ministerial Regulation No. 30 of 2021 on Sexual Violence Prevention and Handling in Higher Education has been misinterpreted by some universities. Instead of collaborating with UPTD-PPA, campus task forces tend to handle cases internally and discreetly, prioritizing institutional reputation over victim recovery. This phenomenon undermines the concept of integrated services and ignores New Public Service principles that place citizens (victims) at the center.

From a Top-Down perspective, these findings indicate implementation failure. Models by George C. Edwards III and Van Meter & Van Horn stress the importance of clear standards, resources, and communication. In Banda Aceh, weaknesses exist in all three aspects. First, there is a regulatory vacuum at the city level, as Banda Aceh lacks a specific child protection Qanun. This structural gap forces implementers to rely on general provincial and national regulations, limiting responsiveness to local dynamics.

Second, and most critically, is the resource variable. The study clearly shows that UPTD-PPA Banda Aceh faces a human resource crisis. Many experienced staff have been transferred elsewhere without adequate replacements. Integrated service success depends on professional personnel such as psychologists, case managers, and assistants. Without sufficient human resources, comprehensive service mechanisms lose effectiveness, supporting Edwards' thesis that failure in one factor can undermine the entire implementation process (Kogoya et al., 2024).

From a Bottom-Up perspective, this HR crisis directly affects Street-Level Bureaucrats (Lipsky, 1980). UPTD-PPA staff, police, and NGO assistants operate on the front lines. Faced with high case demands and limited resources, they develop coping mechanisms. The study indicates that ideal SOP flows become slower in practice, with bureaucratic delays, especially in cases considered "medium/low risk."

Conceptually, however, UPTD-PPA Banda Aceh's service mechanism is well designed. Service flows and CEKATAN SOP adopt modern public service principles. The mechanism reflects Integrated Service Delivery (ISD) with multidimensional, holistic services, and multi-channel reporting integrated through SIMFONI PPA, showing adaptation to Digital Era Governance.

Yet, implementation of this ideal concept clashes with field realities. Consistent with previous literature (Mauliddiyah, 2021; Fahririn, 2023), the main obstacles are poor coordination and role overlap. Campus task forces operating independently and multiple "safe houses" managed by different institutions without adequate dedicated staff illustrate weak coordination and resource fragmentation.

Using Matland's (1995) synthesis model, implementation in Banda Aceh risks becoming symbolic implementation where policy conflict and ambiguity are high. Despite clear SOPs, the absence of a city Qanun and inter-agency fragmentation create practical ambiguity, causing integrated services to exist symbolically but fail to deliver rapid, equitable impact.

Another key finding is reliance on non-government actors. NGOs like Yayasan Pulih play crucial roles, particularly in long-term psychological services that UPTD-PPA cannot provide due to HR limitations. This reflects a governance network model, with NGOs acting as facilitators and dynamizers. However, asymmetry arises as NGOs bear service burdens (e.g., safe houses) that should be state responsibilities.

Overall, the study shows a serious gap between "policy on paper" and "policy in action" in Banda Aceh's integrated service implementation. The failure is systemic, driven by three main factors: (1) structural failure due to absence of a city-level Qanun; (2) coordination failure creating silos and fragmentation; and (3) critical resource failure, particularly HR deficits in UPTD-PPA. Without addressing these fundamental issues, the ideal integrated service mechanism will continue to fail in delivering Fast, Comprehensive, Accurate, and Integrated (CEKATAN) protection for children in Banda Aceh.

Implementation Strategies to Strengthen Child Protection Policy in Banda Aceh City

Implementation strategies to strengthen child protection policy in Banda Aceh City are directed toward institutional strengthening, cross-sector coordination, and improving the capacity of involved human resources. The city government, through DP3AP2KB, acts as the primary driving force by ensuring that service units such as the Integrated Child Protection Service (LTSA) and P2TP2A function optimally. These efforts are carried out by reinforcing local regulations, clarifying inter-agency working mechanisms, and providing adequate resources in terms of budget and professional personnel.

Another key strategy is promoting multisector collaboration involving government agencies, law enforcement officers, educational and health institutions, civil society organizations, as well as traditional and religious leaders. Through this collaboration, child protection becomes not solely a government responsibility but a collective social movement. The success of this strategy is reflected in the existence of child protection networks at the gampong (village) level that facilitate reporting, prevention, and case assistance in a rapid and effective manner.

Community and family empowerment is also a major focus. The government implements educational programs, socialization activities, and training on child-friendly parenting, violence prevention, and understanding children's rights. The involvement of families and local communities is crucial, as they are the frontline actors in early detection of potential violence or rights violations.

Another strategy involves developing technology-based service systems to facilitate reporting, monitoring, and data collection on child protection cases. Digital innovation enables services to become faster, more transparent, and integrated across institutions. With such systems, the public can report cases more easily, and the government can monitor case developments in real time.

