

Implementation of the TPKS Law In DIY From the Perspective of Policy Network Theory

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Received: July 30, 2025 | Revised: August 18, 2025 | Accepted: August 30, 2025

<https://doi.org/10.31629/jgbr.v2i2.7758>

ABSTRACT

The increasing prevalence of sexual violence in Indonesia has posed a major governance challenge, prompting the enactment of Law Number 12 of 2022 concerning Sexual Violence Crimes (TPKS Law). Despite this progressive legal framework, its implementation at the local level, particularly in the Special Region of Yogyakarta (DIY), remains fraught with structural, institutional, and socio-cultural obstacles. This study aims to analyze how the TPKS Law is implemented within the context of multi-actor collaboration by employing Policy Network Theory as an analytical lens. The research seeks to identify key actors, map their relationships, and evaluate how coordination mechanisms influence policy outcomes. Using a qualitative descriptive approach, the study draws upon secondary data sources, including government reports, academic publications, and NGO documentation, which were analyzed through content and thematic analysis. The findings reveal that the effectiveness of the TPKS Law depends largely on the strength of horizontal coordination among actors such as the Yogyakarta Regional Police, DP3AP2 DIY, NGOs like and local communities. While legal institutions provide authority and structure, NGOs contribute trust and community engagement, creating a complementary but asymmetrical network. The study concludes that successful implementation of the TPKS Law in Yogyakarta requires adaptive governance practices characterized by continuous learning, inter-agency collaboration, and community participation.

Keyword: TPKS Law, Policy Implementation, Policy Network Theory

INTRODUCTION

The implementation of public policy represents a critical stage in the governance process, where formulated decisions encounter the realities of practice. In Indonesia, the enactment of Law Number 12 of 2022 concerning Sexual Violence Crimes (TPKS Law) has emerged as a significant milestone in the nation's human rights agenda. This legislation was intended to strengthen protection for women and children, yet its implementation continues to face numerous structural and socio-cultural challenges. In case, the persistent rise of sexual violence cases has turned the issue into both a moral and institutional crisis that demands systemic reform (Lankford & Evans, 2025; Sellers, 1999). Over the past decade, Indonesia has witnessed a troubling escalation of sexual violence

cases, with the Ministry of Women's Empowerment and Child Protection reporting more than 11,000 incidents in 2022, the majority involving minors. These alarming figures underscore the inadequacy of conventional legal and administrative mechanisms to address the complexity of gender-based violence. The urgency of this issue lies not only in the number of victims but also in the institutional fragmentation that hampers coordinated responses (Bulut & Kar, 2025; Heuwinkel & Pillmayer, 2025; Solorzano Telechea, 2007). Consequently, understanding the implementation of the TPKS Law requires examining the dynamics of multi-actor collaboration and the socio-political environment in which policies operate.

Previous studies on policy implementation in Indonesia have predominantly emphasized bureaucratic and top-down perspectives, often overlooking the relational and networked nature of governance. Implementation should not be viewed as a mechanical process of enforcing directives but as a continuous governance practice involving negotiation and adaptation among diverse actors. Building on this theoretical foundation, the present study positions itself within the emerging discourse on Policy Network Theory, aiming to explore how inter-organizational coordination shapes the outcomes of legal implementation at the local level.

In the context of Yogyakarta, the implementation of the TPKS Law intersects with a unique socio-cultural fabric where traditional values, religious beliefs, and modern legal norms coexist. This pluralism often generates contradictions in public attitudes toward gender equality and victim protection (Colombino et al., 2011; Dartnall & Jewkes, 2013). Despite growing awareness of sexual violence, patriarchal norms and victim-blaming tendencies remain entrenched, discouraging victims from reporting cases to authorities (Henry & Powell, 2016; Spohn & Tellis, 2012). Such conditions create a paradox in which progressive legislation operates within a socially conservative environment, complicating the realization of justice and protection (López-Ossorio et al., 2025; Schäfer & Amelina, 2025; Zhang & Zhang, 2025).

