

The role of UPTD PPA in handling domestic violence cases in Kupang City

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Abstrak

Kekerasan Dalam Rumah Tangga (KDRT) merupakan permasalahan sosial yang serius dan masih terus terjadi di Kota Kupang. Penelitian ini bertujuan untuk mendeskripsikan dan menganalisis peran UPTD Perlindungan Perempuan dan Anak (PPA) dalam menangani kasus KDRT di Kota Kupang serta mengidentifikasi tantangan yang dihadapi dalam pelaksanaan tugasnya. Penelitian ini menggunakan metode kualitatif deskriptif dengan teknik pengumpulan data berupa wawancara mendalam, observasi, dan dokumentasi. Informan penelitian terdiri dari Kepala UPTD PPA, pegawai, pekerja sosial, lembaga mitra (LBH APIK NTT dan Rumah Harapan GMT), serta masyarakat dan korban KDRT. Hasil penelitian menunjukkan bahwa UPTD PPA Kota Kupang menjalankan empat peran utama berdasarkan teori Jim Ife dan Frank Tesoriero (2014), yaitu peran fasilitator, edukasi, representasional, dan teknis. Peran representasional menunjukkan kinerja paling optimal melalui jejaring kerja sama yang kuat dengan lembaga mitra. Peran fasilitator dan edukasi masih menghadapi hambatan struktural berupa keterbatasan sumber daya manusia, kurang memadainya fasilitas ruang kerja, serta minimnya pemanfaatan media sosial dan teknologi informasi. Penelitian ini merekomendasikan penambahan tenaga layanan, penyediaan ruang kerja yang kondusif, serta optimalisasi pemanfaatan media digital sebagai sarana edukasi dan sosialisasi kepada masyarakat.

Kata kunci: perlindungan korban; peran kelembagaan; layanan terpadu; jejaring kemitraan

Abstract

Domestic violence (DV) constitutes a serious and persistent social problem in Kupang City, Indonesia. This study aims to describe and analyze the role of the Technical Implementation Unit for Women and Children Protection (UPTD PPA) in handling domestic violence cases in Kupang City, as well as to identify the structural challenges encountered in the execution of its mandate. Employing a descriptive qualitative research design, data were collected through in-depth semi-structured interviews, direct observation, and documentary analysis. Research informants were selected purposively and comprised the Head of UPTD PPA, administrative and operational staff, social workers, representatives of partner institutions (LBH APIK NTT and Rumah Harapan GMT), as well as community members and domestic violence survivors. The findings demonstrate that UPTD PPA performs four principal roles as conceptualized by Ife and Tesoriero (2014): facilitator, educator, representational, and technical. Among these, the representational role exhibits the most optimal performance, underpinned by a robust inter-institutional collaborative network. By contrast, the facilitator and educator roles are constrained by structural barriers, including insufficient human resources, inadequate workspace facilities, and limited utilization of

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social media and information technology platforms. The study recommends expanding service personnel capacity, providing dedicated and conducive workspace, and optimizing digital media as instruments for public education and outreach.

Keywords: victim protection; institutional role; integrated services; collaborative network

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Introduction

Domestic violence (DV) remains a pervasive social phenomenon that continues to affect communities across Indonesia. At the national level, the National Commission on Violence against Women (Komnas Perempuan) documented 330,097 cases of gender-based violence in 2024, with the majority occurring within the personal or private sphere. This national trend is corroborated by data from the SIMFONI KEMENPPA (Integrated Monitoring System of the Ministry of Women's Empowerment and Child Protection), which specifically recorded a sharp increase in domestic violence cases in Kupang City during the same period. The persistence of high DV incidence rates is widely attributed to deeply entrenched patriarchal cultural norms and structural gender inequalities that normalize male dominance over women (Mariyawati et al., 2023). Domestic violence, by definition, occurs within the most intimate relational contexts—perpetrated by those closest to the victim—in spaces that society conventionally considers safe (Setiawan et al., 2024). The socially constructed positioning of men as inherently superior to women further reinforces conditions that enable and perpetuate such violence.

