

Weighing the Failure of the Anti-Violence Regional Regulation in Gorontalo: Regulatory Gaps or Weak Law Enforcement Apparatus?

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This study analyzes the implementation of Gorontalo Provincial Regional Regulation Number 1 of 2016 concerning the Protection of Women and Children from Acts of Violence, focusing on identifying the dominant factors hindering its effectiveness. The background of this research is the fluctuating high rate of violence against women and children in Gorontalo Province over the past three years, indicating a gap between the existence of the regulation and field realities. This research employs an empirical legal method with a qualitative approach, collecting data through interviews, observation, and documentation studies, and analyzing it using the theory of legal effectiveness. The results indicate that while the Provincial Regulation is normatively adequate, regulatory gaps exist in the derivative regulations at the district/city level which are not yet harmonized. However, the dominant factor hindering implementation lies precisely in the weakness of the law enforcement apparatus and institutions, including the limited capacity of the Technical Implementation Unit for the Protection of Women and Children (UPTD PPA), the scarcity of professional experts, political and budgetary dynamics, weak cross-sectoral coordination, and data discrepancies between institutions. This study concludes that strengthening institutional capacity and the law enforcement apparatus is an absolute prerequisite for the effective implementation of Regional Regulation No. 1 of 2016 in Gorontalo Province.

Keywords: Regional Regulation Implementation; Protection of Women and Children; Law Enforcement Apparatus

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1. Introduction

Violence against women and children is a serious social issue and a major challenge in Indonesia. The problem of violence experienced by women and children is one of the many concerning social problems. This issue is not merely a conflict within the family sphere or just a national challenge, but is also viewed as a global humanitarian problem stemming from long-standing customs. Various terms have emerged within society to describe this condition, such as "violence against women," "gender-based violence," and "domestic violence," with women as the victims. Meanwhile, terms used for violence against children include "working children," "street children," "children in armed conflict," "urban war zones," and so forth.

Acts of violence occur not only through physical or verbal actions that fundamentally violate human rights and can have long-term impacts on victims, families, and even the social order, but also include other forms such as threats, economic violence, neglect, discrimination, or other acts against women and children that affect them physically, mentally, emotionally, and can even lead to loss of life [1]. In this context, women and children often become objects of violence due to the deeply ingrained power imbalance in gender relations within society, making women and children a group highly vulnerable to violence. Biased social norms, patriarchy, and gender stereotypes often place women in a vulnerable and inferior position, thereby creating an opportunity for perpetrators to commit acts of violence. The violence experienced by women

and children often occurs not only in the private sphere (household) but also in the public sphere, for example, in the workplace, schools, and the digital space.

Data from the National Commission on Violence against Women (Komnas Perempuan) Annual Records (CATAHU) for 2023 shows that complaints to Komnas Perempuan increased from the previous year, reaching 4,371 cases in 2022 compared to 4,322 cases. With this number, Komnas Perempuan received an average of 17 complaints per day. Of the total complaints, 339,782 were cases of Gender-Based Violence, some of which were reported to Komnas Perempuan. Violence in the personal sphere still dominated reports of Gender-Based Violence cases, accounting for 99% or 336,804 cases. For cases in the public sphere, a total of 2,978 cases were recorded, of which 1,276 cases were reported to Komnas Perempuan. Complaint data to Komnas Perempuan throughout 2022 shows that in the public sphere, sexual violence was consistently the highest with 1,127 cases, while in the personal sphere, psychological violence was the most prevalent with 1,494 cases. Komnas Perempuan complaints and data from service institutions included cases of online intimidation, threats to distribute private photos/videos, and online sexual extortion. Furthermore, in 2024, the number of cases reported to Komnas Perempuan and its CATAHU partners reached 445,502 cases. This number represents an increase of 43,527 cases or approximately 9.77% compared to 2023, which totaled 401,975 cases. In the personal sphere, violence against wives was the most reported. In this regard, Komnas Perempuan received 672 complaints of violence against wives, followed by the second highest number of violence cases, namely violence by ex-boyfriends, totaling 632 cases, similar to 2023.