The urgency of studying this issue stems from the widening gap between legal ideals and implementation realities. While the TPKS Law provides comprehensive provisions on prevention, protection, and rehabilitation, its effectiveness depends heavily on institutional coordination and social trust. In Yogyakarta, the interaction between government bodies, police, NGOs, and communities determines the degree to which victims can access justice. The inability of these actors to harmonize their efforts risks reducing the law to a symbolic gesture rather than a transformative policy instrument (Hardaker, 2025; Lang, 2019).

This study also responds to the need for an analytical framework capable of explaining the dynamics of multi actor governance in complex policy environments (Avelino & Wittmayer, 2016). The Policy Network Theory offers a valuable lens to understand how formal and informal interactions influence policy outcomes. It emphasizes that implementation success relies on the quality of relationships, resource exchanges, and shared understanding among participating institutions (Hill & Hupe, 2014). In the case of the TPKS Law, this perspective allows for an in-depth analysis of how coordination between the central government, local authorities, and civil society actors contributes to or hinders effective policy enforcement.

Empirically, the research situates Yogyakarta as a relevant case study due to its active network of institutions engaged in addressing gender-based violence. Local agencies such as DP3AP2 DIY, the Regional Police (Polda DIY), and NGOs like Rifka Annisa

serve as central nodes in the implementation process. However, limited resources, uneven capacities, and overlapping jurisdictions continue to challenge collaborative governance. This study therefore explores how these actors negotiate responsibilities, share information, and construct mechanisms for victim protection within the framework of the TPKS Law.

In terms of scientific contribution, this article advances the discourse on implementation studies by integrating Policy Network Theory into the examination of human rights legislation in Indonesia. It challenges the bureaucratic paradigm that often dominates local governance analysis and offers an alternative explanation grounded in collaborative and adaptive governance. By focusing on actor interdependence, negotiation processes, and network-based mechanisms, the study highlights how local governance innovation can emerge even within constrained institutional environments (Hidayat & Khalika, 2019).

Ultimately, the discussion presented in this article aims to demonstrate that successful policy implementation extends beyond administrative compliance. It requires continuous learning, coordination, and adaptation among multiple actors within a shared governance framework. The TPKS Law's implementation in Yogyakarta exemplifies how the intersection of law, culture, and institutional capacity shapes the effectiveness of public policy in addressing sensitive social issues. Thus, this study contributes to a broader understanding of how network governance can foster more inclusive, responsive, and sustainable protection systems for women and children in Indonesia.

METHODOLOGY

This study uses a qualitative approach with a descriptive case study method (Creswell & Creswell, 2018). Data were obtained from primary literature, legislation, and content analysis of academic papers on the implementation of the TPKS Law in DIY. The main theory used is Policy Network Theory which emphasizes the role of horizontal networks in policy implementation (Hill & Hupe, 2021). The analysis was conducted by identifying key actors, mapping the relationships between actors, and assessing the extent to which coordination and collaboration influence policy implementation at the local level.

Furthermore, this study also takes into account the social, political, and cultural contexts that influence patterns of interaction between actors. Factors such as the role of local government institutions, the participation of civil society organizations, and community support are key in assessing the effectiveness of policy implementation. By considering these contextual dimensions, this study is expected to contribute to the development of more adaptive and collaborative policy implementation strategies (Busenberg, 1999; Leach et al., 2002), particularly in strengthening protection for victims of sexual violence in the DIY region.

This study has several limitations that need to be acknowledged. First, the research relies mainly on secondary data sources such as policy documents, reports, and previous academic literature, which may limit the depth of empirical findings. Although these sources provide valuable insights into the implementation of the TPKS Law in the Special Region of Yogyakarta (DIY), they may not fully capture the most recent dynamics of policy interaction among actors. Second, interviews and field observations were not conducted due to time and access constraints, which may have restricted the ability to obtain first-hand perspectives from government officials, NGOs, and victims.

Despite these limitations, the validity of this study was strengthened through triangulation of data sources and theoretical consistency. Multiple references, including official government reports, NGO publications, and journal articles, were cross checked to ensure accuracy and credibility. Furthermore, the use of the Policy Network Theory by Hill and Hupe (2014) as the analytical framework enhances theoretical validity by providing a coherent structure for interpreting actor interactions and network relationships. Therefore, while the findings of this research may not be generalizable to all regions in Indonesia, they offer a reliable and contextually grounded understanding of how collaborative governance operates in the implementation of the TPKS Law in DIY.

