

Implementation of Protection Services for Women and Children Victims of Violence at Daerah Istimewa Yogyakarta: An Institutional Studies Review

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Abstract

Cases of violence against women and children in Daerah Istimewa Yogyakarta (DIY) in 2019 has reached 1,469 cases. This condition requires a special attention from the Government. The implementation of protection services for women and children victims of violence in DIY is carried out by P2TPAKK "Rekso Dyah Utami". This institution has been established and served the community since 2004. However, the existence of P2TPAKK "Rekso Dyah Utami" began to be interrupted by the Regulation of the Minister of Women Empowerment and Child Protection of the Republic of Indonesia No. 9 of 2016 on Guidelines for the Nomenclature of Regional Apparatus in the Field of Women Empowerment and Child Protection which mandates that service providers for the protection of women and children victims of violence must take the form of Technical Service Unit (UPTD). This raises a dilemma for the DIY government. Then, what is the suitable institutional format for the implementation of the service for DIY government? This study employed a qualitative approach with data collection techniques using a desk study and a FGD. The parties involved in this FGD were the Office of Women Empowerment of DIY, P2TPAKK "Rekso Dyah Utami", and other stakeholders. The data were analyzed through descriptive qualitative and SWOT analysis. The study revealed that the service delivery was well established. However, the SWOT analysis found that there were still a number of problems that were not recognized by the central government as an institution. Therefore, to keep the services to the community, the DIY government is recommended to form an UPTD structure and organizational's resources engineering.

Keywords:

public services, women protection, institutional studies

Introduction

Various sensitive issues often afflict the lives of women, such as issues of violence, murder, rape and persecution. Women are very vulnerable to becoming victims of crime (Sumera, 2013 : 40). Cases of violence against women and children in the Special Region of

Yogyakarta in 2019 reached 1,469 cases (<http://bappeda.jogjaprov.go.id>). This condition really needs special attention from the Government of the Special Region of Yogyakarta (DIY). There are several factors cause violence against women and children. Among them is the patriarchal culture that is still adhered to by the community. This culture places men higher than women, it gives rise to unequal relationships between the two in social life. This condition is exacerbated by the misconception that violence against women and children is considered the right of the perpetrator. Because considered as a right, the victim must accept it sincerely and as if this is something that must be accepted and considered normal. The victim did not dare to report it because this was considered a disgrace and could damage the integrity of their household, making resistance is more difficult. In the end, the victims prefer allow the violence continues rather than their spouses have to deal with the law. Even though the state through the 1945 Constitution guarantees every citizen, both male and female, without exception.

The State's commitment to protecting women and children is in accordance with international commitments on the same subjects that have been agreed internationally, including international commitments such as the Convention on the Elimination of All Forms of Discrimination Against Woman (CEDAW), which regulates the issue of eliminating discrimination that results the violence, the Convention of the Right of the Child (CRC), which regulates children's rights, especially protects children from various acts of violence, the Beijing Platform for Actions (BPFA), one of which explains the problem of women with violence and the Millennium Development Goals (MDGs) which have set Gender Equality and Women's Empowerment as one of the goals.

The implementation of protection services for women and children victims of violence in DIY is carried out by the Integrated Service Center for Women and Children Victims of Violence or *Pusat Pelayanan Terpadu Perempuan dan Anak Korban Kekerasan* (P2TPAKK) "Rekso Dyah Utami". P2TPAKK "Rekso Dyah Utami" is a non-structural institution formed by the DIY government to provide services to protect women and children victims of violence. The Establishment of P2TPAKK "Rekso Dyah Utami" is a policy taken by the DI Yogyakarta Government in responding to the problem of violence against women and children in its region (Astuti, 2013: 4). This institution has been established and served the community since 2004, long before other regions had institutions with similar functions.

