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Breaking the Chain of Violence: A Study of Policy Implementation on Child Protection in Samarinda City, Indonesia

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ABSTRACT

This study aims to analyze the implementation of child protection policies for victims of violence by the Office of Women Empowerment and Child Protection (DP2PA) in Samarinda City using Edward III's implementation model as the analytical framework. The model emphasizes four key indicators: communication, resources, disposition, and bureaucratic structure. This qualitative research employs a descriptive method through in-depth interviews, observation, and documentation with key informants from government agencies, social institutions, and the general public. The findings show that the policy implementation has been carried out relatively well, especially regarding communication and disposition. DP2PA and UPTD PPA actively engage in public outreach and inter-agency coordination and demonstrate a strong commitment to handling child abuse cases. However, limited human resources and budget constraints remain significant challenges, mitigated through regular training and efficient budget management. The bureaucratic structure is considered adequate, as evidenced by precise task distribution and integrated standard operating procedures (SOPs). These findings suggest that the success of policy implementation is influenced not only by the existence of regulations but also by the synergy among stakeholders, the commitment of implementers, and effective communication strategies. Theoretically, this study reinforces the applicability of Edward III's model in the context of social policy. At the same time, practically, it offers valuable insights for local governments to strengthen holistic child protection systems.

Keywords: Policy Implementation, Child Protection, Child Abuse, DP2PA, Samarinda City.

I. Introduction

Child abuse is a serious social issue that poses a threat to children's well-being and hinders their physical and psychological development. Unfortunately, in the context of Indonesian society, such abuse is often perceived as a shared or private matter. Many cases remain unreported, concealed, or resolved informally within families due to concerns over family reputation and social stigma (Suyanto, 2019). The permissive attitude of society towards domestic violence contributes to the recurrence of these incidents.



Even when people hear a child's cries or screams, they often choose not to intervene, considering it a domestic issue. In cases of sexual abuse, victims are frequently blamed and ostracized, which further prevents them from seeking justice (Suyanto, 2019). Often, such cases only gain public attention after being exposed through the media (Suyanto, 2019). Child abuse can occur in various settings, including the home, school, and community. According to Suharto (in Gultom, 2014), the causes of abuse are internal and external. Internal factors include physical or mental disabilities, developmental disorders, and children's lack of awareness of their rights. External factors include poverty, unemployment, family conflict, rigid parenting styles, and unstable family structures. Moreover, violence is often passed down through generations, as parents who experienced abuse during their childhood tend to replicate such patterns with their children (Sary, 2023).

The impact of abuse on children is far-reaching, manifesting in emotional trauma, low self-esteem, social withdrawal, and mental health issues. (Ariani & Asih, 2022). Physically, abuse can cause injuries, disabilities, or even death. Although the outcomes of child protection efforts may not be immediately visible, like infrastructure development, they represent a long-term investment in human capital. (Suyanto, 2019). Legally, child protection in Indonesia is governed by Law Number 35 of 2014 on Child Protection, which guarantees every child's right to life, growth, development, and protection from violence and discrimination. However, the implementation of this policy has not been optimal. Purwanto & Sulistyastuti (2012) Define policy implementation as the process of delivering policy outputs to the target groups by implementers to achieve intended policy goals. Supporting research indicates that the enforcement of this law still faces significant challenges. (Layliyah et al., 2022; Putri et al., 2023; Wahyudi & Kushartono, 2020).

Data from the national SIMFONI PPA system (Online Information System for the Protection of Women and Children) show a steady rise in child abuse cases—from 11,055 cases in 2019 to 11,264 in 2020, then sharply increasing to 14,446 in 2021, and reaching 16,106 in 2022. A similar trend is observed in Samarinda City. SIMFONI PPA data reveal 122 cases in 2020, increasing to 134 in 2021 and 184 in 2022. Sexual abuse is the most prevalent form, followed by physical and psychological abuse. These figures likely underrepresent the actual situation due to underreporting. In response, the Samarinda City Government issued Regional Regulation Number 10 of 2013 on Child Protection. Furthermore, Mayoral Regulation Number 110 of 2021 formally established the Department of Women's Empowerment and Child Protection (DP3A) as the key agency responsible for implementing child protection efforts, handling abuse cases, and raising public awareness. Nevertheless, the policy's implementation still faces various obstacles, including limited human resources, low public awareness of children's rights, and persistent social stigma toward victims. Therefore, a balance between legal and social protection is essential to ensure a safe and supportive environment for children to grow and develop. (Gultom, 2014). A key policy that must be considered during its implementation process is the development policy. (Perdana et al., 2024).

