

Analysis of Child Protection Efforts in Surabaya City thru the Family Learning Center (PUSPAGA) Program Co-Implementation Approach

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ABSTRACT

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To prevent violence against children in Indonesia, policy-based strategies must actively involve the community. This study examines how the Family Learning Center Program (PUSPAGA) in Surabaya is implemented using a co-implementation approach, as stated by Denita Cepiku (2021). Institutional arrangements, planning, communication strategies, public actor management, professional management, leadership, and accountability and performance management are the main topics of this research. The research method is a descriptive qualitative approach involving observation, in-depth interviews, and review of policy documents. Research shows that PUSPAGA Surabaya is able to integrate the government, workforce, and community in child protection efforts. However, the organization still faces problems such as a shortage of human resources and a lack of funds. This study shows that collaborative implementation methods can improve the sustainability of child protection programs if they are managed collaboratively, participatory, and focused on local needs.

INTRODUCTION

Violence against children remains a serious issue in major Indonesian cities, including Surabaya. Data from the DP3APPKB shows that reports of child abuse cases continue to emerge every year, in the form of physical, psychological, and sexual violence. This problem is not only caused by individual factors, but also by socio-economic conditions, weak family parenting, and limited access to child protection services. As a preventive measure, the Surabaya City Government inaugurated the Family Learning Center (PUSPAGA) in 2017. (Puspaningtyas, 2023) PUSPAGA is a one-stop service that provides counseling, psychoeducation, and family parenting education with the involvement of professional staff, community cadres, and religious leaders. However, the success of this program's implementation is not solely determined by the government, but also by

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As a preventive measure, the Surabaya City Government inaugurated the Family Learning Center (PUSPAGA) in 2017. PUSPAGA is a one-stop service that provides counselling, psychoeducation, and family parenting education with the involvement of professional staff, community cadres, and religious leaders. However, the success of this program's implementation is not solely determined by the government, (Prathama 2023) but also by multi-stakeholder collaboration thru a co-implementation approach.

However, scientific studies on PUSPAGA have tended to highlight program achievements or the role of a single actor, while research that deeply examines the dynamics of collaboration between actors government, professionals, and the community

within the framework of co-implementation is still very limited. On the other hand (Radjikan 2023), Surabaya, as a metropolitan city with a high rate of child violence cases, has a different socio-cultural and governance context compared to other regions, so it is necessary to understand how a collaborative approach can be implemented effectively. This research aims to fill this gap by analyzing the implementation of the PUSPAGA program in Surabaya City using a co-implementation perspective. The study focuses on institutional arrangements, planning, communication strategies, and the management of professional actors and the public in protecting children. This study is important because it can provide a theoretical contribution to the development of collaborative governance literature, as well as a practical contribution as a community-based child protection policy model that can be replicated by other local governments. The research results are expected to serve as a reference in formulating more participatory and sustainable child violence prevention strategies.

According to (Cepiku 2021.), co-implementation is a form of policy implementation that involves various actors, both governmental and non-governmental, within a collaborative framework. This concept emphasizes the importance of institutional arrangements, planning, communication strategies, public actor management, professional management, leadership, and accountability and performance in ensuring public policies are effective

LITERATURE REVIEW

Institutional Arrangement.

This aspect emphasizes the importance of a clear organizational structure, defined role division, structured coordination mechanisms, and the existence of a solid network between actors. Without clarity in institutional arrangements, policy implementation often faces obstacles such as overlapping authorities and weak cross-sectoral coordination. Therefore, well-established institutions are seen as the main foundation for achieving directed, consistent, and conflict-of-interest-anticipating implementation among actors.

Planning

Planning is positioned as the initial key to the successful implementation of policies. In the context of co-implementation, planning is not entirely top-down, but rather emphasizes the formulation of

responsive, participatory, and flexible programs. This means that the process of program agenda development must involve community aspirations, consider local needs, and adapt to existing socio-cultural dynamics. Ideal planning is planning that not only follows the directives of the central bureaucracy but is also able to absorb community initiatives and strengthen local capacity in program implementation.

Communication Strategy.

Communication in co-implementation is not merely one-way, but must prioritize the principles of two-way, transparency, and adaptability. Communication strategies can be implemented through formal channels, such as coordination meetings, official reports, and inter-agency forums, as well as informal channels, such as the use of social media, community groups, or direct communication with the public. The combination of both allows for the creation of information flow that is fast, clear, and responsive to changes. Thus, all stakeholders, both internal and external, can be on an equal footing in the decision-making process.