This institution was originally a stakeholder forum and safe house which was regulated by the DIY Governor Decree number 23 of 2004 (Keputusan Gubernur DIY Nomor 199 Tahun 2004) and the Forum for Handling Victims of Violence against Women and Children "(FPK2PA) which was regulated by DIY Governor Decree Number 199 of 2004. Over time, FPK2PA changed became the Integrated Service Center for Women and Children Victims of Violence or *Forum Penanganan Korban Kekerasan Terhadap Perempuan & Anak* (P2TPAKK) "Rekso Dyah Utami" due to the issuance of Regional Regulation Number 3 of 2012 on the Protection of Women and Children Victims of Violence in Yogyakarta. The organizational component of P2TPAKK "Rekso Dyah Utami" also refers to the Regulation of the Minister of Women Empowerment and Child Protection of the Republic of Indonesia Number 01 of 2010 concerning Integrated Minimum Service Standards (SPM) for Women and Children Victims of Violence (*Peraturan Menteri Pemberdayaan Perempuan dan Perlindungan Anak RI Nomor 01 Tahun 2010 tentang Standar Pelayanan Minimal (SPM) Bidang Layanan Terpadu bagi Perempuan dan Anak Korban Kekerasan*), which obliges the establishment of P2TP2A in all provinces, districts and cities all over Indonesia. This Ministerial Regulation is strengthened by the issuance of Ministerial Regulation Number 5 of 2010 on the Guidelines for the Establishment and Development of Integrated Service Centers (*Peraturan Menteri Nomor 5 tahun 2010 tentang Panduan Pembentukan dan Pengembangan Pusat Pelayanan Terpadu*).

Table 1.
Institutional Forms of Service Delivery Protection of women and children victims of violence in Yogyakarta

Year	Institutional Form	Legal Reference
2004	Forum for Handling Victims of Violence Against Women & Children (<i>Forum Penanganan Korban Kekerasan Terhadap Perempuan & Anak</i> or FPK2PA)	DIY Governor Decree Number 199 of 2004 (<i>Keputusan Gubernur DIY Nomor 199 Tahun 2004</i>)
2012	Integrated Service Center for Women and Children Victims of Violence (<i>Pusat Pelayanan Terpadu Perempuan dan Anak Korban kekerasan</i> or P2TPAKK "Rekso Dyah Utami")	Regulation of the Governor of the Special Region of Yogyakarta Number 67 of 2012 concerning Organization and the Work Procedure of the Women's Integrated Service Center and Child Victims of Violence "Rekso Dyah Utami" in Yogyakarta (<i>Peraturan Gubernur Daerah Istimewa Yogyakarta Nomor 67 Tahun 2012 tentang Organisasi dan Tata Kerja Pusat</i>

Year	Institutional Form	Legal Reference
		<i>Pelayanan Terpadu Perempuan dan Anak Korban Kekerasan "Rekso Dyah Utami" di DIY)</i>
2019	Integrated Service Center for Women and Children Victims of Violence (<i>Pusat Pelayanan Terpadu Perempuan dan Anak Korban kekerasan or P2TPAKK</i>) "Rekso Dyah Utami"	Yogyakarta Special Region Governor Regulation Number 5 of 2019 on the Integrated Service Centers for Women and Children Victims of Violence "Rekso Dyah Utami" (<i>Peraturan Gubernur Daerah Istimewa Yogyakarta Nomor 5 Tahun 2019 Tentang Pusat Pelayanan Terpadu Perempuan dan Anak Korban Kekerasan "Rekso Dyah Utami"</i>)

Source: secondary data processing

However, the existence of P2TPAKK "Rekso Dyah Utami" began to become a problem with the Ministerial Regulation of Women Empowerment and Child Protection Number 9 of 2016 concerning Guidelines for the Nomenclature of Regional Apparatus in the Field of Women's Empowerment and Child Protection (*Peraturan Menteri Pemberdayaan Perempuan dan Perlindungan Anak Nomor 9 Tahun 2016 tentang Pedoman Nomenklatur Perangkat Daerah Bidang Pemberdayaan Perempuan dan Perlindungan Anak*). The mandate of this regulation is that apart from regional apparatuses, a technical implementation unit can also be formed to provide services for the protection of women and children victims of violence. The P2TPAKK institutional form "Rekso Dyah Utami" has become problematic and its existence tends not to be recognized. This raises a dilemma for the DIY government, because so far the service has been running well. It raised a question of what is the institutional form of the function implementation of protection services for women and children victims of violence that best suits to the needs of the DIY government?