II. Literature Review and Hypothesis Development

2.1. Public Policy and Its Implementation

Public policy is a fundamental instrument for the government to address public issues. Dye (2017) defines public policy as "everything a government chooses to do or not to do." In line with this, Syahrudin (2019) describes public policy as a series of decisions or regulations made by political actors who possess the resources and commitment to achieve specific objectives. Winarno (2014) views policy as the actions of bureaucratic actors such as public officials or government institutions. In a more academic context, (2022) highlights that public policy is also the subject of interdisciplinary analysis, including political, economic, and social dimensions. As Anderson (2003) outlined, the policy-making process includes several stages: agenda setting, public participation, policy formulation, implementation, and evaluation. Howlett et al. (2020) emphasize that these stages are interconnected and are essential in determining policy effectiveness. Implementation is a critical stage, acting as a measure of whether policies are effectively executed. Wahab (2015) explains that policy implementation goes beyond routine administration, involving a broad network

of stakeholders responsible for operationalizing public decisions. Similarly, Purwanto and Sulistyastuti (2012) define implementation as delivering policy outputs to target groups through policy executors.

2.2. Implementation Model and Approach (Edward III Theory)

To understand the complexities of policy implementation, George C. Edward III developed a widely used model that identifies four interrelated variables: communication, resources, disposition, and bureaucratic structure (Kadji, 2015). Communication is vital in ensuring that implementers clearly understand the policy's objectives. Inadequate communication can result in misinterpretation and hinder policy execution. Resources include human capital, financial support, and operational facilities. Even well-communicated policies may fail without sufficient resources to support their execution. (Winarno, 2014). Disposition refers to the attitudes, commitment, and integrity of the implementers. The success of a policy depends mainly on the motivation and willingness of those responsible for its implementation. (Anggara, 2018). The bureaucratic structure represents the formal organizational framework through which policy is implemented. Rigid or fragmented structures can slow the process, especially without clear standard operating procedures (SOPs). Edward III's model offers a comprehensive framework to evaluate how well a policy is implemented, particularly within decentralized or local government settings. By analyzing these four variables, decision-makers can better assess gaps and improve policy performance.

2.3. Child Protection from Violence

Children are a vulnerable group entitled to protection and support for their physical, psychological, and social development. By Law No. 35 of 2014, every child in Indonesia has the right to life, growth, and protection from violence and discrimination. Children are seen as individuals needing care and as the foundation for the nation's future. (Djamil, 2015). Gultom (2014) Explains that child protection involves both direct and indirect efforts. Direct protection focuses on interventions provided directly to the child, such as counseling, education, and safety measures. Indirect protection targets adults responsible for the child's well-being, including parents, teachers, and community members. Violence against children can be classified into four primary forms: physical abuse, physical neglect, emotional abuse, and sexual abuse. (Gultom, 2014). These forms of abuse have long-term impacts on children's emotional stability, self-esteem, and social integration (Ariani & Asih, 2022). At the regional level, child protection in Samarinda is regulated through Regional Regulation No. 10 of 2013, strengthened by Mayor Regulation No. 110 of 2021. The Department of Women Empowerment and Child Protection (DP3A) is responsible for implementing policies, handling abuse cases, facilitating recovery, and promoting public awareness. Grindle in Tresiana & Djuaji (2017) Emphasizes that effective policy implementation depends on social and political contexts, institutional capacity, and resource availability. Therefore, child protection efforts must involve coordination among stakeholders and a responsive approach to the needs and rights of children in vulnerable situations.

III. Research Method

This study employs a qualitative descriptive research method to explore and analyze the implementation of child protection policies for victims of violence in Samarinda. Qualitative research, as defined by Bogdan and Taylor in Moleong (2010), is a form of inquiry that generates descriptive data from written or spoken words derived from observable behavior and direct interaction with people. This approach allows an in-depth understanding of social phenomena and government practices that cannot be captured through quantitative measurements. The focus of the study includes primary aspects, such as the implementation of child protection policies for victims of violence by the Department of Women Empowerment and Child Protection (DP3A) Samarinda, which is examined through Edward III's policy implementation model. This model includes four key indicators: communication, which consists of

transmission, clarity, and consistency; resources, which comprise human resources, infrastructure, budget, and authority; disposition, referring to the attitudes and commitment of the implementers; and bureaucratic structure, which involves organizational mechanisms and standard procedures.