Management of Lay Actors

This indicator highlights the involvement of non-professional actors, such as PKK cadres, early childhood education teachers, religious figures, and community leaders who have an emotional and social connection with the community. Their role is vital because public trust is often higher in local actors than in the formal bureaucracy. Through training, motivation, socialization, and the formation of group identity, lay actors can transform into agents of change who bridge the interests of the government with the real needs of citizens.

Management of Professionals.

Beside lay actors, the presence of professional staff is an important element in ensuring service quality. This indicator covers four main aspects: capacity, motivation, opportunity, and performance. Psychologists, counselors, social workers, and family facilitators play a crucial role not only in providing counselling or technical assistance but also in ensuring ethical standards, the quality of interventions, and the sustainability of services. Good professional management will enhance the program's credibility and strengthen public trust in the services provided.

Leadership.

Leadership in co-implementation is not understood as a single authority, but rather as a collective process that emphasizes motivation, coordination, and

decision-making. Effective leaders are able to mobilize both public and professional actors to work synergistically, maintain cohesion between parties, and create space for participation in every decision-making process. The participatory leadership model is considered more relevant in the context of social services because it can embrace community aspirations while maintaining consistent policy direction.

Accountability and Performance Management.

This final aspect emphasizes that the success of policy implementation is not only measured by the quantity of activities, but also by the quality and social impact produced. Accountability is realized through information transparency, activity reports, and responsibility to the government, the public, and professional standards. Meanwhile, performance management includes structured evaluation mechanisms that measure the effectiveness, efficiency, and outcomes of programs. This ensures that policy implementation is transparent, measurable, and remains focused on tangible results.

METHOD

This research uses a descriptive qualitative approach with a case study strategy (qualitative descriptive case study). This approach was chosen because it is suitable for gaining an in-depth understanding of the dynamics of implementing the Family Learning Center (PUSPAGA) program in Surabaya City within a real social context (Yin 2018). Case studies allow researchers to explore the process of collaboration between government actors, professionals, and the community as a single, complex, and contextual phenomenon. Descriptive qualitative designs are also narrative, meaning they detail the findings so that they can provide a comprehensive picture of the co-implementation mechanisms that occur. The narrative is built upon rich and layered field data (Loeffler (2018)

A descriptive qualitative methodology is used in this study to comprehend the dynamics of the PUSPAGA program's implementation in Surabaya. This method was selected because it can accurately and contextually depict social reality in line with the study's main aim. Descriptive qualitative research, in which the researcher is the primary instrument, is used to examine the natural conditions of an object, producing data that is rich in meaning (Sugiyono, 2010). Data collection in this study was carried out

using several techniques. First, in-depth interviews were conducted with key actors, namely the Surabaya City DP3APPKB as the policy-making body, the Coordinator of PUSPAGA as the technical implementer in the field, professionals including psychologists, counselors, and social workers, as well as PUSPAGA residents and volunteers who served as program supporters. Through this interview, information was obtained regarding the strategies, mechanisms, and constraints faced in the implementation of the program.

This study employs source and method triangulation approaches to improve the validity of the data. To increase the credibility of the data gathered, triangulation is carried out by comparing the findings of observations, interviews, and official documents. Triangulation, according to Sugiyono (2019), is a strategy for assessing the validity of data by using a variety of sources, methodologies, and theories, leading to more impartial and responsible research conclusions. This is consistent with the research findings at PUSPAGA, where a thorough assessment of the co-implementation of child protection programs was made possible by consistent data from many sources.

RESULT

The research results indicate that the implementation of co-implementation at PUSPAGA Surabaya is proceeding quite well, although it still faces several challenges. This finding can be elaborated through seven key indicators according to Cepiku (2021), which are supported by empirical data and literature reviews.

Institutional Arrangement

The institutional arrangements at PUSPAGA already have a clear structure. The Surabaya City DP3APPKB serves as the policy-making body, while the PUSPAGA coordinators at the village level, along with professional staff (psychologists, counselors, social workers) and community volunteers, carry out technical activities in the field. The involvement of religious figures and PKK cadres also strengthens the program's social network. This institutional structure reduces the potential for overlapping authority, which is often a constraint in other areas. Research (Dini Istikhoma Anggraini & Anggraeny Puspaningtyas, 2023) also confirms that the clarity of organizational structure is a determining factor for the success of

child protection in Yogyakarta, while (Rahmawati 2020) shows that weak institutional capacity in Malang hinders implementation

Planning

The planning of the PUSPAGA program is participatory, as evidenced by community involvement thru citizen forums, group discussions, and input from PKK cadres. The Sinau Bareng activity was born out of the community's need for parenting education, while Ngaji Bareng was developed to strengthen religious values within families. This mechanism aligns with a bottom-up planning approach. Planning also considers resource aspects, both human resources and funding thru the Surabaya City Regional Budget. This finding aligns with (Nurul Aminah et al., n.d.), which shows that participatory planning in the Child-Friendly City program in Semarang increases the relevance of policies to community needs.