Legally, domestic violence in Indonesia is defined under Law Number 23 of 2004 on the Elimination of Domestic Violence as any act directed against a person, particularly a woman, resulting in physical, sexual, psychological suffering, or neglect. The problem is further compounded by prevailing social attitudes that categorize DV as a private family matter, thereby discouraging external intervention (Eleanora & Dewi, 2024). In Kupang City, a growing urban population characterized by increasing social heterogeneity has coincided with a rising trend in DV cases. According to data from UPTD PPA Kupang City, reported cases totaled 110 in 2022 (77 adult women and 33 children), declined to 92 in 2023, then surged to 139 in 2024 (67 women and 72 children). The gravity of this issue was underscored by a fatal incident in 2025, in which a victim identified by the initials M.S.B. died as a result of repeated physical violence inflicted by her spouse—a case that unequivocally demonstrates the lethal potential of domestic violence and the urgent need for comprehensive institutional responses. As shown in Table 1, the case distribution reveals a troubling upward trajectory across the three-year period.

Table 1.

Number of Domestic Violence Cases in Kupang City, 2022–2024

Year	Adult Women	Children	Total
2022	77	33	110
2023	47	45	92
2024	67	72	139

Source: SIMFONI KEMENPPA; UPTD PPA Kupang City (2026).

Beyond the case distribution by victim group presented in Table 1, SIMFONI KEMENPPA data further disaggregate incidents by location of occurrence. In 2024, a total of 139 cases of violence against women and children in Kupang City took place within the domestic sphere. This figure represents a subset of the broader total of 165 violence cases recorded across all incident types in the city. Accordingly, 84.2% of all violence cases (139 out of 165) occurred within the household context, confirming that domestic violence constitutes the most prevalent form of violence against women and children in Kupang City.

Against this backdrop, the establishment and effective operation of institutional protection mechanisms becomes critically important. UPTD PPA (Technical Implementation Unit for Women and Children Protection) Kupang City was constituted under Kupang City Mayoral Regulation Number 25 of

2022 as a strategic governmental unit mandated to handle DV cases. The institution provides services encompassing victim protection, recovery, and empowerment, and has established collaborative arrangements with partner organizations including LBH APIK NTT (a legal aid institution) and Rumah Harapan GMT (a faith-based shelter). Notwithstanding these functions, the agency continues to operate under constraints of limited human resources and inadequate facilities that affect service quality.

This study is distinguished from prior research on UPTD PPA in three key respects. First, regarding geographic context, this research is situated in Nusa Tenggara Timur (NTT)—a province with socio-cultural characteristics markedly different from sites examined in previous studies, including Banyumas (Dampaka et al., 2023), Bantul (Furi & Indriyati, 2020), and Makassar (Wulandari et al., 2023). Second, UPTD PPA Kupang City is a relatively recently established institution (founded 2022), and this study therefore examines the dynamics of institutional role performance during an early operational phase that has received limited scholarly attention. Third, the application of Ife and Tesoriero's (2014) theoretical framework—originally developed for non-governmental organizations and community development contexts—to a formal local government agency provides a novel analytical lens through which to assess the relevance and limitations of this framework when applied to bureaucratically constrained public institutions.

The central research questions are: (1) How does UPTD PPA perform its institutional roles in handling domestic violence cases in Kupang City? (2) What structural and operational challenges impede effective role performance? This study aims to systematically describe and analyze these roles through the lens of Ife and Tesoriero's (2014) four-role framework—facilitator, educator, representational, and technical—while identifying the key barriers to optimal service delivery.

Theoretical Framework: Ife and Tesoriero's Four-Role Model

This study is grounded in the institutional role theory articulated by Ife and Tesoriero (2014) in *Community Development: Alternative Community Development in the Era of Globalization*, which conceptualizes welfare and protection agencies as agents of social change. According to this framework, such agencies fulfill four principal roles:

The facilitator role entails supporting community development through the provision of assistance, resources, and accompaniment, grounded in institutional integrity and effective communication capacity. In the context of UPTD PPA, this encompasses bridging victims to support services such as legal assistance, psychological counseling, medical referrals, and mediation, while optimally mobilizing available institutional resources.