Acts of violence experienced by children often not only make them victims; in this regard, children, as a group vulnerable to such alarming acts, should receive protection from adults. However, what happens is that children can also become a group that perpetrates violence against their peers. Violence experienced by children occurs not only in the home environment but also in schools, communities, and even in cyberspace or social media. This certainly has severe consequences, causing developmental setbacks for child victims, such as hindering their physical and mental development, in addition to causing emotional, behavioral, and cognitive problems, thereby disrupting the cycle of well-being for future generations [2].

Gorontalo Province is a region that also faces this important problem. In an effort to address this issue, the regional government has constitutional authority to carry out the main tasks of governance in districts and cities, based on the principle of regional autonomy. The legal basis governing this is contained in the principles of regional governance as outlined in the 1945 Constitution of the Republic of Indonesia and reinforced by national regulations governing the implementation of regional autonomy. In this context, the authority of regional governments includes the formulation and implementation of Regional Regulations to accommodate the needs and interests of the local community, including safeguarding the safety of women and children from the danger of violence.

Gorontalo Province enacted Regional Regulation Number 1 of 2016 concerning the Protection of Women and Children from Acts of Violence as a legal basis for preventive and repressive efforts against acts detrimental to women and children, as well as to enhance the safety and welfare of women and children. Based on Article 3 of Gorontalo Provincial Regulation Number 1 of 2016, the main objectives are to prevent acts of violence, provide protection and services for victims, empower women and children who experience violence, and ensure stronger and more effective legal protection. Furthermore, this Regional Regulation is also aimed at enhancing the enforcement of women's and children's rights, encouraging community involvement in prevention efforts, and strengthening the role of regional government in handling gender-based violence and violence against children [3].

The fact remains that even though this Regional Regulation has been in effect since 2016, violence against women and children remains a significant and serious problem in Gorontalo Province. Over the past three years, from 2023 to 2025, a number of cases have been recorded each year in Gorontalo Province. Based on data from the Gorontalo Provincial Office for Women's Empowerment and Child Protection regarding reported cases of violence against women and children, 244 cases were recorded in 2023, spread across all districts/cities in Gorontalo Province, with details as follows: Boalemo District (34 cases), Gorontalo District (86 cases), Pohuwato District (31 cases), Bone Bolango District (49 cases), North Gorontalo District (19 cases), and Gorontalo City (25 cases). In 2024, the number of cases increased to 277, with details: Boalemo District (46 cases), Gorontalo District (66 cases), Pohuwato District (53 cases), Bone Bolango District (25 cases), North Gorontalo District (54 cases), and Gorontalo City (33 cases). Meanwhile, in 2025, the number of cases recorded was 220, with details: Boalemo District (11 cases), Gorontalo District (41 cases), Pohuwato District (53 cases), Bone Bolango District (16 cases), North Gorontalo District (85 cases), and Gorontalo City (25 cases).

This data illustrates the dynamic and complex nature of the violence problem. The fluctuation in the number of recorded cases cannot be interpreted as a consistent improvement; rather, it may reflect inconsistencies in reporting, handling, or law enforcement by the regional government. This phenomenon indicates a gap between the existence of regional regulations and the effectiveness of their implementation in handling violence cases [4]. This condition suggests that the existence of a legal umbrella alone is insufficient to reduce violence rates. The increase in incidents in 2024 and the decrease in 2025 indicate irregularities in the effectiveness of case handling by relevant agencies or institutions. The nearly even distribution of cases across all districts/cities in Gorontalo Province shows that the problem of violence against women and children is not a sporadic issue occurring only in certain areas but has become a structural problem requiring serious attention from all stakeholders.

The gap between regulation and reality underscores the urgency to examine more deeply the root causes of the suboptimal implementation of Regional Regulation Number 1 of 2016. The fundamental question that then arises is whether this implementation failure is caused by gaps within the regulation itself or stems from the weak capacity of the law enforcement apparatus in operationalizing the mandate of the Regional Regulation? This question is important to answer considering that the effectiveness of a regional regulation is determined not only by its normative quality but also by the readiness of the institutions and human resources tasked with its implementation [5]. The theory of legal effectiveness asserts that there are at least five factors influencing the effectiveness of law enforcement: the legal factor itself (substance), the law enforcement factor, the facilities or infrastructure factor, the community factor, and the cultural factor. In the context of Gorontalo Province, these five factors need to be comprehensively examined to identify the weak points causing Regional Regulation Number 1 of 2016 to not yet function optimally.