Methods

This study employed a qualitative approach with data collection techniques using a desk study and a mini focus group discussion (FGD). The parties involved in this FGD were the Office of Women Empowerment, Child Protection and Population Control, Organization and Management Bureau of P2TPAKK "Rekso Dyah Utami", and other stakeholders. The data were analyzed through descriptive qualitative and SWOT analysis

Results and Discussion

As stated in the methodology, the analysis technique used is SWOT analysis. SWOT analysis is one of the tools in strategic management to determine the strengths, weaknesses, opportunities and threats in the organization (Setijabudi, 2012: 22). This analysis technique begins by identifying the Strength, Weakness, Opportunity and Threat. From the results of the identification, a number of internal and external environmental conditions were found as follows;

1. Strength

The existence of P2TPAKK "Rekso Dyah Utami" as a public service institution is regulated in the Regulation of the Governor of the Special Region of Yogyakarta Number 5 of 2019 concerning Integrated Service Center for Women and Children Victims of Violence "Rekso Dyah Utami" (Peraturan Gubernur Daerah Istimewa Yogyakarta Nomor 5 Tahun 2019 tentang Pusat Pelayanan Terpadu Perempuan dan Anak Korban Kekerasan "Rekso Dyah Utami"). This regulation is an update to the previous regulation which is no longer in accordance with developments.

The capacity of P2TPAKK "Rekso Dyah Utami" in providing protection services for women and children victims of violence is beyond doubt. This institution has been established since 2004 and has experience in providing services related to various cases of violence against women. This institution is also a pioneer in the existence of similar service centers throughout Indonesia. Even the certificate now has ISO 2008-9001. This further strengthens the quality of its services to the community.

P2TPAKK "Rekso Dyah Utami" is institutionally a Non-Structural Institution (LNS), this does not reduce the quality of service to the community. LNS is a quasi of government and community organizations (Kasim, 2019: 4). In fact, this condition is considered by some managers as a strength for P2TPAKK "Rekso Dyah Utami". With the form of LNS, it actually shortens the bureaucracy in the service process, so that decision making can be faster. Given that services to protect women and children from violence are something that is unpredictable, and can happen at any time with certain handling. P2TPAKK "Rekso Dyah Utami" can make decisions faster because there is no need to coordinate with the *Dinas*.

By taking the form of an LNS, this Center is allowed to manage funds apart from the APBD, which come from other legal and non-binding sources. Although its sustainability

cannot be ascertained, the existence of activity funds from the DIY Government is very helpful in the management of P2TPAKK "Rekso Dyah Utami". Because it is not a structural part of the DIY government organization, P2TPAKK "Rekso Dyah Utami" is more flexible in managing funds from other legitimate and non-compelling sources (the manager calls it tactical funds) and does not have to follow regional financial treasury procedures. This makes the service run faster.

P2TPAKK "Rekso Dyah Utami" is managed by people who are qualified and experienced in protecting women and children victims of violence. A number of managers and volunteers who are involved in the service are practitioners and academics who are concerned about the empowerment and protection of women and children in DIY. Most of the P2TPAKK coordinators "Rekso Dyah Utami" are retirees from the work units of regional apparatus organizations in the Special Region of Yogyakarta that handle empowerment and protection of women and social affairs. Therefore they are very experienced and qualified in providing services to the community. These managers and volunteers have a genuine intention to protect victims of violence at a higher risk. In addition, they also strive for the victims to defend their rights. This intention is a strong motivation for managers and volunteers to provide sincere service to the victims.

Along with the experiences of managers and volunteers in handling cases of violence against women and children, networks are starting to build. This makes the service more complete because it gets support from stakeholders who come from networks that have been built so far. This extensive network is very helpful for P2TPAKK "Rekso Dyah Utami" in resolving cases that need to be handled. This network is strengthened in the form of the Forum for the Management of Victims of Violence for Women and Children in DIY (FPK2PA), which consists of various organizations, institutions and individuals who have concern and ability to handle victims of violence against women and children in the Yogyakarta Special Region. P2TPAKK "Rekso Dyah Utami" so far has quite complete facilities and infrastructure, including office buildings, shelters, safe houses and operational vehicles, as well as other supporting facilities. To support good service, the P2TPAKK "Rekso Dyah Utami" office and shelter are also equipped with 24-hour standby security guards. This is prepared to maintain the sense of security of the people who are being served at P2TPAKK "Rekso Dyah Utami".

