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ANALYSIS OF THE ROLE OF ACTORS IN THE ACTUALIZATION OF THE WOMEN-FRIENDLY AND CHILD-CARE VILLAGE PROGRAM (DRPPA) IN DENPASAR CITY

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Abstract

The implementation of the Women-Friendly and Child-Caring Village (DRPPA) program in Denpasar City represents a governance transformation from a centralistic bureaucratic approach to cross-sectoral collaboration. The high complexity of urban social vulnerability demonstrates that top-down interventions are frequently hindered by sectoral egos and the limited capacities of implementers. This study aims to comprehensively analyze the roles of actors, interaction dynamics, and collaborative governance networks in the actualization of DRPPA in Denpasar City. This research employs a qualitative method with a descriptive-analytical approach. Data collection techniques included observation, in-depth interviews, and literature reviews. The informants were selected using the exponential discriminative snowball sampling model. The data analysis technique followed a systematic process: collecting and preparing data for analysis via interview transcripts; reading through the entire data to build a general sense of the information and reflect on its overall meaning; organizing the data; identifying and presenting the data; and developing interpretations to derive meaning from the field research findings. The results indicate that the actualization of DRPPA does not rely on a single entity but is driven by an ecosystem of actor network levels, ranging from macro to micro. The Macro Level is legitimized by the Mayoral Regulation (Perwali) Number 22 of 2023; the Meso Level is realized through the synergy of village governance with the authority of Traditional Village Leaders (Prajuru Desa Adat); while the Micro Level is mobilized by NGOs, SAPA Desa Volunteers, and the Children's Forum as the spearheads of empowerment. The novelty of this research highlights the efforts to integrate the pillar of state law with the cultural pillar of traditional authority through the establishment of customary regulations for the protection of women and children. Furthermore, these findings emphasize a progressive paradigm shift, wherein the Children's Forum transforms from mere

objects into active supervisory subjects. The institutionalization of gender-responsive policies is proven to function effectively through the active contributions of the involved actors.

Keywords: DRPPA; Actor Roles; Collaborative Governance; Traditional Institutions; Inclusive Policy.

A. INTRODUCTION

The latest phenomenon in various villages and sub-districts in Denpasar City shows a different portrait. The dominance of state actors is slowly transforming into a collective movement that involves local elements on a massive scale. The handling of domestic violence, the fulfillment of children's rights, and the strengthening of women's economy no longer rests solely on official instructions, but is driven by initiatives, awareness, and social capital that thrive from the local community itself. This dynamic is characterized by the presence of non-governmental actors and traditional institutions that are actively at the forefront. One of the concrete manifestations is the presence of Village Women and Children Friends Volunteers (SAPA) who consistently track, map, and collect data directly on the fulfillment of welfare indicators in the village and sub-district environment. This step is strengthened by the strategic role of Non-Governmental Organizations (NGOs) such as Bali Sruti and KAPAL Perempuan who have succeeded in initiating Women's Schools at the village level. Through this non-formal education platform, local women are trained to improve their self-capacity, gender awareness, and economic independence.

The reality of conditions in the field is a manifestation of the actualization of the Women-Friendly and Child-Caring Village Program (DRPPA). This program is a form of the government's commitment to realizing social development in inclusive and gender-responsive regions. Currently, empirically in the city of Denpasar shows a significant paradigm shift, where the resolution of the issue of violence against women and children no longer depends solely on formal bureaucratic intervention (Dewi et al., 2025). However, protection initiatives are now shifting towards a collaborative model that involves community elements on a massive scale. The transition from a centralistic bureaucratic approach to more fluid community collaboration was then formalized by the Denpasar City Government through the ratification of Mayor Regulation Number 22 of 2023 concerning the Implementation of Women-Friendly and Child-

Caring Villages/Villages. Although formal integration has been sought, the City of Denpasar still faces challenges in the form of fluctuations in the number of violent cases that show a gap between policy implementation on the ground and social vulnerabilities that are often hidden (Putra, 2025). This condition requires strengthening early detection mechanisms that not only rely on formal reporting, but also optimize social capital based on indigenous villages to penetrate cultural barriers that still often normalize domestic violence (Agustini, 2024; Marthalina, 2026).