Previous research conducted in Gorontalo District indicated that the Technical Implementation Unit for the Protection of Women and Children (UPTD PPA) has been providing six services for violence victims, yet various obstacles remain in its implementation, particularly concerning inter-agency coordination and limited resources. This finding reinforces the indication that the implementation problem is not merely a normative issue but also a matter of institutional capacity and apparatus capability. Furthermore, there have been explicit statements mentioning a paradox in the implementation of regional regulations, where regulations are available but field realities show different results.

Against this background, this study focuses on weighing the implementation failure of Regional Regulation Number 1 of 2016 concerning the Protection of Women and Children from Acts of Violence in Gorontalo Province, specifically examining whether the root of the problem lies in regulatory gaps or in the weakness of the law enforcement apparatus. This approach is essential so that the resulting policy recommendations

are not generic but precisely targeted based on an accurate diagnosis of the problem. If the problem lies in the regulation, the solution is normative improvement through legislative review. However, if the problem lies with the apparatus, the solution is strengthening institutional capacity and human resources. By tracing the obstacles or constraints in the implementation of legal protection, this research is expected to contribute positively to formulating more effective strategies and improving the prevention and handling of violence against women and children in Gorontalo Province.

2. Literature Review

Soerjono Soekanto's theory of legal effectiveness identifies five factors influencing law enforcement: legal substance, law enforcement apparatus, facilities and infrastructure, community awareness, and cultural factors [6]. National data from Komnas Perempuan reveals escalating violence against women and children, with cases increasing 9.77% to 445,502 in 2024. Previous research in Gorontalo District and City indicates that although UPTD PPA provides six core services, implementation faces significant obstacles including limited professional experts, weak inter-agency coordination, and inaccessible services [7]. These findings establish that effective protection requires not only adequate regulations but also capable institutions, trained human resources, and strong political commitment.

Despite the enactment of Gorontalo Provincial Regulation Number 1 of 2016 concerning the Protection of Women and Children from Acts of Violence, violence cases remain prevalent and structurally problematic, with fluctuating data and inter-regional disparities indicating ineffective implementation. Although regulatory gaps exist in harmonized derivative regulations at the district/city level, the dominant factor hindering effectiveness lies in the weakness of the law enforcement apparatus and institutions. Limited UPTD PPA capacity, shortage of professional experts, political and budgetary constraints, weak cross-sectoral coordination, and persistent victim-blaming culture prevent the translation of legal norms into concrete action, creating a fundamental paradox between regulatory existence and field realities.

3. Method

This research employs an empirical legal research method, also known as socio-legal research, with a qualitative approach [8]. This approach was chosen to analyze the implementation of Regional Regulation Number 1 of 2016 concerning the Protection of Women and Children from Acts of Violence in Gorontalo Province and to identify the factors hindering it. The research location was Gorontalo Province, focusing on the Office for Women's Empowerment and Child Protection (DPPPA) and the Technical Implementation Unit for the Protection of Women and Children (UPTD PPA). Data sources consisted of primary data obtained through in-depth interviews with key informants, namely law enforcement officials and managers of service institutions, and secondary data sourced from primary, secondary, and tertiary legal materials. Data collection techniques included interviews, observation, and documentation studies. Data analysis used an interactive model encompassing data reduction, data presentation, and conclusion drawing, employing the theory of legal effectiveness as an analytical tool to measure the success of regional regulation implementation.

4. Results and Discussion

Regulatory Gaps in Regional Regulation No. 1 of 2016: Between Normative Completeness and Implementation Gap

Gorontalo Provincial Regional Regulation Number 1 of 2016 concerning the Protection of Women and Children from Acts of Violence normatively regulates quite comprehensive material. According to the

regulation database of the Audit Board of Indonesia (BPK), this Regional Regulation covers provisions regarding principles and objectives, the scope of protection, mechanisms for cooperation and coordination, community and business participation, and information and reporting systems. The completeness of this substance indicates that the regional government has an adequate legal foundation to carry out efforts to protect women and children. However, the fundamental question that then arises is to what extent this normative completeness correlates with the effectiveness of its implementation in the field [9].