The educator role involves the institution's active engagement in enhancing public knowledge, skills, and awareness through training, information dissemination, and capacity-building activities. Assessment of this role centers on the quality and reach of information provided to the public and the extent to which institutional knowledge is translated into accessible community education.

The representational role refers to the institution's engagement and relationship-building with external parties on behalf of the populations it serves. This encompasses the development of inter-agency networks and advocacy activities—formally representing and championing the rights and needs of victims and vulnerable groups.

The technical role encompasses the application of specialized skills and technical competencies that support effective service delivery. This includes the formulation and implementation of standard operating procedures (SOPs), enforcement of technical policies, monitoring of service execution, and the strategic utilization of technology to enhance service effectiveness.

Method

This study employs a descriptive qualitative research design, selected on the grounds that the research objective requires an in-depth understanding of the lived phenomena associated with the role of UPTD PPA Kupang City in handling domestic violence cases. Fieldwork was conducted at three primary sites: the UPTD PPA office, LBH APIK NTT, and Rumah Harapan GMT, over the period of December 2025 to February 2026. Although the field research duration was relatively brief, methodological rigor was maintained through intensive qualitative data collection and systematic triangulation, which prioritizes depth over temporal scope.

Data were collected through three complementary techniques. First, semi-structured in-depth interviews were conducted using a structured interview guide developed around the four dimensions of Ife and Tesoriero's role framework (facilitator, educator, representational, and technical), enabling systematic

yet exploratory data generation. Second, direct observation was undertaken to document the physical conditions of office premises, shelter facilities, and service delivery processes. Third, documentary analysis was conducted on case data, SOPs, and applicable regulations and policies.

Research informants were selected through purposive sampling and comprised: the Head of UPTD PPA Kupang City; the Head of the Administrative Subdivision; two social workers; three UPTD PPA operational staff members; a representative of LBH APIK NTT; a representative of Rumah Harapan GMIT; and six community members and domestic violence survivors in Kupang City.

Data analysis followed the interactive model of Miles et al. (2014), encompassing three iterative stages: data reduction, data display, and conclusion drawing/verification. Data trustworthiness was ensured through source triangulation, technique triangulation, and time triangulation, collectively providing confidence in the validity and reliability of the research findings.

This study was conducted in adherence to established research ethics principles. All informants provided voluntary informed consent prior to their participation in interviews. Confidentiality of informant identities was rigorously maintained, and all victim-identifying initials referenced in this paper have been anonymized to protect individual privacy.

Results and Discussion

Overview of UPTD PPA Kupang City

UPTD PPA Kupang City is a technical implementation unit operating under the auspices of the Office of Women's Empowerment and Child Protection (DPPPA) of Kupang City. Established under Kupang City Mayoral Regulation Number 25 of 2022 and guided by the Regulation of the Minister of Women's Empowerment and Child Protection Number 2 of 2022 concerning Standards for Women and Children Protection Services, the institution provides three primary service categories: protection services, recovery services, and empowerment services. Its service delivery mechanism adheres to the CEKATAN principle (an Indonesian acronym denoting: Rapid, Accurate, Comprehensive, and Integrated) and operates on a one-stop service model with a 24-hour on-call mechanism.

In terms of human resource capacity, UPTD PPA Kupang City officially employs ten staff members; however, in practice, only five to six actively engage in case-handling services, as the remainder are seconded to perform other functions within DPPPA. Throughout 2025, the institution managed a total of 97 cases—56 involving adult women and 41 involving children—of which approximately 21 were classified as domestic violence cases.

Facilitator Role

In fulfilling the facilitator role, UPTD PPA Kupang City provides protection and recovery services at two locations: the DPPPA office premises and the Public Service Mall (Mal Pelayanan Publik/MPP), where services are available twice weekly. A social worker at UPTD PPA, Ibu Sesilia, explained the rationale for the dual-location arrangement:

"In reality, there is no difference in the types of services offered; however, the workspace here [at the UPTD PPA office] is too open. When we conduct assessments with victims, there are private matters they are not comfortable disclosing in an open setting. Fortunately, we were allocated a room at the MPP, so it is preferable to conduct assessments there—it is more enclosed and allows victims to speak more freely." (Interview, December 9, 2025)

The Head of UPTD PPA, Pak Randy, further noted that when the primary workspace is not conducive to confidential assessment, rooms must be borrowed from the Head of the Office or other departmental units. This structural limitation directly impairs the quality of victim services, as it compromises the privacy and psychological safety essential for effective trauma-informed assessment.