The implementation of the Women-Friendly and Child Care Village Program (DRPPA) is faced with real obstacles in the form of role fragmentation. The large number of parties engaged in the same issue area often triggers overlapping authority, so that the goals of protection and empowerment run sporadically and are not integrated. Judging from the results of previous research, despite the progressive mass mobilization, the current literature is still very limited in comprehensively dissecting how synergy between non-governmental actors and indigenous institutions can create a resilient protection ecosystem (Putra, 2025; Sandi et al., 2026). Therefore, this research is here to fill this gap by evaluating the contribution of this participatory governance model that is more adaptive for women and children. Reflecting on empirical findings in various regions, cross-sector coordination that is not optimal and weak institutionalization of network structures are the main obstacles in integrating gender perspectives in a sustainable manner (Rafliansyah & Alwi, 2025; Sandi et al., 2026). This phenomenon shows the need for a paradigm shift from administrative policy to more integrative collaborative governance, such as through advocacy for gender-responsive village regulations (Novianti et al., 2025). This transformation requires an in-depth mapping of the relationships between actors to overcome deep-rooted structural and sociocultural barriers (Husein et al., 2025). Reliance on community participation through initiatives such as Community-Based Integrated Child Protection and cross-stakeholder collaboration has proven crucial to cover gaps in limited human resources and budgets that often hinder the optimization of child protection (Indriani et al., 2025; Widokarmeilani et al., 2025).

Based on the empirical description above, this study focuses on describing the roles of actors who contribute to the implementation of the Women-Friendly and Child-Care Village Program (DRPPA). Although the mobilization of local communities and non-governmental actors in

the Women-Friendly and Child-Friendly Village Program (DRPPA) in Denpasar City shows good progressive synergy, previous research has not comprehensively described how the synergy between non-governmental actors and indigenous institutions is able to overcome the fragmentation of roles that trigger overlapping authority in the field. Therefore, there is a gap in the study in mapping the relationship between macro and micro actors in order to bridge the gap between formal policies and local sociocultural barriers. Specifically, this research is planned to comprehensively map the network of actors involved, ranging from the macro to the micro level. This study will identify the patterns of formal and informal role sharing that are formed in responding to capacity limitations and sectoral barriers. The urgency of this research is based on the urgent need to bridge the gap between ideal formal policies and complex socio-cultural realities at the regional level. Therefore, this study is needed to evaluate the extent to which cross-sectors are really implemented not just as a fulfillment of administrative requirements, but as a real instrument that is able to dominate the performance of public policies.

B. LITERATURE REVIEW

Actors in Public Policy

This concept refers to individuals, groups, or institutions that interact and negotiate with each other to achieve policy objectives in a certain political environment (Chairunnisa et al., 2023; Gredenggo et al., 2023). In the dynamics of implementation, actors are classified into the realm of government and non-government, which are always involved in the process of negotiation, compromise, and exchange of interests to determine the distribution of policies (Andhika, 2018; Salaputa et al., 2013). Operationally, these actors are categorized into formal actors who have formal legality as well as informal actors who act as supporters or pressure groups in the policy process (Hamka et al., 2022). Official actors within the scope of government include elements of the executive, legislative, and administrative agencies, while the non-governmental sector involves interest groups, political parties, and citizens as representatives of civil society (Azmi, 2018).

The interaction between these actors creates a dynamic system, where the involvement of non-state parties is often a balancing act as well as a companion for the government in maintaining the relevance of policies to the needs of the community (Ahmad et al., 2023). However, the effectiveness of policy implementation often faces obstacles due to conflicts of interest among implementers who have their own agendas in the program interaction environment (Adam, 2020).

Therefore, a deep understanding of the network of political and social forces is crucial, considering that the behavior of bureaucratic actors and parties outside the bureaucracy greatly determines the success of the policy output (Sudarjah & Maqin, 2013), (Pramudiana, 2017). In addition, the mapping of actors is crucial because the positions of support or rejection of such groups during the formulation stage do not guarantee the sustainability of the same attitudes in the implementation phase.

