

# The Role of P2TP2A for Women Victims of Domestic Violence as a Form of Realization of Human Rights Enforcement

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## **Abstract**

*This research analyzes the role of Integrated Service Centers for Women and Children Empowerment (P2TP2A) towards women victims of domestic violence as a manifestation of human rights enforcement in Indonesia. Using normative juridical method, this study examines the juridical construction of P2TP2A based on the hierarchy of legislation and international human rights instruments. The findings indicate that although P2TP2A has a strong legal foundation from the 1945 Constitution to Ministry Regulation No. 5/2010, its implementation faces significant paradox between normative ideality and practical reality. Of 514 regencies/cities, only 398 have P2TP2A with varying operational readiness, while 67% of victims are unaware of this institution's existence. Determinant factors affecting effectiveness include institutional capacity disparities, limited competent human resources, suboptimal inter-stakeholder coordination, and persistent patriarchal culture. The research formulates a holistic capacity strengthening model based on four pillars: human resource competency standardization, coordination optimization, infrastructure strengthening, and outcome-based monitoring systems to realize sustainable victim protection.*

**Keywords:** P2TP2A, domestic violence, human rights enforcement

## **INTRODUCTION**

Domestic violence (DV) is a complex social phenomenon and has become a global problem that urgently needs to be addressed (Sinaga, 2022). In Indonesia, the prevalence of domestic violence against women shows alarming figures. Based on data from the National Commission on Violence Against Women's Annual Report (CATAHU) in 2023, there were 451,710 cases of violence against women, of which 71% or around 320,715 cases were violence in the personal sphere, with domestic violence dominating 84% of the total cases of violence in the personal sphere. Domestic violence is not only a violation of fundamental human rights, but also reflects the inequality of social structures that are rooted in patriarchal society. The impact of domestic violence on women is not limited to physical aspects alone, but also includes psychological trauma, social isolation, economic dependence, and degradation of human dignity (Idham et al., 2020). The complexity of this problem requires comprehensive, structured, and sustainable handling through a multi-stakeholder approach.

In response to the urgency of handling violence against women, the Indonesian Government has issued Law Number 23 of 2004 concerning the Elimination of Domestic Violence (UU PKDRT), which was then strengthened by various derivative regulations. One concrete manifestation of the

state's commitment to protecting women is the establishment of the Integrated Service Center for the Empowerment of Women and Children (P2TP2A) through the Regulation of the Minister of Women's Empowerment and Child Protection Number 5 of 2010 (Dimas Gibran Satrio Utomo & Tajul Arifin, 2024). P2TP2A as a functional technical institution tasked with organizing integrated service activities for women and children who are victims of violence, has a strategic position in the domestic violence victim protection system (Fahririn, 2023). This institution is designed as a "one stop service" that integrates health, legal, social, psychological, and rehabilitation services in one comprehensive service unit. The existence of P2TP2A represents the evolution of the paradigm of handling domestic violence from a partial approach to a holistic approach that is centered on the victim (victim-centered approach).

However, the implementation of the role of P2TP2A in practice shows various complexities and structural challenges (Dinas et al., 2023). First, the disparity in institutional capacity between regions that results in inequality in the quality of services. Second, the limited human resources that have specific competencies in handling domestic violence trauma (Ananta et al., 2024). Third, coordination between stakeholders is not optimal in creating synergy in handling. Fourth, the social stigma and patriarchal culture are still deeply rooted, so that victims of domestic violence often experience re-victimization in the process of seeking justice. From a human rights perspective, the role of P2TP2A cannot be separated from the state's obligation to respect, protect, and fulfill the fundamental rights of citizens, especially women. In this context, P2TP2A functions as a state instrument in fulfilling constitutional obligations as mandated in Article 28D paragraph (1) and Article 281 paragraph (2) of the 1945 Constitution, as well as Indonesia's international commitment to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Declaration on the Elimination of Violence Against Women (DEVAW).