RESULTS AND DISCUSSION

1. Violence Against Women and Children in Yogyakarta: A Governance Perspective

The rising number of violence cases against women and children in the Special Region of Yogyakarta (DIY) has been regarded as a major governance concern rather than merely a legal issue. It has been observed that from 2021 to 2024, the total number of reported cases continuously increased, with 1,326 victims recorded in 2024 according to the DP3AP2 DIY. This figure reflects both improved reporting mechanisms and persistent structural challenges. The high rate of violence suggests that preventive policies and community awareness programs have not yet reached full effectiveness. Therefore, the problem has been interpreted as an indicator of weak coordination among institutions responsible for protection and law enforcement.

The implementation of the TPKS Law (Law No. 12 of 2022) has been expected to strengthen institutional responses to gender-based violence. However, the process has been influenced by varying institutional capacities and fragmented coordination between actors. Government agencies have been tasked with providing legal frameworks and funding, while NGOs and civil society organizations have played crucial roles in advocacy and victim assistance. The dependency of formal institutions on non-governmental actors for community engagement has revealed that the effectiveness of implementation depends heavily on the strength of inter-organizational networks. This finding reinforces the Policy Network Theory that emphasizes horizontal cooperation rather than vertical command.

In Yogyakarta, coordination among the police, DP3AP2 DIY, health offices, and organizations such as Rifka Annisa has been found essential for case management and victim recovery. However, limited resources and the absence of standardized referral systems have weakened the overall governance framework. It has been reported that most victims initially approach NGOs rather than government offices, reflecting greater public trust in civil society organizations. This condition highlights a crucial governance gap between state institutions and communities, in which trust, responsiveness, and empathy determine the accessibility of justice. Therefore, the success of the TPKS Law implementation depends not only on the existence of legal instruments but also on the relational capacity among actors.

The continuous occurrence of child violence, with 237 cases recorded in the first half of 2025, has shown that preventive measures have not yet been effectively institutionalized. Educational and community-based awareness programs have been conducted, but the absence of consistent evaluation has limited their long-term impact. Moreover, digital and domestic spaces—where many acts of violence occur—have not been adequately monitored by law enforcement agencies. This situation has required a

reorientation of prevention strategies toward strengthening digital literacy, family-based education, and community vigilance. Implementation, therefore, must be viewed as a continuous learning process involving adaptive governance mechanisms.

Efforts to address violence against women and children have also been constrained by asymmetrical capacities among actors. While the central government possesses legislative authority, local institutions often face resource limitations that hinder effective enforcement. NGOs, conversely, hold community trust but lack coercive power to enforce legal measures. These institutional asymmetries have resulted in uneven protection outcomes across regions. The Policy Network perspective suggests that such disparities can be mitigated through joint training, data integration, and shared monitoring systems, which would transform isolated efforts into a cohesive protection network.

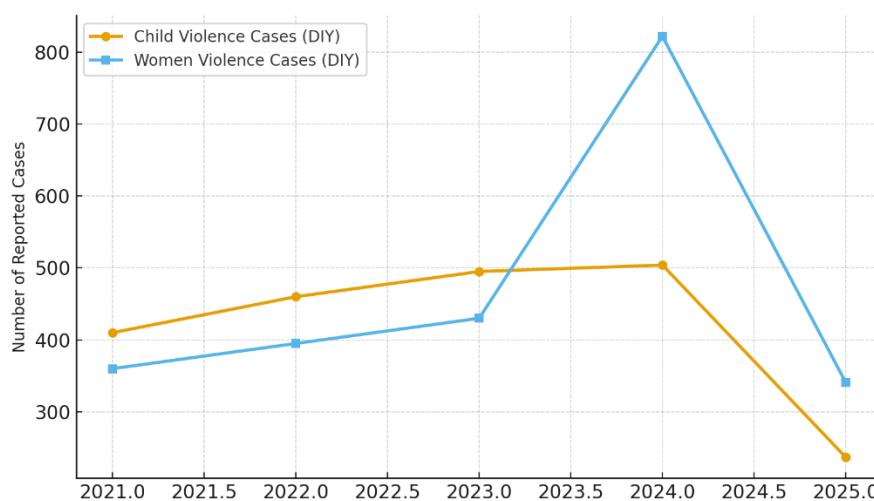


Figure 1. Reported Cases of Violence Against Children and Women in the DIY
Source: Various Data, 2021–2025