Conceptually, the running of a public policy is highly determined by the dynamics of interaction, negotiation, and compromise between actors in a political environment. These policy actors are not single, but are classified into two main poles: official (government) actors which include executive, legislative, and administrative elements that have legal-formal authority, and informal (non-governmental) actors such as civil society, political parties, and interest groups. This classification emphasizes that the distribution and direction of policy are always colored by power relations and the exchange of interests of these various parties. In practice, the interaction that is built gives birth to a very dynamic governance ecosystem. The involvement of non-government actors plays a strategic role, namely not just as an object of policy recipients, but acts as a counterbalance and companion for the government. The control and pressure function of civil society groups is essential to oversee bureaucratic steps so that programs implemented by the state remain relevant and able to respond to the real needs of the community on the ground.

Women-Friendly and Child-Friendly Village (DRPPA)

This policy is a government intervention outlined in the form of a program that prioritizes inclusivity and gender responsiveness. This model integrates the principles of gender equality into village governance with the aim of accommodating the needs of vulnerable groups through participatory empowerment and fulfillment of the basic rights of women and children (Putra et al., 2025). It is understandable that The Women-Friendly and Child-Friendly Village Program (DRPPA) is a model of village governance that is inclusive, gender-responsive, and designed to ensure equitable access and participation without discrimination. This model is a form of integrating gender mainstreaming into village development planning to ensure the active involvement of marginalized groups and the fulfillment of the basic rights of women and children (Kusumawiranti, 2021). The implementation of this model requires the integration of Gender

Responsive Planning to ensure equitable access, participation, and development benefits for all citizens without discrimination (Syukur et al., 2022). This approach is in line with the social inclusion framework that emphasizes the importance of creating an open environment for all individuals regardless of background, condition, or ability (Lestari et al., 2023). The model also focuses on increasing women's representation in village structures and deliberative institutions, as well as providing comprehensive services for victims of violence. These strategic steps are realized through systematic stages that include initiation, legitimacy, diffusion, and organizing community actions to ensure the sustainability of policy impacts (Puspaningrum et al., 2023). The effectiveness of this model is highly dependent on strengthening community-based protection systems that are able to minimize the gap between formal policies and the reality of violence on the ground (Nikmah et al., 2026; Son, 2025). By adopting inclusive and bottom-up-driven social accountability mechanisms, villages can increase the capacity of women and vulnerable groups to influence the development planning process to be more responsive to their real needs (Ra'is, 2022).

Based on the description above, DRPPA practically focuses on increasing women's representation in village institutional structures as well as providing comprehensive protection systems and services for victims of violence. The success of this policy model relies heavily on the establishment of community-based protection systems that are rooted in the community to bridge the gap between formal policy and reality on the ground. In depth, the concept of DRPPA positions gender mainstreaming not only as an administrative complement, but as the main foundation in the preparation of village development planning. The integration of the principle of gender equality is in line with the commitment to realize village governance that is accommodating to the basic rights of vulnerable groups.

Institutional Theory

Institutional theory (*institutional theory*) proposed by W. Richard Scott (2014) is one of the most comprehensive theoretical foundations in the sociology of organization and the science of public administration. Scott (2014) defines an institution as an arrangement of regulative, normative, and cultural-cognitive elements that, together with related activities and resources, provide stability and meaning to social life. Scott conceptualizes institutions as elements consisting of regulative, normative, and cultural-cognitive structures that function to provide

stability and meaning to social behavior (Moos, 2019; Storgaard et al., 2019). These components operate not only through formal mechanisms such as the rule of law and sanction procedures, but also through the moral norms and cognitive frameworks that shape the legitimacy of the organization (Istiqomah, 2018; Nikitina, 2023). An institution is not limited to a formal structure or a set of legal rules, but rather a dynamic entity that is firmly rooted in human cognition and everyday interaction. To dissect the complexity of these social buildings, Scott introduced a conceptual analysis framework known as the Three Pillars of Institutions that interact with each other to legitimize an organizational policy or practice.

The first pillar is the Regulatory Pillar, which focuses on the formulation of rules, supervision (*monitoring*), and sanctions enforcement. This element operates through mechanisms of coercion or compliance of instruments, in which the actor's compliance is driven by fear of repressive punishment or, conversely, the expectation of incentives. More specifically, the regulatory pillar emphasizes compliance driven by pragmatic interests and legal sanctions, while the normative dimension relies on social obligations and professionalism as the foundation of morality (Falaster et al., 2017; Vinding, 2013).