Research on the effectiveness of P2TP2A in handling victims of domestic violence is relevant considering the urgency of a systemic evaluation of the implementation of policies to protect victims of violence (Widya et al., 2024). In-depth empirical studies are needed to identify gaps between legal norms and the reality of implementation, as well as to formulate strategic recommendations for optimizing the role of P2TP2A as the vanguard of protecting women's human rights. In the global context, the trend of handling domestic violence has undergone a paradigmatic evolution from a conventional reactive approach to a preventive and restorative approach that integrates the dimensions of transitional justice. The experiences of developed countries such as Canada with the Women's Shelters Program, Australia with Domestic Violence Crisis Services, and Norway with the Crisis Center Model show that the effectiveness of victim protection institutions is highly dependent on the systemic integration between legislative, institutional, and cultural aspects of society (Program & Students, 2017). These international models provide valuable lessons that the success of P2TP2A is not only determined by technical operational aspects, but also by the political will of the government, civil society participation, and the transformation of the patriarchal mindset rooted in the social structure.

The reality in the field shows that the implementation of the role of P2TP2A is still faced with a paradox between normative idealism and operational pragmatism (Putri et al., 2023). Data from the Ministry of Women's Empowerment and Child Protection shows that by 2023, only 398 out of 514 districts/cities in Indonesia have P2TP2A, with varying levels of operational readiness. This phenomenon indicates a political gap in the commitment of local governments to protecting victims of domestic violence. Furthermore, a survey conducted by the Indonesian Women's Coalition showed that 67% of victims of domestic violence did not know about the existence of P2TP2A, while 45% of victims who knew about the existence of the institution stated that they were dissatisfied with the quality of the services provided. The intersectional dimension in the experiences of victims of

domestic violence is also a crucial aspect that needs special attention in evaluating the role of P2TP2A. Women victims of domestic violence do not experience violence in a vacuum, but rather in the context of layered identities that include aspects of social class, ethnicity, religion, sexual orientation, and disability. A study conducted by UN Women Indonesia shows that women from marginalized groups such as migrant workers, women with disabilities, and women from indigenous communities face multiple barriers in accessing P2TP2A services (Nurul Fadhilah & Mappangara, 2023). This condition demands an approach that is not only gender-sensitive, but also intersectional-aware in the design and implementation of victim protection programs. Failure to understand the complexity of victim identities can result in secondary victimization and perpetuation of the cycle of violence that is contrary to the mission of upholding human rights that is intended to be achieved.

Based on the complexity of the problems that have been explained in the background, this study attempts to answer the fundamental question of how the legal construction of the role of P2TP2A in the legal protection system for victims of domestic violence based on a human rights perspective can be understood comprehensively. This question is important considering the need for an in-depth analysis of the normative basis that is the basis for the legitimacy of the existence of P2TP2A in the institutional structure of protection for victims of violence in Indonesia. Furthermore, this study also examines the extent to which the implementation of the P2TP2A function is effective in providing integrated services to women victims of domestic violence, which includes an evaluation of the quality, accessibility, and responsiveness of services provided to victims. The third aspect that is the focus of the study is the identification of structural and cultural factors that influence the optimization of the role of P2TP2A in handling domestic violence cases, including systemic obstacles that have the potential to hinder the achievement of victim protection goals. Finally, this study attempts to formulate an ideal model for strengthening the institutional capacity of P2TP2A to realize sustainable enforcement of women's human rights, as a constructive contribution to improving the protection system for victims of domestic violence in Indonesia.

This study generally aims to comprehensively analyze the role of P2TP2A towards female victims of domestic violence as a manifestation of the realization of human rights enforcement within the framework of an integrated protection system for victims of violence. In a more specific dimension, this study attempts to construct a legal framework for the role of P2TP2A in the legal protection system for victims of domestic violence based on an in-depth analysis of national laws and regulations and relevant international human rights instruments. The empirical aspect of this study is directed at evaluating the level of effectiveness of the implementation of the P2TP2A function in providing integrated services for female victims of domestic violence through a comprehensive assessment of the established institutional performance indicators. From an analytical perspective, this study attempts to systematically identify and analyze the determinant factors that influence the optimization of the role of P2TP2A, both from the institutional structural aspect and the socio-cultural conditions of the community surrounding the operationalization of the institution. As a constructive contribution, this study aims to formulate a model for strengthening the institutional capacity of P2TP2A that is responsive to the needs of victims and sustainable in realizing the enforcement of women's human rights, so that it can be a reference for improving the protection system for victims of violence in Indonesia.

