

Analysis of Collaboration Between the Ministry of Women's Empowerment and Child Protection and the Surabaya DP3APPKB in the PUSPAGA Program

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ABSTRACT

Gender equality, as articulated in Sustainable Development Goal (SDG) 5, remains a major policy challenge in Indonesia, including the City of Surabaya. According to the 2025 SIMFONI-PPA database, 1,319 cases of violence against women were recorded in East Java, with domestic settings accounting for the majority of incidents. This study analyzes the implementation of intergovernmental relations (IGR) between the Ministry of Women's Empowerment and Child Protection (PPPA) and the Surabaya Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) through the Family Learning Center (PUSPAGA) program in addressing domestic violence and promoting gender equality. This study employed a qualitative descriptive approach based on a literature review using Wright's (1988) Intergovernmental Relations framework, which comprises five analytical dimensions: All Units of Government, Interactions Among Officials, Continuous and Cumulative Relationships, All Public Officials, and Policy Emphasis. The findings indicate that vertical intergovernmental collaboration has been institutionalized through the localization of national policies, cross-sectoral coordination mechanisms, integrated digital reporting systems, and full implementation of the allocated program budget. Nevertheless, coordination remains predominantly reactive, highlighting the need for more consistent intergovernmental communication and stronger integration of information systems to improve the effectiveness and sustainability of the PUSPAGA program.

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1. Introduction

Gender equality remains one of the most pressing global development challenges despite sustained international efforts to promote women's rights and empowerment. As articulated in Sustainable Development Goal 5 (SDG 5), gender equality is recognized as a fundamental prerequisite for achieving inclusive and sustainable development. Gender refers to the socially constructed roles, norms, and responsibilities assigned to women and men rather than biological differences (Gurung, 2025). Although these social constructions are often regarded as culturally normative, they frequently reinforce unequal power relations that contribute to discrimination, marginalization, and various forms of gender-based violence.

Empirical evidence indicates gradual progress in reducing gender inequality in Indonesia, particularly in East Java Province. According to the Gender Inequality Index (GII), East Java reduced its inequality score from 0.483 in 2018 to 0.347 in 2024, reflecting improvements in women's access to reproductive health, political participation, and labor market opportunities. However, improvements in macro-level gender indicators do not necessarily correspond to safer living conditions for women. As argued by Walby (2011), statistical progress in gender equality does not automatically translate into a decline in gender-based violence because structural inequalities frequently persist within private and domestic spheres.

This discrepancy is evident in data from the Ministry of Women's Empowerment and Child Protection's Online Information System for the Protection of Women and Children (SIMFONI-PPA). In 2025, East Java recorded 1,319 cases of violence against women. Although this number represents only part of the overall reported violence cases, it reveals persistent vulnerabilities affecting women, particularly within family environments. Under Article 5 of Law No. 23 of 2004 on the Elimination of Domestic Violence, domestic violence encompasses physical, psychological, and sexual violence as well as domestic neglect. The predominance of incidents occurring within households and involving intimate partners indicates that domestic settings remain high-risk environments for women. This condition reflects unequal gender power relations in which coercion and control

continue to characterize family relationships, making domestic violence one of the most persistent manifestations of gender inequality in Indonesia (Nurdin, 2024).

Indonesia has established a comprehensive legal framework to promote gender equality and protect women from violence. Ministerial Regulation No. 6 of 2023 concerning Gender Equality Parameters in Legislation and Other Legal Instruments requires gender-responsive principles to be integrated into public policies and legal instruments. At the local level, Surabaya City Regulation No. 4 of 2019 further strengthens this commitment by promoting the elimination of discrimination and ensuring the fulfillment of women's rights. Nevertheless, regulatory frameworks alone are insufficient to address domestic violence effectively. The multidimensional nature of violence against women requires coordinated institutional responses involving prevention, protection, recovery, referral services, and policy implementation across different levels of government.