Ultimately, the governance of violence prevention and protection in Yogyakarta has been conceptualized as an ongoing implementation process involving multi-actor coordination, continuous adaptation, and collective accountability. The increase in reported cases has been interpreted not only as a sign of growing incidents but also as a reflection of improved awareness and willingness to report. This dual interpretation requires that policy evaluation consider both quantitative and qualitative outcomes. Sustainable governance, therefore, must ensure that inter-agency cooperation is maintained through consistent communication, standardized referral procedures, and community empowerment to build a more resilient and responsive protection system.

2. Conceptualization of Implementation as Ongoing Governance

Implementation has been conceptualized by Hill and Hupe (2014) as a continuous and dynamic process rather than a static end point of policy formulation. Within this framework, the act of implementing policy is viewed as an ongoing governance practice in which multiple actors continually interpret, negotiate, and adapt policy objectives in response to contextual realities. In the case of the TPKS Law in Yogyakarta, this conceptualization implies that implementation is not a linear transmission of orders from the central government to local executors, but a process of interaction shaped by

feedback, local culture, and institutional capacity (Innes & Booher, 2010). Such a view allows the policy process to be understood as cyclical and dialogical rather than purely hierarchical.

The implementation of the TPKS Law in Yogyakarta has been characterized by collaboration among diverse institutions such as the Ministry of Women's Empowerment and Child Protection, the Regional Police (Polda DIY), NGOs like Rifka Annisa, and the community. Each actor contributes different governance resources authority, legitimacy, expertise, and trust—which collectively determine the policy's operational effectiveness. This shared governance process highlights that outcomes are shaped through mutual adjustment rather than compliance alone. For instance, NGOs frequently act as intermediaries who translate victims' experiences into actionable recommendations for policymakers, thus linking social realities with bureaucratic responses.

The dynamic nature of this implementation process has been further demonstrated through adaptive strategies developed at the local level. When centralized policies encounter contextual barriers such as social stigma or weak reporting mechanisms local institutions have been compelled to modify operational procedures. This adaptive governance approach reflects what Hill and Hupe describe as "implementation as learning," in which policy actors continuously adjust their methods based on experiential knowledge. Consequently, the TPKS Law's enforcement in Yogyakarta evolves through experimentation, feedback, and inter-agency collaboration rather than strict adherence to procedural mandates.

Moreover, the governance network underlying the TPKS Law has been maintained through relational interdependence among actors. The police rely on NGOs for victim referrals and advocacy, while NGOs depend on the legal authority of the police to secure justice for victims. Similarly, the effectiveness of social recovery programs provided by DP3AP2 DIY depends on cooperation with health offices and educational institutions. These linkages illustrate that governance operates through interconnected subsystems, where failure in one node can disrupt the entire network. Therefore, sustainable implementation requires institutional trust, clear communication channels, and standardized coordination protocols.

Tabel 1. Network-Based Implementation of the TPKS Law in Yogyakarta

Actor Category	Main Function	Governance Resource	Interaction Mechanism	Observed Outcome
Central Government (KemenPPPA, DPR RI)	Drafting and legitimizing national regulations	Legal authority and formal policy framework	Coordination through national directives and budget allocations	Provides overarching legal structure and monitoring guidelines
Regional Police (Polda DIY, Unit PPA)	Law enforcement and case investigation	Coercive power, investigative capacity	Cooperation with NGOs for victim reporting and data verification	Strengthened enforcement but limited by evidence constraints

Actor Category	Main Function	Governance Resource	Interaction Mechanism	Observed Outcome
Local Government (DP3AP2 DIY, Health Office)	Victim assistance and social rehabilitation	Institutional legitimacy and service infrastructure	Coordination with NGOs and community-based organizations	Provision of integrated recovery and counseling programs
NGOs (Rifka Annisa, Komnas Perempuan)	Advocacy, education, and legal aid	Social trust and field-based knowledge	Direct assistance and mediation with police and government	Enhanced victim confidence and public awareness
Media and Community Actors	Information dissemination and social mobilization	Public influence and communication channels	Public campaigns and awareness building	Increased visibility but risks of sensationalism or stigma