This research is expected to provide significant contributions to the development of human rights law science, especially in enriching the literature on human rights law related to the theory of protection of victims of gender-based violence. The results of this study are expected to strengthen the theoretical foundations regarding the relationship between victim protection institutions and the enforcement of substantive human rights, as well as producing a conceptual framework regarding an effective integrated service model in handling domestic violence as a reference for the development

of victimology and restorative justice theories in the context of domestic violence. From the perspective of feminist legal theory, this study contributes to enriching the discussion on how formal institutions can become instruments of women's empowerment and the transformation of patriarchal structures in the Indonesian legal system.

In practice, this study provides a strong empirical basis for the government and policy makers to conduct a comprehensive evaluation of domestic violence handling policies and optimize resource allocation in the victim protection system. The resulting strategic recommendations can be used as a reference in the preparation of regulations and standard operating procedures for P2TP2A that are more responsive to the needs of victims. For P2TP2A managers, this study provides practical guidance for improving the quality of services and professionalism of domestic violence victim companions, including providing an institutional performance evaluation instrument that can be used for continuous improvement. Meanwhile, for domestic violence victims and the wider community, this study contributes to increasing awareness of the existence and function of P2TP2A as a victim protection institution, providing comprehensive information on the rights of domestic violence victims and mechanisms for accessing protection services, while encouraging active community participation in the prevention and handling of domestic violence. From a methodological dimension, this study develops a research instrument that can be adapted to evaluate the effectiveness of violence victim protection institutions in various regions with diverse socio-cultural characteristics, while presenting an interdisciplinary research model that integrates a juridical-normative approach with an empirical-sociological approach in legal and human rights studies. In the long term, this research is expected to contribute to the process of social transformation towards a more gender-just society that respects women's human rights, support the achievement of the Sustainable Development Goals, especially Goal 5 on Gender Equality and Goal 16 on Peace, Justice and Strong Institutions, and strengthen efforts to harmonize Indonesian women's human rights protection standards with international standards to strengthen Indonesia's position in the international community as a country committed to upholding human rights.

## **RESEARCH METHODS**

### **Types and Approaches of Research**

This study uses a normative legal method (legal research) that focuses on an in-depth analysis of the legal norms that regulate the role and function of P2TP2A in the protection system for women victims of domestic violence. The normative legal approach was chosen because this study seeks to examine and analyze the legal construction of the role of P2TP2A based on a human rights perspective through a comprehensive study of relevant laws and regulations, legal doctrines, and jurisprudence. This method allows researchers to conduct a systematic analysis of the conformity between the normative basis for the establishment of P2TP2A and international human rights principles, as well as identifying normative gaps that may affect the effectiveness of the implementation of the role of P2TP2A in practice. Normative legal research in this context is also directed at constructing a theoretical framework regarding the position of P2TP2A in the national legal protection system, taking into account the hierarchy of laws and regulations and the principles of applicable legal interpretation. This approach allows for an in-depth analysis of the philosophical, legal, and sociological aspects that underlie the establishment of P2TP2A, as well as its relevance to contemporary human rights law theories. Through normative legal methods, this research seeks to contribute to the development of legal science, especially in the field of protecting victims of violence and enforcing women's human rights.

## **Research Data Sources**

The data sources in this study consist of primary legal materials that include laws and regulations that have direct binding force and become the legal basis for the existence and operation of P2TP2A. Primary legal materials include the 1945 Constitution of the Republic of Indonesia as a constitutional basis, Law Number 23 of 2004 concerning the Elimination of Domestic Violence, Regulation of the Minister of Women's Empowerment and Child Protection Number 5 of 2010 concerning Guidelines for the Establishment and Development of Integrated Service Centers, and various regional regulations governing the establishment of P2TP2A at the district/city level. In addition, international legal instruments such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Declaration on the Elimination of Violence Against Women (DEVAW) are also an integral part of the primary legal materials. Secondary legal materials in this study include academic literature, scientific journals, legal textbooks, previous research results, and official documents related to the implementation of P2TP2A and protection of victims of domestic violence. Literature review was conducted on scientific works that discuss the theory of victimology, feminist legal theory, and human rights law to strengthen the theoretical basis of the research. Tertiary legal materials used include legal dictionaries, encyclopedias, and various reference sources that provide explanations or instructions on primary and secondary legal materials, thus providing a more comprehensive understanding of the object of research study.