To strengthen integrated family protection services, the Surabaya Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) operates the Family Learning Center (PUSPAGA), an integrated service center providing education, counseling, consultation, complaint handling, and referral services for families experiencing social and domestic problems. The program has been expanded through community-based PUSPAGA service points across Surabaya to improve accessibility and strengthen preventive interventions. At the national level, the Ministry of Women's Empowerment and Child Protection supports this initiative through Ministerial Regulation No. 6 of 2025 concerning the Ministry's Strategic Plan for 2025–2029, which emphasizes gender-responsive family development and integrated protection services. Consequently, the effectiveness of the PUSPAGA program depends not only on local implementation capacity but also on policy coherence and institutional coordination between central and local governments.

Such coordination represents an important manifestation of intergovernmental relations (IGR). Wright (1988), as cited in Bello (2014) and Pramudito and Susanti (2026), defines IGR as the interactions among governmental units at different levels involving

administrative, legal, financial, and political relationships between institutions possessing different degrees of authority and autonomy. Rather than operating through a purely hierarchical model, effective IGR emphasizes coordination, communication, negotiation, and shared responsibility in policy implementation. Within the context of the PUSPAGA program, the relationship between the Ministry of Women's Empowerment and Child Protection and the Surabaya DP3APPKB illustrates a vertical intergovernmental arrangement in which national policy directions are translated into local implementation through regulatory adaptation, technical guidance, monitoring, funding mechanisms, and integrated service delivery. Such cooperation is essential because domestic violence prevention and gender equality cannot be effectively achieved through the efforts of a single governmental institution acting independently.

Although studies on collaborative governance in public services have expanded considerably, research explicitly examining intergovernmental relations in gender-responsive protection programs remains limited. Previous studies have primarily explored collaborative governance in handling violence against women in regions such as Palu (Jannah et al., 2024) and Kupang (Tilung, 2023), emphasizing stakeholder coordination without systematically examining vertical authority relationships between central and local governments (Rudzinski et al., 2025). Meanwhile, studies employing the IGR perspective have generally focused on sectors outside women's protection. For example, Mangwanya and Shava (2023) demonstrated that weak intergovernmental coordination in South Africa's Buffalo City Metropolitan Municipality reduced policy integration and public service effectiveness, highlighting the importance of institutional synchronization across governmental levels. Similarly, Nugroho et al. (2025) argued that complex public policy implementation requires structured coordination among multiple levels of government, although their analysis was limited to food security and nutrition governance. To date, little empirical evidence has examined how intergovernmental relations shape the implementation of gender-responsive family protection programs in Indonesia, particularly the collaborative relationship between the

Ministry of Women's Empowerment and Child Protection and the Surabaya DP3APPKB in implementing the PUSPAGA program.

Addressing this research gap, the present study analyzes the implementation of intergovernmental relations between the Ministry of Women's Empowerment and Child Protection and the Surabaya DP3APPKB in the implementation of the PUSPAGA program as an effort to promote gender equality through improved responses to domestic violence. Using Wright's (1988) Intergovernmental Relations framework, this study examines coordination mechanisms, policy implementation, institutional interactions, and factors that facilitate or constrain vertical collaboration. The findings are expected to contribute both theoretically by extending the application of the IGR framework to gender-responsive public administration and practically by providing policy recommendations for strengthening intergovernmental collaboration in integrated women's protection services.

2. Method

This study employed a qualitative descriptive design based on a literature review to examine intergovernmental collaboration in the implementation of the Family Learning Center (PUSPAGA) program. A qualitative descriptive approach is appropriate for exploring public administration phenomena by providing systematic and contextual descriptions based on existing documentary evidence rather than direct field observations (Theng & MM, 2022). Literature-based qualitative research enables researchers to investigate institutional relationships, policy implementation, and governance processes through the critical analysis of official documents, regulations, and relevant scholarly literature (Setiyani et al., 2026). This approach was selected because the objective of the study is to analyze the implementation of intergovernmental relations between the Ministry of Women's Empowerment and Child Protection (PPPA) and the Surabaya Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) in implementing the PUSPAGA program to promote gender equality in addressing domestic violence.