Source: Author, 2025

Despite these collaborative mechanisms, challenges have persisted due to asymmetrical capacities and fragmented coordination. Some governmental bodies possess legal authority but lack community access, while NGOs hold social legitimacy but limited legal enforcement power. As a result, policy implementation has often relied on informal negotiation and moral persuasion rather than formal institutional mandates. This situation aligns with Hill and Hupe's argument that implementation should be viewed as a negotiated order—a process that depends on persuasion, resource exchange, and shared learning among actors operating within overlapping jurisdictions.

Conceptualization of implementation as ongoing governance underscores that the TPKS Law in Yogyakarta represents more than the enforcement of statutory obligations. It constitutes a continuous process of institutional learning, adaptation, and collaboration among state and non-state actors. The integration of local wisdom, participatory mechanisms, and evidence-based coordination transforms implementation from a bureaucratic activity into a living system of governance. This perspective affirms that successful policy outcomes emerge not from command structures but from the capacity of networks to govern collectively through trust, shared accountability, and iterative improvement.

3. Efforts That Can Be Made in the Enforcement of Laws on Sexual Violence Against Women

The enforcement of laws on sexual violence against women in the Special Region of Yogyakarta has been viewed as a multidimensional challenge that requires both preventive and corrective measures. It has been recognized that legal mechanisms alone cannot ensure justice without community awareness, inter-agency cooperation, and adequate victim protection services (Lankford, 2021; Moller, 2025). Law enforcement agencies such as the Yogyakarta Regional Police have been mandated to implement the TPKS Law through investigation, protection, and rehabilitation programs. However, these

institutions have faced various technical and structural obstacles, such as limited forensic capacity, digital evidence management, and social stigma that discourages victims from reporting (Gao et al., 2025; Solorzano Telechea, 2007). Therefore, a more integrated governance framework is required to strengthen enforcement at all levels.

Preventive efforts have been prioritized to reduce the risk of sexual violence before it occurs. These initiatives have been carried out through community education, digital awareness campaigns, and collaboration with schools, religious institutions, and women's organizations. The Community Development Directorate (Ditbinmas) of the Yogyakarta Regional Police has been assigned to conduct outreach programs on the dangers of sexual harassment and online grooming. Despite these efforts, the persistence of cases has indicated that such preventive measures have not been sufficiently targeted toward high-risk groups. It has been suggested that a more data-driven approach, focusing on criminological hotspots and vulnerable communities, should be adopted to enhance preventive outcomes.

Preemptive measures have also been implemented to foster law-abiding behavior and strengthen early detection mechanisms. Socialization activities have been undertaken to increase knowledge about the TPKS Law and victims' rights. These programs have been coordinated between the DP3AP2 DIY, educational institutions, and NGOs such as Rifka Annisa. The establishment of community-based complaint units has been proposed to encourage early reporting of potential threats. It has been observed that preemptive strategies are most effective when they combine legal education with emotional and psychological support for survivors, thereby creating a culture of zero tolerance toward sexual violence in both physical and digital spaces.

Repressive measures have been focused on post-crime responses, emphasizing investigation, prosecution, and punishment of perpetrators. The Yogyakarta Regional Police's PPA Unit (Sub-Directorate IV/RENAKTA) has been responsible for evidence collection and case transfers to the prosecutor's office. However, difficulties in digital tracing and victim identification have been frequently reported, particularly in cases involving online harassment and pseudonymous perpetrators. To overcome these limitations, partnerships with the Ministry of Communication and Information Technology and telecommunications providers have been recommended. Through such coordination, evidence collection can be strengthened and investigative procedures can be standardized across institutions.