## **Data collection technique**

The data collection technique in this study was carried out through systematic and comprehensive library research on various sources of legal materials relevant to the research problem. The data collection process began with an inventory of all laws and regulations related to P2TP2A and protection of victims of domestic violence, then continued with a search for academic literature and previous research results discussing similar topics. The search for legal materials was carried out through various online legal databases, university libraries, national libraries, and official websites of government institutions that issue related regulations. Documentation techniques were also used to collect secondary data in the form of official reports from the Ministry of Women's Empowerment and Child Protection, the National Commission on Violence Against Women, and civil society organizations engaged in advocacy for women's protection. The data collection process was carried out in stages and selectively, taking into account the relevance, credibility, and actuality of the data sources used. To ensure the completeness of the data, researchers also cross-checked various sources to avoid information bias and obtain an objective picture of the implementation of the role of P2TP2A in the domestic violence victim protection system.

## **Data Analysis Techniques**

Data analysis in this study uses a qualitative legal analysis method that is descriptive-analytical, with a deductive approach that starts from general premises in human rights law theory to specific applications in the context of the role of P2TP2A. Content analysis techniques are used to examine the substance of legal norms that regulate P2TP2A, by considering aspects of consistency, coherence, and comprehensiveness of the regulations. The analysis is carried out through a systematic approach that categorizes data based on the main themes of the study, then interpretation and evaluation of the conformity between legal norms and human rights principles are carried out. The analysis process also uses the comparative legal analysis method to compare the regulation of P2TP2A in Indonesia with best practices for handling victims of domestic violence in other countries, so that the advantages and disadvantages of the existing system can be identified. Data triangulation techniques are used to validate research findings through cross-verification between various data



sources, both primary, secondary, and tertiary legal materials. The results of the analysis are then synthesized to produce theoretical constructions regarding the role of P2TP2A in enforcing women's human rights, as well as formulating normative recommendations for improving the existing legal framework.

## **RESULTS AND DISCUSSION**

### **Legal Construction of the Role of P2TP2A in the Legal Protection System for Domestic Violence Victims**

Analysis of the legal basis of P2TP2A shows that the establishment of this institution is based on a systematic hierarchy of laws and regulations, starting from Article 28D paragraph (1) and Article 28I paragraph (2) of the 1945 Constitution which guarantees the right to protection from violence and discrimination. This legal construction is strengthened through Law No. 23 of 2004 concerning the Elimination of Domestic Violence which explicitly mandates the establishment of an integrated service institution, then operationalized through Regulation of the Minister of Women's Empowerment and Child Protection Number 5 of 2010. This legal framework reflects the adoption of international human rights principles, especially CEDAW and DEVAW, which emphasize the state's obligation to respect, protect, and fulfill women's rights.(Santoso & Wibowo, 2024). The position of P2TP2A in the national legal protection system shows the characteristics of a functional technical institution that carries out coordinative and integrative functions in handling victims of domestic violence. This legal construction provides legitimacy to P2TP2A to intervene in domestic violence cases through a multidisciplinary approach that includes medical, psychological, legal, and social aspects. However, an in-depth analysis of the normative structure shows ambiguity in the regulation of P2TP2A's authority, especially in terms of coordination with law enforcement agencies and other service institutions, which has the potential to cause overlapping or empty functions in implementation practices. The complexity of P2TP2A's legal construction is also reflected in the duality of its role as a service institution and at the same time as a human rights advocacy instrument, which demands a balance between service delivery and social change advocacy functions. In the context of Indonesian federalism, the implementation of P2TP2A faces the challenge of harmonizing national regulations with regional regulations that often have different nuances and priorities, creating disparities in service standards between regions. Furthermore, existing legal constructions have not fully anticipated contemporary developments in the understanding of domestic violence, such as economic violence, digital violence, and technology-based violence, which require the adaptation of a legal framework that is more responsive to the evolution of forms of violence in the digital era.(Women et al., 2018).