The study relied exclusively on secondary data collected from multiple documentary sources to ensure data triangulation and enhance analytical credibility. These sources included: (1) official institutional documents, such as ministerial regulations, mayoral regulations, annual reports, strategic plans, technical guidelines, service standards, and official reports published by the Ministry of Women's Empowerment and Child Protection and the Surabaya DP3APPKB; (2) national and local legal instruments concerning gender equality, women's protection, child protection, and domestic violence; and (3) academic sources consisting of peer-reviewed journal articles, scholarly books, conference proceedings, and credible news reports relevant to intergovernmental relations, collaborative governance, gender equality, and public service delivery. Documents were selected based on three criteria: relevance to the research objectives, institutional credibility, and publication recency to ensure that the analysis reflected current policy implementation.

The analytical framework adopted Wright's (1988) Intergovernmental Relations (IGR) theory, which conceptualizes interactions among governmental units across different administrative levels through five interrelated dimensions. These dimensions comprise: (1) All Units of Government, referring to the involvement of all relevant governmental institutions in collaborative policy implementation; (2) Interactions Among Officials, reflecting communication, coordination, mutual trust, and interaction among governmental actors; (3) Continuous and Cumulative Relationships, referring to the continuity and sustainability of formal and informal coordination processes; (4) All Public Officials, emphasizing the participation and contribution of government personnel at different organizational levels; and (5) Policy Emphasis, which examines the influence of institutional authority and policy direction on collaborative governance. These five dimensions served as the analytical categories for examining the vertical intergovernmental relationship between the Ministry of Women's Empowerment and Child Protection and the Surabaya DP3APPKB in implementing the PUSPAGA program.

Data were collected through systematic document identification, selection, and review. Relevant documents were compiled,

categorized according to the research objectives, and subsequently organized based on Wright's five analytical dimensions. The analysis followed the interactive model of Miles and Huberman (as cited in Sugiyono, 2013; Romli, 2026), consisting of four iterative stages: data collection, data reduction, data display, and conclusion drawing and verification. During the data reduction stage, documentary evidence was coded according to the five dimensions of the IGR framework. The categorized findings were then synthesized to identify patterns of institutional collaboration, coordination mechanisms, policy implementation, and governance challenges. Finally, conclusions were drawn through continuous comparison across documentary sources to ensure analytical consistency and strengthen the credibility of the study's findings.

3. Results And Discussion

The implementation of the PUSPAGA (Family Learning Center) program in Surabaya demonstrates that addressing domestic violence requires collaborative governance across multiple levels of government rather than isolated institutional actions. From the perspective of Intergovernmental Relations (IGR), the relationship between the Ministry of Women's Empowerment and Child Protection (PPPA) and the Surabaya Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) reflects a vertical governance arrangement in which national policy direction is translated into local service delivery through coordination, institutional adaptation, and shared administrative responsibilities. Using Wright's (1988) IGR framework, the findings indicate that the implementation of PUSPAGA has incorporated the five dimensions of intergovernmental relations to varying degrees, although several governance challenges remain.

3.1. All Units of Government

The All Units of Government dimension emphasizes that policy implementation requires the participation of all relevant governmental institutions across different administrative levels. The findings show that collaboration between the Ministry of PPPA and the Surabaya DP3APPKB has been institutionalized through a coherent regulatory framework. Ministerial Regulation No. 6 of 2023

establishes national standards for gender equality and women's protection, while Surabaya Mayor Regulation No. 47 of 2023 operationalizes these standards by defining the organizational responsibilities of the DP3APPKB, including the implementation of PUSPAGA as an integrated service for women and families.

This regulatory alignment demonstrates vertical policy integration rather than simple hierarchical supervision. Although policy direction originates from the central government, implementation authority remains with the local government, enabling adaptation to local needs through decentralized service delivery. The establishment of 532 PUSPAGA service points within neighborhood community centers (Balai RW) illustrates how national policy has been translated into community-based services that improve accessibility to counseling, education, and referral mechanisms.

However, institutional expansion also introduces coordination challenges. The large number of service points increases the possibility of uneven implementation and differences in service quality across neighborhoods. Similar findings were reported by Mangwanya and Shava (2023), who argued that institutional expansion without strong coordination mechanisms may reduce public service effectiveness. Therefore, the effectiveness of vertical intergovernmental collaboration depends not only on regulatory consistency but also on continuous institutional supervision and capacity development at the local level.