Table 2.
Domestic Violence Case-Handling Outcomes, UPTD PPA Kupang City, 2025

Year	Resolved	In Progress	Unilateral Termination	Referred
2025	14	2	2	3

Source: UPTD PPA Kupang City (2026).

As shown in Table 2, of the 21 domestic violence cases handled in 2025, 14 were resolved, 2 remained in progress, 2 were unilaterally terminated by the victim, and 3 were referred to partner institutions. By case type, the caseload comprised 9 cases of neglect, 7 cases of physical domestic violence (3 of which resulted in victim fatality), and 5 cases of psychological domestic violence.

In the domain of victim accompaniment, UPTD PPA applies Psychological First Aid (PFA) principles, which all service personnel are required to be competent in. A 24-hour call center service is also nominally available; however, a discrepancy was identified between stated service availability and actual operational practice. When the researcher attempted to contact the call center via WhatsApp outside of regular working hours, the message received no response—a finding that directly contradicts the CEKATAN principle, particularly its commitment to rapid response.

UPTD PPA also maintains a safe house (shelter) as a temporary protective placement for victims. Field observation confirmed that the shelter comprises two bedrooms, a communal kitchen, and a bathroom, with 24-hour security monitoring. Victims may be placed for up to 14 days, with extensions available based on individual circumstances. From the perspective of Ife and Tesoriero's (2014) facilitator role, an ideally functioning facilitator should be capable of providing adequate facilities independently, without dependence on resources from external units. The current infrastructure constraints constitute a meaningful deviation from this standard.

Educator Role

UPTD PPA Kupang City has implemented public socialization activities using print media, including brochures, pamphlets, and leaflets, which have been assessed as operating satisfactorily in reaching diverse community members through direct distribution. Awareness and capacity-building activities for violence survivors have also been conducted in collaboration with civil society organizations in Kupang City.

Nevertheless, the institution has yet to leverage digital media and information technology in any meaningful or systematic capacity. UPTD PPA does not maintain an official institutional website and has not actively utilized social media platforms. This gap significantly constrains the breadth of information dissemination regarding the institution's existence, the services available, and the mechanisms for reporting domestic violence cases—particularly for vulnerable populations for whom rapid access to information may be most critical. Given the increasingly central role of digital communication in contemporary public service delivery, this limitation represents a substantive gap in the educator role.

Representational Role

The representational role constitutes the area of strongest performance for UPTD PPA Kupang City. The institution has developed and maintains a robust collaborative network with multiple partner agencies, including Kupang City Police (Polresta Kupang Kota), LBH APIK NTT, Rumah Harapan GMTI, and local healthcare facilities. This collaboration is operationalized through referral mechanisms, joint legal accompaniment, and advocacy activities aimed at advancing the rights and interests of victims.

Inter-institutional data integration is facilitated through the Simfoni PPA application, issued by the Ministry of Women's Empowerment and Child Protection. This system enables case data entered by any participating institution to be accessed by partner agencies and, when relevant, by central ministry systems. The primary operational impediment identified within the representational role is the occasional incompleteness of documentation brought by victims when referred to partner institutions—a logistical challenge that can impede the efficiency of the referral process.

Technical Role

In terms of technical role performance, UPTD PPA Kupang City operates in accordance with Standard Operating Procedures (SOPs) derived from the Regulation of the Minister of Women's Empowerment and Child Protection Number 2 of 2022. The service delivery mechanism encompasses six sequential stages: (1) community complaint intake, (2) victim outreach, (3) case management, (4) temporary placement, (5) mediation, and (6) victim accompaniment. A one-stop service operational model with an on-call mechanism is employed to facilitate rapid and responsive case handling.