P2TPAKK Rekso Dyah Utami's existence in DIY has been recognized. However, this existence is not only due to the existence of networks, financing and personnel alone, but behind it there are figures in the P2TPAKK organizational structure "Rekso Dyah Utami" who have had many roles and become role models for the community. The figure is the Director of P2TPAKK "Rekso Dyah Utami". The director has had the consent for the empowerment and protection of women, his capacity and wide network to make P2TPAKK "Rekso Dyah Utami" increasingly felt.

2. Weaknesses

However, the capacity to provide services that is already good, currently, institutionally there are several problems. The community actually does not bother with the institutional form or the organizational structure of work, for those who are important the problems can be handled properly.

However, unlike the bureaucracy, this institutional problem becomes a problem. P2TPAKK "Rekso Dyah Utami" institutionally is not part of the regional apparatus in the Special Region of Yogyakarta, so it becomes a separate problem in the relationship between institutions, both with the central government and in the management of government administration. Not infrequently various opportunities for coordination meetings related to women's protection organized by the Central Government were not attended by P2TPAKK "Rekso Dyah Utami" for this institutional reason. This problem made the existence of the P2TPAKK "Rekso Dyah Utami" institutionally not recognized by the Central Government because it was not in the form of a Regional Technical Implementation Unit (UPTD). The government, through the Ministry of Home Affairs, calls on the acceleration of the formation of the UPTD in order to encourage the realization of handling cases of violence against women and children so that they can be handled quickly, integrated and comprehensively. This appeal is strengthened by the existence of Minister of Home Affairs Regulation Number 12 of 2017 concerning Guidelines for the Establishment and Qualification of Service Branches and Regional Technical Implementing Units.

The next weakness that began to appear was that because the P2TPAKK "Rekso Dyah Utami" was not in the form of an UPT, the control was not entirely in the Department of Women's Empowerment for Child Protection and Population Control of Yogyakarta Special

Region (DPPAP). This makes the pattern of institutional relationships not so strong with DPPAP DIY as OPD which manages matters of women's empowerment and child protection.

Not only in terms of institutional relationships, the mechanism for channeling the budget for activities from DPPAP DIY to P2TPAKK "Rekso Dyah Utami" is also a problem in itself. With the form as an LNS, the amount of budget distributed is also very limited and can only be through the direct expenditure mechanism for activities / grants. This also affects the limited authority in planning and managing the budget originating from the APBD. Limited funding must be dealt with by working hard to obtain funding sources from other legitimate and non-binding sources as regulated in the Regulation of the Governor of the Special Region of Yogyakarta Number 5 of 2019 concerning the Integrated Service Center for Women and Children Victims of Violence "Rekso Dyah Utami".

Apart from limitations in budgeting and the amount of the budget, the limited number of human resources has also been a complaint of managers so far. A flexible working relationship with less high compensation is certainly less attractive to resources who do not have a calling. So that P2TPAKK "Rekso Dyah Utami" often felt that they lacked personnel when their number of clients was large, so they had to add additional volunteers as needed. So far, P2TPAKK "Rekso Dyah Utami" is managed by reliable and experienced people as mentioned in the results of the analysis of the internal strength of the organization. It's just that their employment status is not a permanent employee of P2TPAKK "Rekso Dyah Utami". They are only volunteers who feel compelled to contribute their energy and thoughts so that the community can continue to be served. This also affects the reward mechanism given to people who join P2TPAKK "Rekso Dyah Utami". In fact, a weak incentive and disincentive system can weaken organizational capacity. Because they are only volunteers, the working hours for volunteers are also not full office hours. They have the flexibility regarding working hours at P2TPAKK "Rekso Dyah Utami". The important thing is when they are needed to serve the community, they are ready 24 hours. Even though most of them are not young anymore (have entered an unproductive age).

3. Opportunities

According to Law Number 23 of 2014 on the Regional Government, women's empowerment and child protection are mandatory affairs of the Regional Government. This is an opportunity for the DIY government to manage and develop protection services for women and children in the Yogyakarta Special Region. Whatever the institutional form, this function must get a portion of the attention of the local government. So far, the existence of P2TPAKK "Rekso Dyah Utami" has proven that its existence is needed by the community. And although hierarchically the government is at the provincial level, P2TPAKK "Rekso Dyah Utami" still serves many people from various districts / cities in the DIY area who need protection services. Although in the district / city there is also an UPT for women's protection. However, a number of people still chose to come to P2TPAKK "Rekso Dyah Utami". This proves that many people need services for women's empowerment and child protection and are more comfortable being served at P2TPAKK "Rekso Dyah Utami". This condition also occurs because of the limited facilities and infrastructure owned by the UPT for the protection of women in districts and cities in the DIY area. So it often has to be referred to.