3.2. Interactions Among Officials

According to Wright (1988), effective intergovernmental relations rely heavily on interactions among public officials through communication, coordination, and information exchange. The findings indicate that interactions between the Ministry of PPPA and the Surabaya DP3APPKB occur through technical guidance, periodic reporting, monitoring, policy dissemination, and coordination meetings. These mechanisms facilitate the implementation of national service standards while allowing local governments to communicate operational progress and policy implementation outcomes.

The SIMFONI-PPA database serves as an important coordination instrument by providing standardized information regarding cases of violence against women and children. In 2025, East Java recorded

1,319 cases of violence against women, demonstrating that domestic violence remains a significant public policy issue requiring coordinated intervention. These data function not merely as administrative reports but as evidence supporting policy planning and service prioritization by the Surabaya DP3APPKB through PUSPAGA and the Integrated Service Center for Women and Children Protection (UPTD PPA).

Nevertheless, institutional interactions remain predominantly formal and top-down. Communication tends to intensify during reporting periods, policy evaluations, or increases in violence cases, while routine strategic dialogue between central and local governments remains relatively limited. This finding supports Mangwanya and Shava (2023), who emphasize that sustainable intergovernmental collaboration requires reciprocal communication rather than one-directional administrative control. Strengthening bottom-up policy feedback would improve institutional learning and enhance policy responsiveness to local conditions.

3.3. Continuous and Cumulative Relationships

The Continuous and Cumulative dimension highlights the importance of sustained coordination in ensuring policy continuity. The findings reveal that cooperation between the Ministry of PPPA and the Surabaya DP3APPKB has become institutionalized through regular reporting using the SIMFONI-PPA system, technical supervision, dissemination of updated regulations, and periodic program evaluations. At the local level, these activities are complemented by the SIAP-PPAK information system, which supports documentation, monitoring, and service coordination.

Despite these institutional mechanisms, continuity remains largely administrative rather than strategic. Coordination is generally strengthened following the issuance of new regulations or when domestic violence cases increase, indicating that institutional interaction is still reactive. Furthermore, limited interoperability between SIMFONI-PPA and SIAP-PPAK creates the potential for duplicated reporting and delayed information exchange. Afesha (2024) argues that sustainable intergovernmental relations require formally institutionalized coordination mechanisms rather than situational collaboration. Similarly, Odogiyon and Ajisebiyawo (2025)

found that governments maintaining continuous intergovernmental communication achieve greater public service effectiveness than those relying on ad hoc coordination. These findings suggest that stronger digital integration and routine collaborative forums are necessary to sustain policy implementation beyond administrative compliance.

3.4. All Public Officials

Successful intergovernmental collaboration depends on the participation of public officials at every organizational level. The implementation of PUSPAGA demonstrates the involvement of policymakers, senior administrators, technical officers, psychologists, facilitators, community volunteers, police officers, and neighborhood leaders in delivering integrated protection services. At the national level, the Ministry of PPPA formulates policy direction, whereas the Surabaya Mayor and the DP3APPKB translate these policies into operational programs supported by multidisciplinary teams within community-based PUSPAGA centers.

This multilevel involvement reflects the collaborative nature of contemporary public administration, where frontline officials directly influence policy outcomes. Technical implementers function as street-level bureaucrats responsible for translating national policy into daily public services. However, the findings also indicate variations in human resource capacity across the 532 community service points. Differences in facilitator competence, professional expertise, and available support services may create unequal service quality. As suggested by Lipsky (2010), disparities in frontline administrative capacity frequently generate implementation gaps between policy objectives and service outcomes. Consequently, continuous professional development and standardized competency frameworks are essential for ensuring equitable service delivery throughout Surabaya.

3.5. Policy Emphasis

The final dimension of Wright's framework concerns the influence of intergovernmental relations on policy implementation and resource allocation. The findings demonstrate that national policy has significantly influenced institutional reform at the local level through the establishment of technical implementation units, standardized service procedures, and gender-responsive protection programs. This

policy alignment reflects a coherent governance framework in which central regulations stimulate institutional adaptation within local government.