### **Effectiveness of Implementation of P2TP2A Function in Integrated Services**

Evaluation of the implementation of the P2TP2A function shows that of the 514 districts/cities in Indonesia, only 398 regions have P2TP2A with very varying levels of operational readiness (Goddess & Teenagers, 2021). These data indicate a significant implementation gap, where the political will of local governments is a determining factor in the existence and quality of P2TP2A. The survey showed that 67% of domestic violence victims did not know about the existence of P2TP2A, while 45% of victims who knew about the existence of the institution stated that they were dissatisfied with the quality of services provided, indicating a significant gap between legal norms and the reality of implementation. Analysis of the quality of integrated services provided by P2TP2A shows that most institutions still face limitations in providing comprehensive services that are responsive to the needs of victims. The aspect of service accessibility is a major problem, especially for women from marginalized groups such as migrant workers, women with disabilities, and women from indigenous communities who face multiple barriers in accessing P2TP2A services. These

limitations are caused by minimal socialization, the non-strategic location of P2TP2A, and the suboptimal referral system between institutions that should be integrated in the one-stop service concept promoted by P2TP2A. Further evaluation of the service responsiveness aspect shows that the average response time of P2TP2A to reports of domestic violence cases is still around 2-3 days, which is relatively slow considering the urgency of the victim's condition which requires immediate intervention. The limitations of information technology in the case management system also contribute to service inefficiency, where case documentation is still done manually and is not integrated with the information systems of other related institutions. The aspect of service continuity is also a serious problem, where as many as 40% of victims who received initial services at P2TP2A did not continue the assistance process to completion, indicating a high dropout rate due to various internal and external factors that have not been optimally handled by the existing service system (Herawati et al., 2021).

### **Determinant Factors Influencing the Optimization of the Role of P2TP2A**

Identification of structural factors shows that disparities in institutional capacity between regions are the main obstacles in optimizing the role of P2TP2A. Limited human resources with specific competencies in handling domestic violence trauma, minimal operational budget allocation, and the absence of uniform standard operating procedures contribute to the low quality of services (Eva et al., 2021). Suboptimal coordination between stakeholders is also an inhibiting factor, where sectoral egos and lack of understanding of the role of each institution in the victim protection system result in fragmentation of services that should be integrated. Cultural factors indicate that social stigmatization and patriarchal culture that are still rooted in Indonesian society are fundamental challenges in implementing the role of P2TP2A. The public's view that considers domestic violence as a private family matter and the existence of victim blaming of domestic violence victims creates psychological barriers for victims to access P2TP2A services. In addition, the understanding of officers and support staff that is still gender biased often results in secondary victimization, where victims actually experience additional trauma in the process of seeking justice. This condition demands a mindset transformation that is not only limited to the individual level, but also at the broader social system level. The political-economic dimension also has a significant influence on optimizing the role of P2TP2A, where fluctuations in political will due to changes in leadership in the regions often have an impact on program continuity and budget allocation. The phenomenon of the commodification of women's issues in practical politics has resulted in P2TP2A programs becoming a temporary political image-building event, without a long-term commitment to developing a sustainable protection system. Furthermore, the weak public accountability system and community participation in monitoring the performance of P2TP2A creates space for inefficient practices and even petty corruption that erode the quality of services, where the allocation of victim assistance funds often does not reach the actual recipients or is used for other purposes that are not in accordance with its intended use (Syifa et al., 2024).

### **The Challenge of Intersectionality in Handling Victims of Domestic Violence**

In-depth analysis of the intersectionality dimension shows that women victims of domestic violence experience violence in the context of layered identities that include aspects of social class, ethnicity, religion, sexual orientation, and disability. Studies show that women from marginalized groups face multiple barriers in accessing P2TP2A services, where poverty, language barriers, and geographic isolation combine with social stigma to create complex barriers. In practice, P2TP2A has not fully adopted an intersectional-aware approach that is able to respond to the diversity of backgrounds and specific needs of victims.(Sun, 2024). Failure to understand the complexity of victim identities has implications for secondary victimization and perpetuation of cycles of violence

that are contrary to the mission of upholding human rights. For example, women with disabilities often face physical and communication accessibility barriers in accessing P2TP2A services, while women from indigenous communities face conflicts between the formal legal system and customary law in resolving domestic violence cases. This condition demands a redesign of P2TP2A programs and services that are not only gender-sensitive, but also able to accommodate the diversity of identities and needs of victims through a more inclusive and participatory approach. A deeper analysis shows that an intersectional approach to handling domestic violence requires a fundamental reconstruction of the assessment and intervention methodologies that have been used by P2TP2A. Existing screening and assessment instruments are still based on the experiences of urban middle-class women, so they are unable to capture the nuances of the experiences of violence experienced by women from various backgrounds. For example, female commercial sex workers who experience domestic violence often face multiple discrimination from P2TP2A officers who view them as victims who are "unworthy" of protection. Likewise, lesbian, bisexual and transgender women who experience violence from same-sex partners face barriers in accessing services due to the heteronormative paradigm that is still dominant in the framework for handling domestic violence, thus requiring special protocols that are sensitive to the diversity of sexual orientation and gender identity (Sidiq, 2019).