Data were collected from both primary and secondary sources. Primary data were obtained through interviews with key informants and relevant stakeholders. Key informants include the Head of DP3A, Samarinda, the Division for Special Child Protection, and staff from the same department. In addition, the study interviewed parties directly involved in implementation and service delivery, such as the Head of UPTD for Women and Child Protection, representatives from the East Kalimantan Social Protection Center, and individuals under institutional care and members of the public. Informants were selected using purposive sampling, a method where participants are chosen based on specific criteria and their relevance to the research topic. (Sugiyono, 2020). These individuals have the best understanding and direct involvement in the subject under study. Secondary data were gathered through document analysis, including institutional reports, official regulations, academic literature, books, and relevant media publications that support the research findings and provide contextual background.

The study used observation, interviews, and documentation to collect data. Observation enabled the researcher to interpret social situations and behaviors, supported by field notes and reflective memos. (Sugiyono, 2020). Interviews were used to obtain detailed and personal insights from informants, especially regarding experiences, challenges, and perceptions of policy implementation. (Sugiyono, 2020). Meanwhile, documentation helped validate findings through existing written evidence such as policy documents, reports, photos, and archives (Sugiyono, 2021). To analyze the data, the study used the (Miles et al., 2014). This model involves four key steps: data collection, data reduction, data display, and conclusion drawing/verification. Data were first gathered using triangulation methods to ensure credibility. Then, data were simplified, categorized, and reduced to highlight relevant information while discarding extraneous details. The next step involved organizing the data into readable formats such as narrative texts or thematic matrices. Finally, the researcher interpreted the patterns and drew conclusions, which were verified continuously throughout the research process. These conclusions aim to uncover new insights and explain causal relationships between various elements within the context of child protection policy implementation in Samarinda.

IV. Result and Discussion

The implementation of a child protection policy for victims of violence by the Department of Women Empowerment and Child Protection (DP2PA) of Samarinda City demonstrates how public policy can be translated into concrete actions at the regional level. As Kadji (2015) highlighted, public policy should function as an ongoing effort by the government to meet public needs and stimulate inclusive community participation. The effectiveness of this implementation, as explained by Edward III (Tachjan, 2006), is influenced by four key variables: communication, resources, disposition, and bureaucratic structure.

4.1. Communication

Communication is a critical component in the policy implementation process, as it determines how well the objectives and content of the policy are understood and executed by implementers and accepted by the target audience. According to Edward III, in (Syahrudin, 2019) Effective communication enables the precise delivery of information concerning the policy's goals, targets, and strategies. Findings indicate that the DP2PA of Samarinda City has employed multiple communication strategies, such as Focus Group Discussions (FGDs), cross-sector coordination meetings, and community outreach programs targeting the general public, schools, and neighborhood-level communities (RT). These efforts reflect a solid attempt to transmit policy messages effectively, in line with Edward III's in Winarno (2014) Assertion that successful implementation depends on conveying the policy clearly to implementers and the intended audience.

Moreover, DP2PA collaborates actively with health, education, social service departments, law enforcement, and civil society organizations like TRC Kaltim, the Domestic Violence Forum, and PATBM. These

collaborations show consistent and integrated communication between government bodies, as emphasized by Wahab in Syahrudin (2019), who highlights that smooth communication between stakeholders reduces potential errors in implementation. However, disparities in information access persist, as some communities have not participated in awareness campaigns or remain unaware of existing child protection policies. This suggests that communication channels are not yet fully effective in reaching all demographics. As Salsabila et al. (2024) and Hastrida (2021) noted, communication should extend beyond face-to-face interactions and incorporate social media platforms for broader outreach and easier access. The increasing number of reports from the public on cases of child abuse suggests that communication efforts have had a positive impact. This supports the findings of As'ari (2021) and emphasizes that rising community engagement in reporting abuse is a clear indicator of effective policy dissemination. In summary, the communication aspect of Edward III's model has been implemented effectively, though further expansion is needed to ensure more inclusive coverage.

4.2. Resources

According to Edward III, in (Syahrudin, 2019), even well-formulated policies will fall short if they lack sufficient resources. These resources include human capital, funding, and physical infrastructure. The study reveals that both DP2PA and UPTD PPA in Samarinda are facing shortages in personnel, including a limited number of female caregivers at UPTD PSPAD East Kalimantan. However, from a qualitative standpoint, existing staff demonstrate strong competency and experience in managing child protection cases. Verina et al., (2023) Given the growing complexity of abuse cases, improving human resource capacity is crucial. DP2PA regularly organizes capacity-building programs to upskill its personnel, aligning with recommendations from Siregar (2018) and Rachmawati & Faedlulloh (2021), who advocate for continuous professional development to strengthen public service delivery. This effort reflects a proactive approach to equipping staff with the tools needed to meet community needs.