From a fiscal perspective, the Ministry of Finance's Regional Transfer and Village Fund (TKDD) data indicate that Surabaya achieved 100% budget realization for the 2025 Women and Children Protection Services Program, including PUSPAGA activities. This reflects a strong governmental commitment to financing women's protection services. Nevertheless, complete budget absorption should not be interpreted as evidence of policy effectiveness. The continued occurrence of 1,319 cases of violence against women in East Java suggests that financial performance alone cannot capture the actual impact of public policy.

This finding supports Nugroho et al. (2025), who argue that successful public policy should be evaluated using measurable social outcomes rather than expenditure realization. Similarly, the OECD (2023) and the Asian Development Bank (2024) emphasize that gender-responsive budgeting should integrate performance indicators capable of measuring improvements in gender equality and reductions in violence against women. Therefore, future intergovernmental collaboration should strengthen outcome-based evaluation systems by integrating financial accountability with measurable indicators of service accessibility, victim recovery, and reductions in domestic violence.

Overall, the findings demonstrate that the collaboration between the Ministry of PPPA and the Surabaya DP3APPKB reflects an operational model of vertical intergovernmental relations characterized by policy integration, institutional coordination, and shared responsibility in implementing gender-responsive public services. While the institutional framework has been successfully established, its long-term effectiveness depends on strengthening continuous coordination, improving information system interoperability, enhancing frontline administrative capacity, and adopting outcome-oriented performance evaluation. These improvements would not only strengthen the implementation of the PUSPAGA program but also extend Wright's (1988) Intergovernmental Relations framework by illustrating how vertical

intergovernmental collaboration contributes to gender-responsive governance in decentralized public administration.

4. Conclusion

This study demonstrates that the implementation of the PUSPAGA program in Surabaya reflects a functioning model of vertical intergovernmental relations (IGR) between the Ministry of Women's Empowerment and Child Protection (PPPA) and the Surabaya Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB). Using Wright's (1988) Intergovernmental Relations framework, the findings show that collaboration has been institutionalized through regulatory alignment, multilevel coordination, integrated reporting mechanisms, and sustained fiscal commitment. These institutional arrangements have enabled national gender-responsive policies to be translated into community-based public services aimed at preventing and addressing domestic violence.

The study contributes to the IGR literature by demonstrating that the effectiveness of vertical intergovernmental collaboration extends beyond formal institutional structures. While regulatory coherence provides an essential governance foundation, the long-term effectiveness of gender-responsive public services depends on continuous intergovernmental coordination, reciprocal communication, information system interoperability, and the administrative capacity of frontline implementers. These findings extend Wright's (1988) framework by illustrating that collaborative governance in decentralized public administration requires dynamic institutional interactions rather than compliance-based relationships alone, particularly in the context of women's protection services in developing countries.

From a practical perspective, the findings suggest that strengthening routine intergovernmental coordination, improving interoperability between national and local information systems, and adopting outcome-based performance evaluation would enhance the effectiveness of the PUSPAGA program. Future policy should therefore move beyond measuring administrative performance and budget realization toward assessing tangible social outcomes,

including improvements in service accessibility, victim recovery, and reductions in domestic violence.

This study is limited by its reliance on documentary evidence and secondary data, which restricts direct observation of institutional interactions and policy implementation in practice. Future research should employ qualitative fieldwork involving in-depth interviews with policymakers, frontline officials, and service beneficiaries to capture the dynamics of intergovernmental collaboration more comprehensively. Comparative studies across different local governments would also be valuable for examining whether the collaborative governance model identified in Surabaya is transferable to other regional contexts in Indonesia and for refining the application of the Intergovernmental Relations framework within gender-responsive public administration.

Declaration of Conflicting Interest

The authors declare that there are no conflicts of interest in the publication of this article. This research was conducted independently without the involvement of third parties, financial interests, or personal relationships that could influence the objectivity of the published research results.

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