Oversight of SOP compliance is conducted by both the Head of UPTD PPA and the Head of DPPPAA Kupang City. Plans are underway to develop a localized, district-specific SOP adapted to the conditions of Kupang City; however, this initiative remains under deliberation and has not yet been formally ratified. The adoption of Simfoni PPA Version 3 represents a significant milestone in the modernization of case data recording and management, marking a meaningful advancement in the institution's technical capacity.

Theoretical Discussion: Application and Modification of Ife and Tesoriero's Framework

The findings of this study demonstrate that UPTD PPA Kupang City performs all four institutional roles identified by Ife and Tesoriero (2014)—facilitator, educator, representational, and technical—albeit with significant variation in the degree of optimization across roles. The representational role emerges as the most comprehensively realized, consistent with Ife and Tesoriero's proposition that inter-institutional networking and advocacy constitute the foundational mechanisms of social change agencies. This finding resonates with prior research in Banyumas (Dampaka et al., 2023) and Bantul (Furi & Indriyati, 2020), which similarly identified inter-agency collaboration and facilitating functions as central determinants of UPTD PPA effectiveness in addressing the complexity of domestic violence cases. Findings from Makassar (Wulandari et al., 2023) further corroborate that human resource limitations are a primary constraint on service quality—a pattern clearly replicated in Kupang City.

However, application of the Ife and Tesoriero framework to a local government institution necessitates two important theoretical modifications. First, the facilitator role in the UPTD PPA context is not fully autonomous, as it would be in a non-governmental organization; rather, it is structurally dependent on the institutional support and resource allocation of its parent agency (DPPPAA). This dependency is concretely evidenced by the institution's reliance on borrowed workspace from other departmental units and the Head of Office for victim assessments. Second, constraints on the educator role are not incidental but systemic, arising from the structural practice of dual-function assignment—whereby UPTD PPA staff are simultaneously tasked with responsibilities at DPPPAA—a feature more characteristic of public sector agencies than of NGOs.

This study thus extends the application of Ife and Tesoriero's framework to an underexplored institutional context: a newly established local government agency operating with limited institutional capacity. The findings suggest that technical role performance (adherence to national SOPs) and representational role performance are more readily achievable for such institutions, while facilitator and educator roles—which require adequate physical infrastructure and human resource sufficiency—present greater structural challenges. Compared with studies conducted in Banyumas, Bantul, and Makassar, the present findings affirm similar constraints related to staffing and service infrastructure, while extending the analytical contribution by highlighting the underutilization of digital media as a mechanism for public education and outreach—a dimension not prominently addressed in earlier studies.

Conclusion

This study concludes that UPTD PPA Kupang City performs all four principal institutional roles—facilitator, educator, representational, and technical—as theorized by Ife and Tesoriero (2014). The representational role demonstrates the highest degree of optimization, anchored in a strong inter-institutional collaborative network and victim advocacy capacity, and supported by integrated data management through the Simfoni PPA application. By contrast, the facilitator and educator roles remain suboptimally realized due to inadequate workspace, insufficient human resources, and limited exploitation of digital communication platforms. The technical role is operationalized in compliance with national regulatory standards, though the formulation of a locally adapted SOP remains pending finalization.

The study is subject to several limitations, including a relatively brief field research period (December 2025 to February 2026), a single-institution focus, and a restricted number of survivor perspectives (six informants). These constraints may limit the generalizability of findings across other institutional or geographic contexts.

Notwithstanding these limitations, the study affirms that despite its demonstrable commitment to protecting women and children from domestic violence, UPTD PPA Kupang City continues to be constrained by structural and resource-based barriers that impede optimal service delivery. Based on these findings, this study advances three policy recommendations: (1) the reinstatement and expansion of service personnel currently seconded to external departmental functions; (2) the provision of an independent, purpose-designed, and privacy-adequate workspace; and (3) the strategic optimization of digital media platforms as instruments for public education, information dissemination, and case reporting outreach.

For future research, the following directions are recommended: (a) longitudinal studies spanning a more extended timeframe to capture the full dynamics of institutional service delivery; (b) comparative studies encompassing UPTD PPA offices across multiple districts and municipalities in NTT; (c) sub-district-level research targeting areas with the highest violence incidence rates for more granular findings; and (d) quantitative studies measuring victim satisfaction as a complementary dimension to the present qualitative institutional analysis.

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