The second pillar is the Normative Pillar, which focuses on the dimensions of values and norms embraced in a social order. Values refer to conceptual standards regarding what is considered good, ideal, or desirable, while norms refer to means, unwritten rules, or standard standards of behavior to achieve those values. The mechanisms that work on this pillar are prescriptive and give rise to a sense of obligation. A policy will gain normative legitimacy when society and bureaucratic actors believe that the action is appropriate or morally right to be carried out (Scott, 2014).

The third pillar, which distinguishes Scott's sociological views from those of classical economic institutions, is the Cultural-Cognitive Pillar. This pillar is rooted in the framework of common understanding, the use of symbols, and the creation of meaning that are internalized by individuals in such a way that they are considered an unquestionable natural naturalness. DCultural-cognitive dimensions focus on the schema of shared meaning and interpretation that is the basis for legitimacy through the alignment of actions with environmental expectations (Abreu et al., 2016; Filho & Oliveira, 2022). The mechanisms on this pillar operate in an imitation and cognitive

manner; Actors adjust their behavior based on how they interpret and interpret the reality around them.

In practice, Scott (2014) emphasizes that the three pillars do not stand alone in isolation, but rather support each other, intersect, or sometimes clash with each other in influencing the success of a policy implementation. These three pillars work in an integrated manner through various carriers such as culture, structure, and routine to form a governance framework that guides organizational actions (Matinheikki et al., 2018). These inter-pillar interactions reflect an institutionalization process in which regulatory systems can be reinforced by normative pressures, while cognitive elements provide an interpretive basis for actors to understand social realities (Brelàz et al., 2025; Leal et al., 2018). The implementation of these three elements is not only static, but continues to evolve through internalized social interactions over time (Abid, 2014).

C. METHOD

This research uses a qualitative descriptive approach. Qualitative research is chosen to be able to obtain in-depth data and the meaning contained in it (Scott, 2019). The meaning in question is that the actual data appears behind the visible data, so this approach emphasizes on the depiction of the results and outcomes of a policy in accordance with the focus of the research. If viewed for the purpose of research, this research can be said to be a naturalistic research conducted under natural conditions and the researcher plays the role of the main instrument (Sembrining et al., 2024). The qualitative research design recognizes the term informant as a research sample, where the technique of determining informants in this study is selected through the *snowball sampling*. This technique is a method to identify, select, and take samples in a network or chain of continuous relationships so that samples are obtained through a rolling process from one respondent to another (Abdussamad, 2021). Snowballs are used to search for and recruit hidden informants, which are groups that are not easily accessible to researchers through other informant recruitment strategies (Bungin, 2012). The snowball model chosen is *exponential discriminative snowball modle*, Where the selective model developed by the researcher while in the field with several considerations and selective actions, so that not all informants referred by the previous informant were selected by the researcher (Bungin, 2012). So the main informant in the study is the Office of Women's Empowerment and Child

Protection, Population Control and Family Planning (DP3AP2KB) which then continues to develop to form a network of informants until the research data is saturated. The data analysis techniques used through the process are: data collection and preparing data for analysis through interview transcripts; Read the whole data and build a general *Sense* on information and reflecting on the meaning as a whole; organizing data; identify and present data; and prepare interpretation in interpreting research findings in the field (Creswell, 2017). This data analysis technique is carried out repeatedly by reviewing secondary, primary, theory, concept, and findings in the field in order to obtain valid research results. The data validity test will be carried out through data triangulation.

D. EXPLANATION

The implementation of the Women-Friendly and Child-Friendly Village Program (DRPPA) in Denpasar City represents a complex and multidimensional governance process. The success of this inclusive and gender-responsive development model does not only depend on the availability of formal regulations from the central and regional governments, but also depends on the dynamics of roles, capacities, and synergy between actors directly involved in the field. Therefore, to comprehensively understand how this policy was realized, the following is an analysis of research data findings regarding the mapping of actors and the dynamics of collaboration in the DRPPA program.