Regarding funding, DP2PA and UPTD PPA receive allocations from the regional budget (APBD) and the central government's Special Allocation Fund (DAK). Although the financial resources are not optimal, they have been managed efficiently to support essential programs, including providing free services for victims. Kadji (2015) and Vieri et al. (2022) have noted that while budget limitations are common, effective fund management can still support successful policy execution. Regarding infrastructure, UPTD PPA has established a safe house (RULIMANIS), and UPTD PSPAD provides comfortable residential facilities for child victims. Nevertheless, there is still a need for additional support facilities, such as therapy rooms and recreational areas, as also highlighted by Salsabila et al., (2024), who underscore the role of adequate infrastructure in ensuring comprehensive protection services. Overall, although resource limitations exist, the effective use of available personnel, funding, and facilities demonstrates that the resource component of Edward III's model is being implemented effectively.

4.3. Disposition

Disposition refers to the commitment, attitudes, and motivation of those responsible for implementing policies. As Edward III, in Tresiana & Djuaji (2017) Explains, implementers' dedication and moral orientation significantly affect policy outcomes. Field findings show a strong level of commitment among personnel from DP2PA, UPTD PPA, and UPTD PSPAD. These individuals have voluntarily contributed to outreach programs, safeguarded victims' confidentiality, and followed cases through to resolution. Their actions are not solely driven by regulations but also by ethical standards and a sense of public duty (Ramadhan & Sahrul, 2024; Salsabila et al., 2024). This commitment is reinforced by legal frameworks, such as Law No. 17 of 2016, which imposes stricter penalties on officials who violate child protection mandates. Awareness of such legal consequences enhances the sense of responsibility among implementers (Kadji, 2015). Implementers also positively perceived child protection policies, recognizing them as essential legal instruments safeguarding vulnerable children. This finding aligns with (Melani and As'ari, 2021), who found

that such policies enhance security and justice for victims. Thus, the disposition component of Edward III's model is reflected through the implementers' strong moral and professional commitment and their appreciation for the critical role these policies play in upholding children's rights.

4.4. Bureaucratic Structure

A well-defined bureaucratic structure contributes significantly to the success of policy implementation. Edward III in (Syahrudin, 2019) Emphasizes the importance of clear roles, responsibilities, and effective interagency coordination supported by standardized operating procedures (SOPs). This study finds that DP2PA and UPTD PPA operate under SOPs aligned with Ministerial Regulation No. 2 of 2022 on service standards for women and child protection. These SOPs guide handling cases from initial reports through assessment, intervention, and ongoing monitoring. (Melani & As'ari, 2021). Likewise, UPTD PSPAD's division of duties between service and advocacy units prevents role confusion and facilitates timely intervention. (Verina et al., 2023). Cross-sectoral coordination is well-established, with DP2PA collaborating with community-based organizations such as PATBM. These organizations play a frontline role in identifying and addressing cases at the grassroots level. Health institutions, including hospitals and public health centers, have also become active partners in reporting abuse cases—reflecting the kind of structural collaboration. (Kadji, 2015). The coordination between city- and provincial-level UPTDs shows that administrative boundaries do not hinder cooperation when a shared commitment to child protection exists. In conclusion, the bureaucratic structure element in Edward III's model is being implemented effectively through clear role assignments, SOP adherence, and strong institutional collaboration.

V. Conclusion

This study demonstrates that Edward III's model of policy implementation—consisting of communication, resources, disposition, and bureaucratic structure—is highly applicable and relevant to implementing child protection policies, especially in Samarinda City. Theoretically, the research supports the model's validity by showing how each indicator plays an essential role in the success of a complex social policy. Communication ensures clarity and consistency of policy messages, while adequate resources—both in quality and quantity—enable effective service delivery. The strong disposition of implementers reflects their moral commitment and alignment with policy goals, and a structured bureaucracy with clear SOPs facilitates coordination and minimizes operational overlap. This confirms that Edward III's model is theoretically sound and adaptable for evaluating human service and welfare-related policies in local governance settings. Empirically, the findings reveal that while there are ongoing challenges—such as limited personnel and the need for broader outreach—stakeholders' commitment, collaboration, and proactive strategies have significantly contributed to improved child protection outcomes. Effective inter-agency coordination, public outreach through FGD and community-based programs, and consistent training have enhanced both the responsiveness of services and public awareness. The increasing number of reported child abuse cases, though concerning, indicates a growing public trust and understanding of reporting mechanisms. Thus, this study offers practical insights that can be replicated in other regions, emphasizing that successful policy implementation depends not only on regulations and procedures but also on the synergy between human values, institutional support, and strategic communication.

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