### **Comparison with International Best Practices Models**

Comparison with international models shows that P2TP2A has a concept that is in line with global best practices such as the Women's Shelters Program in Canada, Domestic Violence Crisis Services in Australia, and the Crisis Centre Model in Norway (Zai et al., 2022). The basic similarity lies in the adoption of a one-stop service approach and a victim-centered approach that integrates multidisciplinary services in one institution. However, the international model shows advantages in terms of sustainable funding, professionalism of the support staff, and more systematic integration with the justice system. Lessons learned from international experiences show that the success of victim protection institutions is highly dependent on three key factors: consistent political will from the government, active participation of civil society, and transformation of the patriarchal mindset rooted in the social structure. The Norwegian model with the Crisis Center Model shows the importance of long-term investment in capacity building and service standardization, while the Australian experience underlines the importance of a strict monitoring and evaluation system to ensure service quality. Adaptation of these international models needs to consider the unique socio-cultural context of Indonesia, especially in terms of religious, ethnic, and value system diversity prevailing in society. Further comparative studies with the Integrated Domestic Violence Courts model in the United States and the Specialized Domestic Violence Units in the United Kingdom show the importance of systemic integration between victim service institutions and the criminal justice system. These models implement fast-track prosecution protocols and victim advocate programs that ensure that victims of domestic violence receive quality legal assistance throughout the justice process. Meanwhile, Japan's experience with Women's Consulting Centers shows the effectiveness of a community-based intervention approach that involves community leaders and religious institutions in the healing process and social reintegration of victims. Adapting the international model to the Indonesian context requires modifications that take into account decentralized governance structures, the diversity of customary laws, and the strategic role of religious organizations in transforming social values that support the elimination of violence against women (Setyadi, 2012).



## **Implications of the Role of P2TP2A in Upholding Women's Human Rights**

The role of P2TP2A in the context of enforcing women's human rights shows a concrete manifestation of the state's obligation to fulfill the fundamental rights of citizens as mandated in the constitution and Indonesia's international commitments. The existence of P2TP2A represents the evolution of the paradigm of handling domestic violence from a conventional, reactive approach to a preventive and restorative approach that integrates the principles of transitional justice (Palestine, 2022). Effective implementation of the role of P2TP2A contributes to the achievement of the Sustainable Development Goals, especially Goal 5 on Gender Equality and Goal 16 on Peace, Justice and Strong Institutions. However, the reality of implementation shows that P2TP2A has not been fully able to realize the substantive enforcement of women's human rights. The gap between legal norms and implementation practices indicates a paradox between normative idealism and operational pragmatism that requires systemic intervention. These limitations in human rights enforcement not only impact individual victims, but also the legitimacy of the state in fulfilling its constitutional and international obligations. Therefore, optimizing the role of P2TP2A is imperative for the realization of Indonesia as a state of law that respects and protects human rights, especially women's rights to live free from violence. Contextualization of the role of P2TP2A in the transformative justice framework shows that this institution has the strategic potential to become a catalyst for more fundamental social change, not only limited to handling individual cases but also in changing the structures and cultures that perpetuate the subordination of women. The implementation of a restorative justice approach in handling domestic violence through P2TP2A can provide a more holistic alternative solution, where the focus is not only on punishment of the perpetrator but also on healing the victim and transforming social relations to be more equitable. However, the application of restorative justice in the context of domestic violence requires high caution to avoid re-victimization and ensure that the safety of the victim remains the main priority, so strict protocols and specially trained companions are needed in gender-sensitive restorative justice methodologies (Vivian & Arsawati, 2020).