Mapping Actors in the Denpasar City DRPPA Program

The Actualization of the Women-Friendly and Child-Friendly Village Program (DRPPA) is a gender-responsive development and empowerment model by paying attention to rights in the administration of government in villages and sub-districts (Putra, 2025). This model is an initiation carried out by the Ministry of PPA and the Ministry of Villages PDTT through a cooperation agreement Number 35/Sesmen/BiroHH/11/2020 which juridically becomes the legal basis for each village and sub-district in its realization. Based on the findings of the primary data collected, there are several informant responses that can describe the steps chosen by the City of Denpasar.

Primary data findings through interviews show that the initiation of DRPPA has started since 2021. The Denpasar City Government firmly and independently implements the program as a form of commitment and effort in realizing social development in villages and sub-districts. The Denpasar City Government through DP3AP2KB acts as the main dynamizer of this policy. The

presence of Mayor Regulation (Perwali) Number 22 of 2023 is a rational legal instrument in cross-sector harmonization. However, field analysis shows that the Denpasar City Government must take local initiatives because the macro policies of the Ministry of PPPA are not accompanied by adequate derivative instruments. This is confirmed through the results of interviews that prove that regional actors have the capacity to form a regulation. The existing limitations are responded to by the creation of local regulations through Perwali as a step to implement a well-planned program. The results of the interviews show that the actualization of the DRPPA carried out in the city of Denpasar is not carried out alone, but there is cooperation formed from various actors involved in it. There are other findings in the implementation of DRPPA in Denpasar City that support this research, as follows. The description of the data findings from interviews with representatives of the Denpasar City DP3AP2KB emphasized that the implementation of the Women-Friendly and Child-Friendly Village (DRPPA) policy has proven that it does not run exclusively, but is driven through the synergy of a wide network of actors. An informant's statement confirming that *"If it is from the government alone, it will be very difficult to be optimal"* is a strong empirical justification for the urgency of the approach *collaborative governance* in public policy governance. This dependence on resources encourages the government to open up space for participation for various stakeholders. Based on the findings of the study, these actors are classified into two main groups: Regulatory/Formal Actors and Sectoral Implementing Actors. The detailed explanation can be seen in the following matrix.

Table 1. Actor Identification Matrix

Category Actor	Instances	Duties and Functions of Actors
Regulators and Initiators (Central)	Ministry of PPPA and Ministry of Villages PDTT	1) Formulating a national model of DRPPA 2) Aligning program indicators with Village SGDS
Regional Regulator	Denpasar City Government	1) Provide political commitment 2) Legitimizing cross-agency working relationships
Technical Coordinator and Coach	DP3AP2KB Denpasar City	1) Acting as a leading sector and program coordinator 2) Conducting coaching and monitoring of 10 DRPPA indicators

Leading implementers	Village/Village Government (Lurah, Kades/Perbekel and Apparatus)	1) To be the spearhead of the program's operations 2) Allocating village/sub-district funds for gender-responsive programs 3) Facilitating special deliberation for vulnerable groups
Sectoral Technical Implementer	UPTD PPA Denpasar City	1) Providing curative treatment and psychological assistance for victims of violence 2) Providing legal assistance for women and children
Sectoral Implementers	Related Sectoral Offices (Social Services, Disperindag, and Cooperative Services) As well as the private sector	1) Training the economic independence of women's groups of heads of families 2) Preventing the exploitation of child labour in urban areas

(Source: Primary Data of Researchers, 2025)

Based on the findings of the study, the mapping of actors and the roles given can be classified into several elements. DP3AP2KB act as *leading sector*, but the technical implementation is very supported by other agencies. The involvement of the Disperindag in providing training and *workshop* shows the integration of horizontal policies to achieve indicators of economic independence for women heads of families and local MSMEs. The presence of the Bali Sruti NGO and SAPA Volunteers shows the ongoing empowerment process at the lower level. NGOs act as educational initiators through the establishment of Women's Schools, while SAPA Volunteers are the spearhead of operations that go directly to the field to collect valid data on the experiences and cases faced by women and children. Both ensure that program interventions run on target in accordance with DRPPA indicators. Private sector and media engagement also complements this collaborative ecosystem. The involvement of business entities shows the existence of Corporate Social Responsibility (CSR) practices that intersect with the mission of inclusive development, while the media plays an important role in amplifying and transparency of programs to the public.