Communication Strategy

PUSPAGA uses a combination communication strategy. Formal communication is conducted thru coordination meetings, official reports, and inter-agency meetings. Meanwhile, informal communication is facilitated thru social media (WhatsApp Group, Instagram, Facebook), community forums, and direct socialization activities in the community. This strategy strengthens the effectiveness of information dissemination. However, there are still obstacles in the form of limited access to technology among low-income communities. This aligns with research (Rahadian 2021.) stating that multi-directional communication strengthens stakeholder synergy in Surabaya, while (Yudiantarti Safitri (2020).) highlights communication failure as the cause of weak implementation in West Java.

Management of Lay Actors

The role of lay actors such as PKK cadres, early childhood education teachers, and religious figures is very significant in disseminating information on parenting patterns and forming child care groups. Their closeness to the community makes the program's message more easily accepted. This finding is consistent with (Hamdali 2023) in Malang and (Maharani 2020), which state that lay actors serve as a bridge between the government and the community. However, motivational problems arise when incentives are inadequate, whether in financial form or social recognition.

Management of Professionals

Psychologists, counselors, and social workers play a key role in counselling services, case assessment, and family support. From a capacity perspective, the professional staff in Surabaya are qualified in their respective fields, although their numbers are still limited. From a motivation perspective, their dedication is high, as evidenced by their continued service despite the simple support facilities. Opportunities for capacity building thru training exist, but their frequency is still limited. Their performance can be measured by the increasing number of families using PUSPAGA services each year. This is supported by research (Handayani 2020) in Jakarta, which found that counselor competence is a key factor in the effectiveness of PUSPAGA services, as well as (Lestari 2021) in Bandung, which emphasized the importance of professional staff in the Child-Friendly City program.

Leadership

Leadership at PUSPAGA Surabaya is collective, with the village head, PUSPAGA coordinator, and DP3APPKB playing complementary roles. The village head and PUSPAGA coordinator motivate the community and volunteers, while DP3APPKB sets strategic policies. Coordination is carried out thru regular meetings, online communication, and collaborative forums. However, strategic decisions still rest primarily with DP3APPKB, while the kelurahan manages more of the technical aspects. This model aligns with the concept of participatory leadership, which according to (Dharma Wicaksana Putra 2023)) is capable of increasing community involvement, although government dominance remains a significant concern.

Accountability and Performance Management.

PUSPAGA implements accountability in three forms: routine reports to DP3APPKB (vertical accountability), community involvement in citizen forums and satisfaction surveys (horizontal accountability), and maintaining work ethics by professional staff (professional accountability). From a performance management perspective, activities are monitored periodically, annual evaluations by DP3APPKB assess the program's contribution to Child-Friendly Cities, and community feedback is collected. However, evaluation indicators are still predominantly quantitative, such as the number of participants or cases handled, rather than the quality of family behavior change. This finding is supported by (Arifin 2019), who emphasizes the importance of

layered accountability to increase public trust, as well as the criticism (Kurniawati 2020) that focusing on quantity without quality makes child protection programs in Central Java less effective.

Overall, the research findings show that PUSPAGA Surabaya has implemented co-implementation quite well thru clear institutional arrangements, participatory planning, adaptive communication strategies, empowerment of lay actors, professional management, collective leadership, and transparent accountability mechanisms. However, challenges such as a shortage of professional staff, budget limitations, and evaluation indicators that still focus on quantity need to be addressed immediately to optimize the effectiveness of child protection programs.