Finally, the implementation strategy is reinforced through monitoring, evaluation, and continuous capacity building. Routine evaluations are conducted to assess policy effectiveness, identify constraints, and formulate improvements. At the same time, enhancing the competence of officers, assistants, and professionals is prioritized to ensure that services meet holistic and sustainable child protection standards.

1. **Strategy for Strengthening Inter-Agency Coordination** Findings show that coordination among UPTD-PPA, the police, the health sector, and NGOs is key to the success of integrated services. Strengthening efforts are carried out through regular forums and inter-agency MoUs. Nevertheless, challenges remain, including ineffective communication in handling cross-institutional cases.
2. **Strategy for Increasing Community Participation** The government and NGOs encourage community participation through outreach, legal education, and child protection campaigns. Communities are invited to act as reporting agents and violence prevention actors. Interview results confirm that legal awareness is increasing, although social stigma still causes victims and families to hesitate in reporting.

Analysis of Challenges in Implementing Integrated Child Protection Services in Banda Aceh City

There are both supporting and inhibiting factors in the implementation of integrated child services in Banda Aceh. The presence of regional regulations (Aceh Qanun on child protection), political support from DPRK, and active NGO involvement are key factors strengthening policy implementation. Growing community awareness is also a positive aspect.

The implementation of integrated child protection services in Banda Aceh continues to face structural, institutional, and socio-cultural challenges. Although formal service mechanisms have been established, their effectiveness is constrained by limited human resources, budget limitations, overlapping institutional roles, and persistent social stigma that discourages victims and families from reporting cases. These challenges indicate that integrated services cannot rely solely on procedural mechanisms, but require stronger regulatory support, adequate resource allocation, clearer institutional coordination, and broader community participation.

A major challenge lies in the complexity of actor networks. In practice, UPTD-PPA still depends heavily on NGOs such as Yayasan Pulih, Flower Aceh, and legal aid organizations, particularly in providing trauma recovery, counseling, legal assistance, and victim accompaniment. This dependence reflects the limited internal capacity of UPTD-PPA, especially in providing long-term psychological services. At the same time, unclear role boundaries between government agencies, such as DP3AP2KB and the Social Service, and non-governmental actors may create service duplication, fragmented case management, and inefficiency. Although the government is expected to function as regulator and coordinator, NGOs often assume broader roles as facilitators, dynamizers, and direct service providers.

Operational constraints are also evident in safe house management. Although several safe houses are available, they are not yet supported by adequate dedicated personnel and standardized management systems. As a result, NGO personnel are often required to supervise and assist victims after referral. This condition shows that post-referral infrastructure remains weak and places a disproportionate burden on non-state actors. Similar challenges also affect legal processes, as victim testimonies may become inconsistent due to social pressure, fear, and unresolved psychological trauma. This demonstrates the close relationship between psychological recovery and the effectiveness of law enforcement.

Socio-cultural factors further complicate child protection efforts. Strong cultural norms that limit children's bodily autonomy, combined with the lack of early education on gender, sexuality, and personal safety, increase children's vulnerability to violence and exploitation. Emerging digital risks also create new forms of vulnerability, including peer-based exploitation and risky communication among minors through online platforms. These developments indicate that government strategies remain more reactive than preventive. Therefore, continuous awareness campaigns in schools, families, and communities are essential to strengthen protective environments and improve early detection.

From a governance perspective, the strategy for integrated child protection services reflects a shift from hierarchical bureaucracy toward network governance. DP3AP2KB's coordinating role is strengthened through multisector collaboration involving law enforcement institutions, education

and health sectors, NGOs, and religious and customary leaders. However, while coordination through forums and MoUs appears formally established, implementation still faces overlapping roles, unclear authority boundaries, and weak communication among actors. Political support from DPRK has also been acknowledged, but it has not been fully translated into sufficient budget commitments and human resource provision.

Overall, these findings show that the main weakness of integrated child protection services in Banda Aceh lies in resource capacity, institutional coordination, and preventive strategy. Public participation has contributed positively to increasing awareness and reporting, in line with the New Public Service paradigm. However, social stigma, limited sexual literacy, weak safe house infrastructure, and dependence on NGOs remain serious barriers. As emphasized by Yayasan Pulih, all actors need to conduct continuous self-evaluation and avoid mutual blame. The focus should be directed toward collaborative system improvement, victim-centered services, and the fulfillment of the best interests of the child.