### **P2TP2A Institutional Capacity Building Model**

Based on a comprehensive analysis of the challenges and obstacles faced by P2TP2A, this study formulates a holistic and sustainable institutional capacity strengthening model (Ismail et al., 2020). This model is based on four main pillars: strengthening human resource capacity through standardization of competencies and certification of domestic violence victim companions, optimizing the coordination system between stakeholders through the establishment of clear and binding cooperation protocols, strengthening infrastructure and information systems to improve accessibility and quality of services, and developing outcome-based monitoring and evaluation systems to ensure accountability and continuous improvement. This strengthening model also emphasizes the importance of a participatory approach that involves victims, survivors, and civil society in the planning, implementation, and evaluation processes of the P2TP2A program (Sapitri et al., 2023). The transformation of organizational culture towards a more gender and human rights sensitive paradigm is a fundamental prerequisite in this model, which must be supported by consistent political commitment from the central and regional governments. The implementation of this model requires sustainable funding and diversification of funding sources, not only relying on the APBN/APBD but also involving the private sector and international organizations through strategic corporate social responsibility and development partnership schemes. The operationalization of this capacity building model requires gradual implementation through pilot projects in several regions with different characteristics to test the effectiveness and adaptability of the model to diverse local conditions. The aspect of sustainability is a crucial consideration in the design of the model, where leadership regeneration and knowledge transfer mechanisms need to be built to ensure program

continuity amidst changes in the political landscape. Furthermore, this model integrates the use of digital technology to improve service efficiency through mobile applications for case reporting, cloud-based case management systems, and e-learning platforms for sustainable capacity building. Evaluation of the impact of this strengthening model will be carried out through a mixed-method approach that combines quantitative analysis of performance indicators with qualitative assessments of changes in the quality of life of victims and shifts in social norms in the community, so as to provide a comprehensive picture of the effectiveness of the interventions carried out (Luthfi et al., 2022).

## CONCLUSION

This study concludes that the Integrated Service Center for the Empowerment of Women and Children (P2TP2A) has a strong legal basis based on the hierarchy of national laws and international human rights instruments, but its implementation faces a significant paradox between normative ideals and practical realities. The legal construction of P2TP2A based on the 1945 Constitution, Law No. 23 of 2004, and Regulation of the Minister of Women's Empowerment and Child Protection No. 5 of 2010 has provided legitimacy as an instrument for enforcing women's human rights, but still contains ambiguity of authority that has the potential to cause overlapping functions with other related institutions. The effectiveness of the implementation of P2TP2A shows less than optimal achievements, where only 398 out of 514 districts/cities have P2TP2A with varying levels of operational readiness. Low public awareness (67% of victims do not know the existence of P2TP2A) and dissatisfaction with the quality of services (45% of victims stated that they were dissatisfied) indicate a significant gap in accessibility and responsiveness of services. Determinant factors influencing the optimization of the role of P2TP2A include disparities in institutional capacity between regions, limited competent human resources, suboptimal coordination between stakeholders, and the persistence of patriarchal culture and social stigma that hinder victims' access to services. The intersectional dimension in handling victims of domestic violence shows that P2TP2A has not fully adopted an approach that is sensitive to the diversity of victim identities, so that women from marginalized groups face multiple barriers in accessing services. Comparison with international best practices shows that although the concept of P2TP2A is in line with global models such as in Canada, Australia, and Norway, there are still weaknesses in terms of sustainability of funding, professionalism of assistants, and systemic integration with the justice system. The role of P2TP2A in upholding women's human rights shows a concrete manifestation of the state's obligation to fulfill the fundamental rights of citizens, but has not achieved substantive human rights enforcement due to the paradox of implementation. The institutional capacity strengthening model formulated by this study is holistic with four main pillars: standardization of human resource competencies, optimization of coordination between stakeholders, strengthening infrastructure and information systems, and development of outcome-based monitoring-evaluation systems. This model emphasizes a participatory approach, gender-sensitive organizational culture transformation, and sustainability through diversification of funding sources and implementation of digital technology to improve service efficiency. Overall, P2TP2A as an instrument for enforcing women's human rights has great strategic potential, but requires comprehensive systemic transformation to realize effective and sustainable protection for victims of domestic violence. Optimizing the role of P2TP2A is not only important for the protection of individual victims, but also for Indonesia's legitimacy as a country based on law that respects human rights and its commitment to achieving the SDGs, especially Goal 5 on Gender Equality and Goal 16 on Peace, Justice and Strong Institutions.

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