DISCUSSION

The research results show that the application of the co-implementation principle at PUSPAGA Surabaya is generally quite effective in child protection efforts. The application of this model is evident in the collaboration between the government (DP3APPKB of Surabaya City), professional staff (psychologists, counselors, and social workers), and community actors (PKK cadres, early childhood education teachers, and community leaders). This collaboration is key to delivering services that are relevant, affordable, and accepted by the community. (Rahadian)

Puspaga Surabaya has a relatively clear institutional structure, where coordination between actors is carried out thru monthly routine meetings and periodic reports to DP3APPKB. This coordination is important to minimize overlapping authority. Based on an interview with Mr. Nuhan Abi Pramahdi (Social Welfare Officer of Genteng Village, May 17, 2025), he emphasized that *"we always strive to maintain communication with DP3APPKB, village officials, and the community so that every program runs smoothly."* However, the constraint still lies in the public's perception that PUSPAGA is only a consultation service, not a learning center. This indicates that although the institution is already structured, there are still challenges in building a more comprehensive public understanding of the function of PUSPAGA. (Dini Istikhoma Anggraini & Anggraeny Puspaningtyas, 2023)

One of the strengths of PUSPAGA Surabaya is the involvement of residents in the planning process. The Sinau Bareng and Ngaji Bareng activities were born from the community's proposal, which was then accommodated by PUSPAGA. This finding aligns with research (Pratiwi 2020) in Semarang, which shows that participatory planning increases the effectiveness of the Child-Friendly City program. Thru mechanisms like community forums and group discussions, PUSPAGA successfully formulated programs that are relevant to the local context. However, limited funds from the regional budget still remain the main obstacle in realizing all planned activities.

Puspaga adopts multi-directional communication thru a combination of formal and informal channels. Formal communication is conducted thru coordination meetings and official reports, while informal channels utilize WhatsApp Groups, Instagram, and citizen forums. This pattern shows that adaptive communication is crucial for reaching diverse segments of society. As stated by Ibu Rina (PKK Volunteer, May 19, 2025), *"through our WhatsApp Group, we can quickly disseminate information about activity schedules, and sometimes it's even more effective than written invitations"* However, there are still obstacles in the form of limited access to technology for low-income communities.

The roles of PKK cadres, early childhood education teachers, and religious leaders have proven to be significant. They became agents of change trusted by the community. Research (Wulandari 2018) in Malang also supports this finding by showing that community health worker involvement increases the reach of parenting programs. However, volunteer motivation often decreases when incentives are not available. This is acknowledged by one of the volunteers, Ibu Siti (PKK Volunteer, interview May 20, 2025): *"We are happy to help, but sometimes it feels heavy if there is no additional support, either in the form of further training or recognition."* This means that a sustainability strategy thru incentives or other forms of appreciation needs to be considered.

Professional staff are the backbone of counselling and guidance services. From an interview with Ibu Nebi (PUSPAGA Facilitator, May 18, 2025), it was mentioned that *"performance evaluations are conducted annually, primarily to assess the impact of preventive activities, for example, whether child delinquency cases decreased after Sinau Bareng."*

Although the dedication of professionals is high, their numbers are still limited, resulting in a heavy workload. This finding is consistent with a study (Lestari 2021) in Bandung, which emphasizes the importance of adding professional staff to child protection programs.

Leadership at PUSPAGA is collective between the Village Head, the PUSPAGA Coordinator, and the DP3APPKB. They not only coordinate programs but also provide moral motivation to volunteers and professionals. Social recognition, such as appreciation in community forums, has proven effective in maintaining the morale of the actors. This aligns with (Putri 2021), who found that participatory leadership increases community involvement in child protection programs.

Puspaga implements accountability through three forms: (1) activity reports to DP3APPKB, (2) information transparency to the public through community forums, and (3) professional accountability through the code of ethics for psychologists and counselors. However, the evaluation results still tend to focus on quantitative aspects such as the number of participants or the number of cases handled. In fact, the public wants an emphasis on the quality of real-world impact. As Kurniawati (2020) stated, evaluation that only emphasizes quantity risks lowering program quality. This is also supported by the author's observation results, which found that PUSPAGA activity reports were more administrative summaries than analyzes of family behavioral changes.

The findings of this study align with the concept of collaborative governance by Emerson et al. (2012), which emphasizes the importance of inter-actor deliberative processes for achieving sustainable public policy outcomes. The co-implementation model outlined by Cepiku (2021) can be enriched by network governance theory (Provan & Kenis, 2008), which highlights the role of network structure and social trust in maintaining cross-sector coordination. The integration of these two perspectives shows that the success of PUSPAGA Surabaya is not only due to formal coordination, but also to the formation of social capital and trust networks between the government, professionals, and the community.