CONCLUSION

Based on the analysis and discussion of the implementation of the integrated service concept in strengthening child protection policy in Banda Aceh City, two major conclusions can be drawn. First, the mechanism for implementing integrated child protection services in Banda Aceh is conceptually well designed. The service system adopts the principles of Integrated Service Delivery (ISD), supported by comprehensive service procedures and the CEKATAN SOP framework, which aim to ensure fast, comprehensive, accurate, and integrated protection for child victims. However, the study reveals a significant gap between policy design and practical implementation. This gap is driven by three main systemic problems: structural failure, resource failure, and coordination failure. Structural failure arises from the absence of a specific city-level Qanun on child protection, which limits the responsiveness of policies to local conditions. Resource failure is reflected in the critical shortage of professional personnel within UPTD-PPA, particularly psychologists and case managers, which reduces the effectiveness of service delivery. Meanwhile, coordination failure is evident in the emergence of institutional silos and fragmented service infrastructure, such as the independent handling of cases by campus task forces and the limited supervision of safe houses. These institutional weaknesses are further reinforced by socio-cultural barriers, including social stigma and unequal power relations, which discourage victims and families from reporting cases of violence.

Second, the strategy for strengthening child protection policy in Banda Aceh has adopted a network governance approach that emphasizes multisector collaboration among government institutions, law enforcement agencies, non-governmental organizations, and community leaders. While this collaborative framework provides a foundation for integrated services, the study finds that its implementation remains fragile and imbalanced. In practice, the effectiveness of the system heavily relies on the compensatory role of non-government actors, particularly NGOs such as Yayasan Pulih, which frequently assume responsibilities that should be carried out by the state, including long-term psychological services and the supervision of safe houses.

This condition reflects broader systemic weaknesses in resource provision and institutional capacity within government

agencies. Furthermore, coordination mechanisms through formal agreements and routine forums tend to be procedural rather than substantive, while political support from the city council (DPRK) has not yet been fully translated into adequate budget allocations and institutional strengthening for UPTD-PPA. Consequently, without significant improvements in regulatory frameworks, resource capacity, and coordination mechanisms, the integrated child protection service system in Banda Aceh risks remaining effective only at the conceptual level rather than in practical implementation.

Based on the findings of this study, the Banda Aceh City Government should strengthen the implementation of integrated child protection services by addressing existing legal, institutional, and coordination challenges. A key priority is the enactment of a specific Banda Aceh City Qanun on Child Protection to provide a stronger legal framework that reflects local socio-cultural conditions. At the same time, greater investment is needed to enhance the institutional capacity of UPTD-PPA through adequate budget allocations and the recruitment and professional development of specialized personnel, including psychologists, social workers, and case managers. Furthermore, DP3AP2KB should improve inter-agency coordination by establishing an operational collaboration mechanism, such as a joint standard operating procedure involving UPTD-PPA, the Social Service Office, law enforcement agencies, NGOs, and university-based sexual violence prevention task forces. This mechanism should clearly define institutional roles, referral pathways, and service standards to ensure more integrated and effective service delivery. Finally, the local government should establish and maintain at least one professionally managed safe house with adequate supervision and support services, thereby reducing dependence on NGOs and reinforcing the state's responsibility to provide comprehensive and sustainable protection for child victims.

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CRedit authorship contribution statement

Muazzinah: Conceptualization, Research Design, Supervision, Project Administration, Data Interpretation, Writing – Original Draft, and Writing – Review & Editing. Cut Zamharira: Conceptualization, Methodology, Investigation, Data Collection, Formal Analysis, and Writing – Original Draft. Zakki Fuad Khalil: Literature Review, Theoretical Framework Development, Legal and Policy Analysis, Data Interpretation, and Writing – Review & Editing, Data Collection, Document Analysis, Data Tabulation, Reference Checking, Proofreading, and Final Manuscript Formatting. Khalida Ulfa: Methodology, Policy Implementation Analysis, Validation, Formal Analysis, Development of the Results and Discussion Section, and Writing – Review & Editing. Putri Marzaniar: Investigation, Stakeholder Analysis, Interview Data Interpretation, Development of the Discussion Section, and Reference Management. Fathurrahman

Al-Ayubi and Heri Maulana: Data Collection, Interview Transcription, Document Compilation, Data Organization, Visualization, and Technical Manuscript Preparation.

Conflict of Interest

The authors declare that they have no known competing financial interests or personal relationships that could have appeared to influence the work reported in this paper.

Ethical Statement

The research protocol was reviewed and approved by UIN Ar-Raniry Banda Aceh, Indonesia, in accordance with established ethical standards for scientific research. All participants were fully informed of the study's objectives and procedures, and informed consent was obtained prior to participation.

Data Availability

Data available on request from the authors: The data that support the findings of this research are available from the corresponding author, upon reasonable request.

Declaration of Generative AI Use

During the preparation of this manuscript, the authors used [Quillbot and Grammarly] to improve the clarity and readability of the text. Output generated by the tool were carefully reviewed and edited by the authors, who take full responsibility for the content of this article. All substantive intellectual contributions, including conceptualization, analysis, interpretation of data, and final decisions regarding content, arguments, and conclusions, were carried out solely by the authors. The authors take full responsibility for the integrity, originality, and academic quality of this article.

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