The Head of the Gorontalo Provincial Office for Women's Empowerment and Child Protection (DPPPA), Yana Yanti Suleman, revealed that although a Governor Regulation concerning the protection of women and children and provisions regarding UPTD PPA exist, the absence of a Regional Regulation in some aspects means there is no binding and compelling legal basis for all parties to comply. This statement is interesting because it indicates that the existence of Regional Regulation No. 1 of 2016 alone, if not supported by strong and harmonized derivative regulations at the district/city level, will have limited effectiveness [10]. A good Regional Regulation requires adequate implementation instruments, including regional head regulations and other technical policies that align with the mandate of the higher-level regulation.

Data on violence cases in Gorontalo Province over the past three years shows fluctuations reflecting inconsistencies in handling. Based on data from the Gorontalo Provincial DPPPA, 244 cases were recorded in 2023, increasing to 277 cases in 2024, and then decreasing to 220 cases in 2025. Another source mentioned that cases of violence against women and children dropped drastically from 387 cases with 412 victims in 2023 to 165 cases with 172 victims in 2024. This discrepancy in figures alone indicates a problem in the data collection and reporting system, which should be one of the important mandates of Regional Regulation No. 1 of 2016. The lack of synchronization of data between institutions shows that the information and reporting system mandated by the Regional Regulation is not yet functioning optimally [11].

Inter-regional variation is also quite striking. North Gorontalo District recorded a surge from 19 cases in 2023 to 54 cases in 2024 and 85 cases in 2025. Conversely, Gorontalo District showed a downward trend from 86 cases in 2023 to 41 cases in 2025. This phenomenon indicates that the effectiveness of Regional Regulation implementation heavily depends on the capacity and commitment of each district/city in translating the mandate of the provincial regulation into operational policies. This is where the actual regulatory gap lies: not in the provincial regulation as the main legal umbrella, but in the derivative regulations at the district/city level that are not yet fully harmonized and accommodating to implementation needs.

Some districts do not yet have specific provisions regarding the profile of a Child-Friendly District/City (KLA), Task Forces, Regional Action Plans, and program publication mechanisms. In fact, the KLA program requires strong regulatory instruments at the district/city level to ensure all indicators are met. This vertical disharmony between provincial and district/city regulations has the potential to create legal gaps that hinder the effectiveness of protection for women and children [12]. The Gorontalo Provincial Government itself has actually affirmed its commitment to ensuring all regional legal products, including regional head regulations at the district and city levels, are aligned and not contradictory with the hierarchy of higher laws and regulations.

The Head of the Legal Bureau of the Gorontalo Provincial Secretariat, Mohamad Trizal Entengo, explained that the facilitation process for draft regional regulations is a strategic step to build legal certainty and prevent policy overlap. The focus of facilitation includes three main aspects: ensuring the proposed regulation does not exceed the authority of the district/city government, evaluating the potential impact of

the regulation on society, and examining the completeness of the substance to avoid ambiguity in its implementation in the field [13]. However, this facilitation process does not yet seem to fully guarantee vertical harmonization in the context of protecting women and children.

Research conducted by Elvira Wirdah on the UPTD PPA in Gorontalo District revealed that although the UPTD PPA has been carrying out its roles and responsibilities by providing six services, various factors cause law enforcement to not yet run effectively. That study used Soerjono Soekanto's theory of legal effectiveness, which mentions five factors influencing the effectiveness of law enforcement: the legal factor itself, the law enforcement factor, the facilities and infrastructure factor, the community awareness factor, and the cultural factor. In this context, the legal factor itself (regulatory substance) becomes one variable that needs careful examination, especially at the level of derivative regulations in districts/cities.

This vertical disharmony is exacerbated by the discourse on merging the DPPPA with the Social Services Agency that once emerged. The Deputy Governor of Gorontalo, Idah Syahidah Rusli Habibie, firmly rejected this plan due to concerns that it would hinder the DPPPA's tasks from running optimally. The Social Services Agency, which already has a very broad workload, if merged with the DPPPA, would mean that attention to specific issues concerning women and children would be sidelined. Such institutional dynamics clearly impact the implementation of Regional Regulation No. 1 of 2016, as the UPTD PPA, which is the frontline service provider for violence victims, falls under the coordination of the DPPPA [14].