Tabel 2. Recommended Multi-Level Efforts for the Enforcement of Sexual Violence Laws in Yogyakarta

Type of Effort	Responsible Institution	Core Activities	Expected Outcome	Governance Implication
Preventive	Community Development Directorate (Ditbinmas), Schools, NGOs	Legal awareness, education, and digital safety campaigns	Increased public knowledge and vigilance	Cultivation of a preventive culture and early reporting behavior
Preemptive	DP3AP2 DIY, Rifka Annisa, Religious and	Early detection, local	Strengthened early warning	Integration of social and

Type of Effort	Responsible Institution	Core Activities	Expected Outcome	Governance Implication
	Youth Organizations	complaint centers, and psychological education	and response mechanisms	institutional monitoring
Repressive	Yogyakarta Regional Police, Prosecutor's Office	Investigation, evidence collection, prosecution	Reduction of impunity and deterrence of future crimes	Enhanced law enforcement credibility and coordination
Restorative	DP3AP2 DIY, Health Office, NGOs	Counseling, rehabilitation, and social reintegration	Holistic victim recovery and empowerment	Reinforcement of rights-based governance framework
Institutional Coordination	Inter-agency Task Force (Police, DP3AP2, NGOs)	Data sharing, policy evaluation, capacity building	Improved cross-sector efficiency and transparency	Institutionalization of network governance for justice delivery

Source: Author, 2025

In addition to formal legal processes, restorative and rehabilitative efforts have been emphasized to ensure long-term recovery for victims. Counseling, medical treatment, and social reintegration programs have been carried out by DP3AP2 DIY in collaboration with local health departments and NGOs. These programs have been designed to prioritize victims' dignity and psychological well-being, aligning with the TPKS Law's mandate for comprehensive protection. It has been argued that sustainable recovery cannot be achieved without ensuring continuous assistance, confidentiality, and community reintegration, especially in conservative settings where stigma remains prevalent.

Finally, institutional coordination and evaluation mechanisms have been proposed as central pillars for effective enforcement. The establishment of a joint task force comprising law enforcement officers, social service agencies, and NGO representatives has been recommended to enhance communication and monitoring (Heuwinkel & Pillmayer, 2025; Ji, 2025; Toyibah & Riyani, 2025). Regular policy evaluations and data-sharing systems have been suggested to improve transparency and accountability in handling sexual violence cases. The integration of these elements will transform law enforcement from a reactive approach into a proactive and collaborative governance model that ensures justice, protection, and empowerment for women in Yogyakarta.

4. Implementation Dynamics of the TPKS Law in the Special Region of Yogyakarta
The implementation of the Sexual Violence Crime Law (TPKS Law No. 12 of 2022) in the Special Region of Yogyakarta (DIY) has been interpreted as a dynamic governance process rather than a simple administrative execution of national legislation. It has been observed that the law's enforcement requires multi-actor coordination involving the central government, local authorities, law enforcement agencies, and civil society

organizations (McCarthy et al., 2025). In Yogyakarta, the presence of progressive NGOs such as Rifka Annisa and strong community participation has significantly influenced how the law is translated into practical mechanisms for protection, prevention, and rehabilitation. This shows that policy implementation is shaped not only by formal authority but also by the interaction of institutional networks that operate at both vertical and horizontal levels.

At the central level, the Ministry of Women's Empowerment and Child Protection (KemenPPPA) has been assigned to issue implementing regulations and national coordination guidelines. These directives have provided the normative and procedural framework for local governments to adapt. However, the success of local implementation has been determined by how effectively these national standards are contextualized within Yogyakarta's socio-cultural environment. Local actors have been required to interpret legal mandates in accordance with local values, community trust, and institutional capacity. This process has reflected Hill and Hupe's concept of "operational governance," where policies are continuously reconstructed through field-level adaptation.

The Yogyakarta Regional Police (Polda DIY) has played a crucial role in the operationalization of law enforcement, particularly through the Women and Child Protection Unit (PPA). Investigation, evidence gathering, and prosecution have been conducted under this unit's coordination. Nonetheless, challenges such as the difficulty of securing digital evidence, insufficient forensic resources, and reluctance of victims to report have been identified. Collaboration with NGOs and local health offices has been employed to overcome these obstacles by providing legal aid, psychological assistance, and social advocacy. The combination of legal enforcement and social support has become essential to ensure victim-centered justice within the framework of the TPKS Law.