In addition, Yogyakarta, which is a city of students and culture, has abundant resources for the management of a social institution such as the P2TPAKK "Rekso Dyah Utami". The number of tertiary institutions in Yogyakarta also contributed to the provision of superior human resources related to this issue. Not to mention that the large number of stakeholders who are concerned about women's issues is also an opportunity to do advocacy.

4. Threats

Apart from the strengths, weaknesses and opportunities that exist within the P2TPAKK "Rekso Dyah Utami" environment, we have also successfully identified threats. This external environmental condition, if left unchecked, will greatly disrupt the existence of P2TPAKK "Rekso Dyah Utami". It can even disrupt the smooth running of services related to women's empowerment and child protection in the DIY area. One of them is that she still sees the issues of women's empowerment and child protection by the community for granted. Often this one business is considered not as important as school or hospital services. So it is not surprising that so far, matters of women's empowerment and child protection are matters that are marginalized and far from being a budget priority.

This is also supported by the difficulty of victims of violence against women to open up. So that for the common people and even by the elites these problems never happened. Even though the problem of violence against women and children is increasingly happening around us every day. This is further exacerbated when the issue of institutional form is at stake. Even though the performance of services to the community can run well. However, the bureaucracy has an order to follow. So when the women's protection agency in DIY was not in the form of an UPT, then its existence was not recognized administratively by the Central Government.

Strategy - Strategy

Based on the strengths, weaknesses, opportunities and threats components mentioned above, a SWOT analysis is carried out. From this analysis, we formulate strategies that we can use to deal with strengths and opportunities (SO), then weaknesses with opportunities (WO), strategies to face opportunities with threats (ST) and strategies to face weaknesses with threats (WT). as for the formulations of these strategies are as follows;

SO strategy

1. Increase the institutional capacity of P2TPAKK "Rekso Dyah Utami"
2. To improve the quality of services for the protection of women and children in the DIY area

WO strategy

Empowering P2TPAKK managers "Rekso Dyah Utami as partners to carry out the duties and functions of functional positions for the Protection of Women and Children

ST strategy

1. Initiation to form UPT with a simple structure
2. Make the community leaders as icons of the women's protection movement in Yogyakarta and give them a role that is more than just a Director

WT strategy

1. Synchronizing and synergizing the institutional aspects of women's empowerment and child protection affairs in DIY
2. Performing institutional engineering regarding the existence of P2TPAKK "Rekso Dyah Utami

The strategies above can be applied to respond to environmental changes. According to Kettl (in Purwanto 2007: 2) the bureaucracy must be able to adapt to environmental developments, suggesting that the bureaucracy should turn into a learning bureaucracy (learning bureaucracy)

Conclusion

Based on the analysis carried out, it can be concluded that the implementation of women's empowerment and child protection affairs in the Special Region of Yogyakarta, especially in services for women and children victims of violence, has gone well. However, there are some evaluation notes. The note is more related to synchronization and synergy of institutional aspects of women's empowerment and child protection, especially services to women and children victims of violence. So far, affairs have been managed by two institutions, namely, P2TPAKK "Rekso Dyah Utami" which is a non-structural institution (LNS) and the Office of Women's Empowerment for Child Protection and Population Control. In terms of organizational structure, the institution does not have a unitary command relationship, but in Governor Regulation No. 5 of 2019 which regulates P2TPAKK "Rekso Dyah Utami", it is stated that P2TPAKK is "Rekso Dyah Utami" which must be responsible to the Governor through the Head of Technical Regional Apparatus. The head of the technical area apparatus in this context is the Office of Women's Empowerment, Child Protection and Population Control as OPD in charge of women's empowerment and child protection.

In this context there is an unsynchronized institutional aspect which can be seen by using departmental indicators, division of labor, unity of orders and range of control. In order for the aspects mentioned above to be synchronized, an intervention is needed so that matters of women's empowerment and child protection in DIY can be carried out better, both at the DIY level itself and with the national government level. Responding to this, it is necessary to engineer the P2TPAKK "Rekso Dyah Utami" institutional arrangement.