On the other hand, the push to form a Regional Regulation on Gender Mainstreaming also indicates an awareness that the protection of women and children requires a stronger and more comprehensive regulatory foundation. Yana Yanti Suleman emphasized that the Regional Regulation would be an important instrument to encourage gender-responsive planning, budgeting, and implementation of government programs. The existence of the Regulation would regulate evaluation and supervision mechanisms more concretely, where all Regional Apparatus Organizations (OPD) and vertical institutions would be obliged to create gender-responsive plans and programs, and could be evaluated through clear indicators by the Regional Development Planning Agency (Bappeda), the Inspectorate, and the Financial Agency [15].

Collaborative steps taken by the Gorontalo Provincial Government are beginning to show tangible results. The rate of child marriage dispensations decreased from 829 cases in 2023 to 507 cases in 2024. Ayula Selatan Village in Bone Bolango District was designated as a pilot project for the Rumah Bersama Indonesia (Indonesian Shared House) by the Ministry of Women's Empowerment and Child Protection, a program that creates safe and friendly spaces for women and children. These achievements prove that when there is strong commitment and collaboration, protection for women and children can be realized even though regulatory gaps still exist.

However, these positive achievements should not lead to neglect of the fundamental problems still overshadowing the implementation of Regional Regulation No. 1 of 2016. Regulatory gaps found in derivative regulations at the district/city level must be addressed immediately through consistent harmonization and facilitation processes. The Gorontalo Provincial Government needs to ensure that every district/city has regulations accommodating the mandate of the provincial regulation, including provisions on KLA profiles, Task Forces, Regional Action Plans, and program publication mechanisms. Without this, the gap between normative completeness at the provincial level and implementation at the district/city level will persist [16].

Thus, it can be concluded that although Regional Regulation No. 1 of 2016 is normatively adequate, regulatory problems emerge precisely at the operational level in districts/cities that have not fully accommodated the mandate of the higher-level regulation. This vertical disharmony creates legal gaps that hinder the effectiveness of protection for women and children. Therefore, efforts to harmonize regulations

through the facilitation process conducted by the Legal Bureau of Gorontalo Province must be continuously strengthened and focused on priority sectors such as the protection of women and children. Only with strong vertical harmonization can Regional Regulation No. 1 of 2016 be implemented optimally and provide maximum protection for women and children victims of violence in Gorontalo Province.

Weak Law Enforcement Apparatus and Institutions as the Dominant Factor Hindering Implementation

Unlike the regulatory aspect, which shows weaknesses in derivative regulations at the district/city level, the aspect of the law enforcement apparatus faces more fundamental and structural problems. Within the framework of Soerjono Soekanto's theory of legal effectiveness, there are at least five factors influencing the effectiveness of law enforcement: the legal factor itself (regulatory substance), the law enforcement factor, the facilities and infrastructure factor, the community awareness factor, and the cultural factor [6]. These five factors work simultaneously and influence each other, so weakness in one factor will impact the overall effectiveness of law enforcement. In the context of Gorontalo Province, the law enforcement factor and the facilities and infrastructure factor are the two most problematic variables and contribute significantly to the suboptimal implementation of Regional Regulation Number 1 of 2016 concerning the Protection of Women and Children from Acts of Violence.

Research conducted by Elvira Wirdah on the UPTD PPA in Gorontalo District provides a concrete picture of the Regulation's implementation at the operational level. The UPTD PPA, as the frontline service provider for violence victims, has been carrying out its roles and responsibilities by providing six main services: community complaint services, victim outreach, case management, temporary shelter, mediation services, and victim assistance. However, the implementation of these six services still faces various obstacles that prevent law enforcement from being effective. This finding aligns with other research in Gorontalo City indicating that the Lahilote Integrated Service Center for Women's Empowerment and Child Protection (P2TP2A) still faces many problems, including lack of inter-agency coordination, shortage of professional expert resources, and services that are not easily accessible to victims. This condition certainly impacts the quality of services provided to violence victims, who should receive fast, integrated, and comprehensive handling [7].