The local government, represented by DP3AP2 DIY and its sub-units, has been responsible for post-incident management and victim recovery. Psychological counseling, medical treatment, and social reintegration programs have been organized in partnership with NGOs, educational institutions, and religious organizations. These collaborative activities have been recognized as key to strengthening preventive education and long-term rehabilitation. However, uneven resource allocation and fragmented data systems have constrained coordination among agencies. Therefore, integrated information management and regular joint evaluations have been recommended to improve service delivery and policy coherence.

Table 3. Key Actors and Coordination Mechanisms in the Implementation of the TPKS Law in Yogyakarta

Actor / Institution	Primary Role in Implementation	Coordination Mechanism	Governance Resource	Observed Impact
Ministry of Women's Empowerment and Child Protection (KemenPPPA)	Drafting regulations and providing national oversight	Issuance of technical guidelines and inter-ministerial coordination	Legal authority and policy legitimacy	Establishment of uniform legal framework across regions

Actor / Institution	Primary Role in Implementation	Coordination Mechanism	Governance Resource	Observed Impact
Yogyakarta Regional Police (Polda DIY – Unit PPA)	Investigation, protection, and prosecution	Collaboration with NGOs and prosecutors	Coercive power and investigative capacity	Improved case handling but limited by forensic constraints
DP3AP2 DIY (Local Government)	Victim rehabilitation and preventive education	Coordination with health offices, schools, and NGOs	Institutional legitimacy and social services network	Strengthened recovery programs and awareness initiatives
Rifka Annisa & Other NGOs	Advocacy, legal aid, and community education	Joint task forces and referral systems with police	Social trust and grassroots access	Increased victim reporting and confidence in justice process
Media and Educational Institutions	Information dissemination and moral education	Public campaigns and training programs	Communication channels and cultural influence	Raised public awareness but risk of overexposure without ethics control

Source: Author, 2025

The involvement of non-governmental organizations has been viewed as an indispensable component of TPKS Law implementation in Yogyakarta. NGOs such as Rifka Annisa have been engaged in advocacy, awareness campaigns, and direct victim support, often serving as the first point of contact for survivors. Their proximity to communities and reputation for empathy have enabled them to bridge the trust gap between citizens and formal institutions. The synergy between state and non-state actors has shown that effective policy implementation requires the integration of formal authority and social legitimacy, both of which reinforce the credibility of governance networks in handling sexual violence cases.

Finally, the overall implementation process has been characterized by ongoing learning and adaptation. Continuous coordination meetings, training sessions, and data monitoring have been conducted to evaluate policy outcomes. Lessons from each case have been used to refine procedures, update protocols, and enhance inter-agency communication. This iterative process has demonstrated that the TPKS Law is not static but evolves as institutions and communities gain more experience in handling cases. In this sense, implementation has been conceptualized as an evolving governance practice that strengthens institutional trust, transparency, and responsiveness in promoting gender-based justice in Yogyakarta.

CONCLUSION

The implementation of the TPKS Law in the Special Region of Yogyakarta demonstrates that public policy enforcement is not a linear process but a dynamic

governance practice shaped by the interaction of multiple actors. The findings reveal that collaboration among government agencies, NGOs, and community institutions plays a decisive role in translating legal mandates into effective protection mechanisms. The increasing number of reported cases, while alarming, also indicates a growing public awareness and willingness to report, reflecting the partial success of network-based governance in enhancing accountability and transparency in the justice system.

From the perspective of Policy Network Theory, the success of policy implementation depends on the strength and quality of horizontal coordination rather than hierarchical control. The case of Yogyakarta highlights that institutional asymmetries between the state's formal authority and NGOs' social legitimacy—can be mitigated through mutual trust, continuous communication, and shared learning. Adaptive governance mechanisms, including integrated referral systems and collaborative monitoring, have proven crucial for building resilient and responsive institutional frameworks to combat sexual violence effectively.

Implementation of the TPKS Law in Yogyakarta must continue evolving through participatory and evidence-based governance. Strengthening community education, digital literacy, and preventive socialization will complement legal enforcement in reducing violence against women and children. Sustainable success requires transforming inter-organizational networks into cohesive protection systems supported by shared accountability, transparency, and cultural sensitivity. Therefore, policy implementation should be viewed not merely as administrative compliance but as a continuous learning process aimed at achieving gender justice and human dignity in Indonesian society.

ACKNOWLEDGEMENT

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