The principle of structuring government institutions should be more directed at rightsizing. The meaning of rightsizing is changing the organizational structure of local government with the principle of proper function and size based on workload (Ikawati 2018: 1), namely simplifying the government bureaucracy aimed at developing more proportional and transparent institutions. With these efforts, it is hoped that the regional apparatus

institutions will not be too large, but they will effectively carry out their duties and functions. In this context, the researchers provided several recommendations for institutional arrangements for women's empowerment and child protection, which did not only concern P2TPAKK "Rekso Dyah Utami", but also the Department of Women's Empowerment, Child Protection, and Population Control.

In order for the governance of women's empowerment and child protection affairs in Yogyakarta to run even better, some institutional engineering is needed regarding the existence of P2TPAKK "Rekso Dyah Utami". the following is an institutional engineering that can be recommended:

1. Establish a Technical Service Unit for the Protection of Women and Children

In this context, a new institution will be formed as a regional technical implementation unit (UPTD) in the Office of Women's Empowerment, Child Protection, and Population Control. It is recommended that the UPTD type to be formed is type B because it is in a transition period and is also structurally simple. One of the efforts to ensure flexibility in the framework of organizational development, the organizational form must be kept as simple as possible (Rifa'I, 2013: 77). This UPTD will later be integrated with P2TPAKK "Rekso Dyah Utami" in carrying out service functions for women and children victims of violence.

The integration between UPTD and P2TPAKK "Rekso Dyah Utami" can be done by including the existing P2TPAKK "Rekso Dyah Utami" personnel into the UPTD organizational structure by adjusting the prevailing regulations. For example: the current P2TPAKK manager "Rekso Dyah Utami" can be placed in a position that does not require that the person concerned has ASN status, such as: professional counselor (psychological or legal counselor). Of course this process was carried out preceded by a process of dialogue between the two parties, presenting an understanding of the effectiveness of managing service affairs for women and children victims of violence in the future.

2. P2TPAKK "Rekso Dyah Utami" was still used as LNS, but the institution and HR Management were reorganized and a new Governor Regulation on the Organization and Work Procedure of P2TPAKK "Rekso Dyah Utami" was compiled.

In this institutional scenario, P2TPAKK "Rekso Dyah Utami" will be maintained as an LNS with improvements in several institutional aspects. The first institutional aspect that

needs to be improved is by integrating the P2TPAKK "Rekso Dyah Utami" institution to the Office of Women's Empowerment, Child Protection, and Population Control.

The process of institutional integration into the parent OPD will automatically result in a new governor's regulation regarding the organization and work procedures of the P2TPAKK "Rekso Dyah Utami". In this context, the existing HR management was also carried out. As long as it is in accordance with statutory regulations, in this institutional format P2TPAKK "Rekso Dyah Utami" can still utilize budget sources from APBD grants. With this new institution, problems related to department, division of labor, unity of command and range of control can be resolved. In addition, the handling of women and children victims of violence will be more focused, there will be no overlapping of assignments with the agency and the pattern of coordination will be clearer.

3. P2TPAKK "Rekso Dyah Utami" becomes a partner for the Office of Women Empowerment, Child Protection, and Population Control

In this institutional scenario the P2TPAKK "Rekso Dyah Utami" is outside the organizational structure of the Office for Women's Empowerment, Child Protection, and Population Control. His position as a partner of the government is the same as that of other non-governmental organizations, which have a concern on women's empowerment and child protection. For example, similar organizations are the Annisa Swasti Foundation (Yasanti), Rifka Annisa Women's Crisis Center, Solidaritas Perempuan Kinasih Jogjakarta and so on.

In this position, P2TPAKK "Rekso Dyah Utami" is independent in managing its organization. The organizational structure is no longer determined by the Government. From the aspect of financial sources, they no longer rely on the DIY Government's APBD. P2TPAKK "Rekso Dyah Utami" has the flexibility to develop its organization and has flexibility in managing its financial resources. As a government partner, of course the support from the government is still possible within the corridors of the prevailing laws and regulations. As an NGO, it can play a very important role in the process of strengthening the democratic movement through its role in empowering civil society which is carried out through various activities of assistance, defense and awareness (Astuti 2019: 3)

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