The limited capacity of UPTD PPA is a central issue that cannot be ignored. The Head of the Gorontalo Provincial DPPPA, Yana Yanti Suleman, openly acknowledged the need to enhance the capacity of UPTD PPA in every region, in terms of human resources, facilities and infrastructure, and support from experts such as psychologists, advocates, and medical personnel. This admission shows that resource problems are a serious obstacle to service optimization. Without adequate support from expert staff, it is impossible for the UPTD to carry out the Regulation's mandate optimally, especially with the expansion of services becoming increasingly complex following the enactment of Law Number 12 of 2022 concerning the Crime of Sexual Violence, which mandates integrated services for victims.

This institutional problem is actually a national challenge, not only experienced by Gorontalo Province. The Deputy for Women's Rights Protection at the Ministry of Women's Empowerment and Child Protection (KemenPPPA), Desy Andriani, stated that out of a total of approximately 500 districts/cities targeted for UPTD PPA establishment, only 355 have been formed, or about 70 percent of the national target. Limited Special Allocation Funds (DAK) are one of the main causes for suboptimal services at the regional level. Furthermore, geographical conditions also pose an obstacle because many violence victims live far from the reach of UPTD PPA at the district/city level, making it difficult for law enforcement officials to respond to reports quickly. This condition indicates that the problem faced by Gorontalo is part of a structural problem also faced by other regions in Indonesia [17].

Furthermore, KemenPPPA also highlighted that the existence of UPTD PPA alone is insufficient if not supported by trained human resources. Desy Andriani emphasized that when there is no UPTD, one must be established, but when a UPTD already exists but its human resources are not yet trained, this also becomes a separate challenge requiring strengthening, training, and technical guidance. The Sexual Violence Crime Law mandates UPTD PPA with the task of carrying out integrated handling, protection, and recovery of victims to minimize the mobilization of sexual violence victims. If victims have to move around during the case resolution process, it can affect their psychological condition and make them vulnerable to re-victimization. Therefore, strengthening the human resources capacity of UPTD PPA is an absolute prerequisite for the effective implementation of the Regional Regulation.

Political dynamics and policies at the regional level further exacerbate the condition of institutional protection for women and children in Gorontalo. The Deputy Governor of Gorontalo, Idah Syahidah Rusli Habibie, firmly rejected the discourse on merging the DPPPA with the Social Services Agency that had emerged. This rejection was based on concerns that the merger would hinder the DPPPA's tasks from running optimally because the Social Services Agency already has a very broad workload; if merged, attention to specific issues concerning women and children would be sidelined [18]. Idah Syahidah even revealed that she nearly cried while fighting for the DPPPA not to be merged, and was grateful that Governor Gusnar Ismail responded positively and agreed to maintain the DPPPA as an independent institution. Such political dynamics show that the existence of institutions protecting women and children remains fragile and heavily depends on the political commitment of policymakers.

On the other hand, the process of establishing UPTDs in several regions is also constrained by differences of opinion within the DPRD (Regional House of Representatives) and budget efficiency policies requiring a downgrade in the UPTD type with a minimalist organizational structure. Consequently, the UPTD consists only of a Head of UPTD, functional positions, and staff, without adequate resources to carry out the Regulation's mandate optimally. When the establishment of a much-needed UPTD is hampered by political dynamics and budget constraints, the Regulation's mandate can never be implemented maximally. This is ironic because, on one hand, the regional government has demonstrated normative commitment through the Regulation, but on the other hand, it hinders the institutional strengthening necessary for its implementation [19].

Weak cross-sectoral coordination and data discrepancies between institutions are subsequent hindering factors that are equally important. Protecting women and children requires multi-sectoral cooperation involving the police, courts, prosecutor's office, social services, health services, education services, and community institutions. Research in Gorontalo City revealed that incest cases (sexual violence by biological fathers) are often hidden due to power relations, social stigma, and the victim's economic dependence on the perpetrator. Although several services like P2TP2A Lahilote exist, these institutions still face problems of lack of inter-agency coordination in case handling. When coordination between these institutions is weak, case handling becomes partial and incomplete, and victims risk re-victimization in convoluted legal processes [20].