A study by Dewi Hafzari & Kriswibowo (2023) revealed the importance of the PUSPAGA service as a local policy innovation in preventing child violence. Meanwhile, research by Amalia Nova et al. (2023)

highlighted the role of the Surabaya Women and Children Protection Unit (UPTD) as a complement to the child-friendly city policy. These two articles confirm that a participatory approach like the one implemented by PUSPAGA Surabaya is a good practice that can be replicated in other cities. Indonesian (detected) English (US) Tone 455 / 5,000 Translate Paraphrase

These findings emphasize that co-implementation depends not only on institutional design, but also on social incentive mechanisms and communication innovation. Thus, this research expands Cepiku's (2021) framework by showing that program sustainability depends on social capital and the adaptation of communication technology.

Overall, the implementation of co-implementation at PUSPAGA Surabaya demonstrates success in building multi-stakeholder networks, strengthening community participation, and increasing public trust in child protection programs. However, constraints such as limited funds, the number of professional staff, and quantity-based evaluation pose challenges that must be overcome. By addressing these weaknesses, PUSPAGA has the potential to become a model of best practice for collaborative child protection in a major city like Surabaya

CONCLUSION

This research shows that the implementation of the Family Learning Center (PUSPAGA) program in Surabaya City through a co-implementation approach has been quite successful, although there are still several challenges that need to be addressed. The application of the seven co-implementation indicators according to Cepiku (2021) shows a strong pattern of collaboration between the government, professionals, community volunteers, and families as beneficiaries.

The institutional arrangements at PUSPAGA Surabaya have been structured, with a clear division of roles between DP3APPKB as policy director, professional staff as service providers, and the community through PKK cadres, early childhood education teachers, and religious figures who serve as the front line at the local level. This condition proves that solid institutions can minimize overlapping authority, allowing for more effective implementation of child protection programs.

From a planning perspective, PUSPAGA Surabaya prioritizes a participatory model by involving the

community in designing locally-based programs such as Sinau Bareng and Ngaji Bareng. This approach not only emphasizes planning flexibility but also increases the community's sense of ownership toward the programs, making their participation more consistent and sustainable.

The communication strategy implemented combines formal mechanisms such as coordination meetings, routine reports, and cross-agency communication, with informal mechanisms like utilizing WhatsApp Groups, citizen forums, and social media. This allows for faster, more transparent information delivery and reaches various segments of society, although there are still challenges related to limited access to technology for some citizens.

The management of non-state actors highlights the crucial role of local volunteers as the main drivers on the ground. The involvement of PKK cadres, early childhood education teachers, and community leaders is able to strengthen social networks, foster community trust, and expand program reach to the family level. On the other hand, professionals such as psychologists, counselors, and social workers also make a significant contribution to ensuring service quality, although their numbers are still limited, resulting in a relatively high workload.

Collective leadership led by the village head, the PUSPAGA coordinator, and the DP3APPKB has proven effective in maintaining synergy between actors. This form of leadership is capable of providing motivation, building harmonious coordination, and ensuring participatory decision-making, although strategic decisions still fall more within the purview of the city government.

Accountability and performance management at PUSPAGA Surabaya have been realized thru regular reports to the government, transparency to the public, and the implementation of annual evaluations. However, the greater focus on quantitative aspects of evaluation needs to be expanded with qualitative indicators that assess the real impact on families and children. This is important so that the program is not only evaluated based on the number of activities, but also on the quality of social change produced.

Overall, the findings of this research confirm that child protection efforts in Surabaya City, particularly thru PUSPAGA, have successfully created a relatively effective co-implementation model. This success is supported by multi-stakeholder collaboration, planning flexibility, and participatory leadership that

encourages community involvement. Nevertheless, challenges related to limited professional human resources, budget constraints, and an evaluation orientation that is still administrative must receive immediate attention.

Thus, it can be concluded that PUSPAGA Surabaya is a real example of co-implementation practices in child protection policies that successfully integrates the roles of government and society. To achieve sustainability, it is necessary to strengthen the capacity of professional human resources, improve impact-based accountability mechanisms, and implement more inclusive communication strategies so that all segments of society can optimally participate in efforts to prevent violence against children.

Practical Implications

For professionals, this research emphasizes the importance of continuous training, capacity building, and psychosocial support to enable them to perform their roles optimally, even with a high workload. For lay actors such as PKK cadres, early childhood education teachers, and community leaders, reward schemes, both in the form of incentives and social appreciation, are needed to ensure their consistent participation.

For society, the implication is that child protection is not just the responsibility of the government or professionals, but a collective effort that must be internalized in the daily lives of families. The success of PUSPAGA in Surabaya shows that active citizen participation is able to strengthen program sustainability and foster collective awareness to prevent violence against children

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