Sharp criticism of the weak performance of law enforcement officials in Gorontalo has also been voiced by civil society elements. The Network of Women and Child Activists (Jejak Puan), in a protest in front of the Gorontalo Regional Police (Polda), stated that violence against women, which is rampant in Gorontalo, constitutes a human rights violation. They criticized the slow handling of various cases of violence against women in Gorontalo, such as the femicide case in Gentuma, sexual violence by the former Rector of UNU Gorontalo, the case involving a High School Vice Principal in Gorontalo District, and sexual violence involving a former IPDN (Institute of Domestic Administration) student. According to Jejak Puan, this

situation illustrates the persistence of a victim-blaming culture, a lack of victim perspective, and weak commitment from law enforcement officials to protect women.

Jejak Puan also urged the government to acknowledge that violence against women is a gross human rights violation and must be handled with a swift approach using a victim perspective and free from discrimination. They demanded the implementation of regulations that favor victims, action against negligent or discriminatory officials, and mandatory training for police, prosecutors, and judges on gender-sensitive case handling that is trauma-informed and non-discriminatory [21]. These demands affirm that the problem of weak apparatus is not only about quantity and facilities but also about the quality and perspective in handling cases of violence against women and children. Practices of mediation, victim-blaming, and various forms of discrimination in legal processes must be eliminated as they contradict the principles of human rights.

Mega Mokoginta, a representative of Jejak Puan, emphasized that the 16 Days of Activism against Gender-Based Violence is not merely an annual ceremonial event but a space to remind the state that many women in Gorontalo are still waiting for justice. This statement serves as a reminder that behind statistical data and policy discussions, there are real victims awaiting legal certainty and recovery [22]. As long as violence against women continues to occur and law enforcement does not favor victims, civil society will continue to speak out and demand state accountability.

Thus, it can be concluded that although regulatory gaps exist in derivative regulations at the district/city level, the main factor causing the suboptimal implementation of Regional Regulation No. 1 of 2016 lies precisely in the weakness of the law enforcement apparatus and institutions. Good regulation is meaningless without being supported by capable apparatus, adequate budget, solid coordination, and active community participation. The implementation paradox occurring in Gorontalo Province where regulations are available but field realities show different results is more due to the inability of implementing institutions to translate legal norms into concrete action in the field, rather than merely a weakness of the norm itself. Therefore, efforts to enhance UPTD PPA capacity, strengthen cross-sectoral coordination, improve the quality of human resources within the law enforcement apparatus, and secure strong political commitment to maintain and strengthen institutions protecting women and children are absolute prerequisites for the effective implementation of Regional Regulation No. 1 of 2016 in Gorontalo Province.

5. Conclusion

Based on the discussion regarding the implementation of Gorontalo Provincial Regulation Number 1 of 2016 concerning the Protection of Women and Children from Acts of Violence, it can be concluded that the issues faced are multidimensional. From the regulatory aspect, the Provincial Regulation is normatively adequate, covering principles, objectives, scope of protection, coordination mechanisms, and information and reporting systems. Regulatory gaps are instead found in the derivative regulations at the district/city level that are not yet fully harmonized, such as the absence of specific provisions concerning the profile of Child-Friendly Districts/Cities (KLA), Task Forces, and Regional Action Plans. This vertical disharmony has the potential to hinder the effectiveness of protection for women and children.

However, the dominant factor causing the suboptimal implementation of the Regulation lies precisely in the weakness of the law enforcement apparatus and institutions. The limited capacity of the UPTD PPA, the scarcity of professional human resources such as psychologists and advocates, political dynamics hindering institutional strengthening, budget efficiency policies, weak cross-sectoral coordination, and data discrepancies between institutions constitute serious structural obstacles. Good regulation is meaningless without being supported by capable apparatus, adequate budget, solid coordination, and active community

participation. Thus, efforts to strengthen institutional capacity and the law enforcement apparatus are an absolute prerequisite for the effective implementation of Regional Regulation No. 1 of 2016 in Gorontalo Province.

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