Driven from theory *neo-institutionalism* One of them is that the institutional pillar by public policy does not operate in a vacuum, but is formed by the interaction of values, norms, and social structures. According to W. Richard Scott (2014), which divides institutions into three pillars: regulative, normative, and cultural-cognitive. The findings of primary data that describe the involvement of local governments, LPM, NGOs, and SAPA Volunteers can be explained through three institutional theoretical footholds. The DRPPA policy from the central and city governments represents a regulatory pillar. However, in order for DRPPA to be accepted in the community, the government needs LPM, and SAPA Volunteers to build normative and cultural-cognitive pillars. These local actors transform bureaucratic programs into norms that are considered reasonable and must be supported by the local village culture. Supported by the perspective of Douglass C. North (1990) regarding the informal and formal institutional rules of the game, the presence of SAPA Volunteers who recorded data directly in the field shows an effort to synchronize between the formal rules of the DRPPA and the informal rules that live at the lower levels. Volunteers serve as an institutional bridge to ensure that education and economic empowerment programs do not clash with village informal values, but rather strengthen protection for groups.

Dynamics of Actors' Roles and Institutional Synergy in DRPPA

The implementation of the Women-Friendly and Child-Friendly Village (DRPPA) model in Denpasar City, the dynamics of the role of actors do not only rely on the formal government structure, but also on the continuous collaboration of actors in the village environment. DRPPA realizes that ensuring security and protection for vulnerable groups is not the sole responsibility of family institutions, but also requires the active role of various *stakeholder* in the community. This synergy is realized to create a safe, healthy, inclusive, and gender-responsive village environment. The results of the data findings show that the involvement of traditional elements, such as customary institutions, gained legitimacy and formal space for movement through the issuance of Denpasar Mayor Regulation (Perwali) Number 22 of 2023. This city-level policy is designed by not limiting its targets to regional apparatus organizations only, but explicitly including elements of customary institutions, village authorities, and organizations in the village. This shows that gender-responsive village governance will be easier to realize when there are commitments that bind formal and traditional institutional structures simultaneously. As a tangible manifestation of

the synergy between actors, violence prevention interventions are carried out systematically at the level of program substance. One of the strategic steps taken is to map the issues of women and children in the local area, which is then followed up with the preparation of *Squirt* (customary rules) on Child Protection. Attendance *Squirt* this synergizes with other handling instruments, such as cooperation with UPTD PPA and the provision of Wayan Adyaksa Restorative House, to ensure that villages/sub-districts are free from violence.

The successful implementation of Women-Friendly and Child-Friendly Villages (DRPPA) in Denpasar City does not only rely on formal actors or government regulations, but also depends on the active participation of the community at the lower levels. These grassroots actors are the driving force that connects bureaucratic policies with social reality, so that independent, inclusive, and gender-responsive village development can be realized. Based on the findings of the study, the role of these grassroots actors is broken down into three main elements:

1. SAPA DESA Volunteers

SAPA DESA Volunteers as Social Capital and Environmental Facilitators which is a manifestation of social organizing that lives in the community. This volunteer movement is based on network ties, norms, and trust between community members. In the DRPPA ecosystem, the main role of SAPA DESA is to facilitate cooperation and coordination to realize concern for women's empowerment and child protection directly at the village level. This actor functions vitally to strengthen the capacity of the community to be able to respond and solve the problems of women and children that occur in their own environment.

2. Non-Governmental Organizations (NGOs)

NGOs are present as Capacity Building Partners to fill empowerment spaces that require special assistance. In Denpasar City, the role of NGOs is clearly seen through the synergy built with village/sub-district institutions. The research noted that there was a concrete collaboration with the NGO Bali Sruti and KAPAL Perempuan which gave birth to the Women's School program. This initiative is a strategic forum for women in villages/sub-districts to increase their capacity and independence. Despite being a crucial partner, the dynamics on the ground also show that the challenges of coordination between governments, communities, and NGOs are still often the subject of debate that requires ongoing evaluation.

3. Children's Forum

In contrast to the old paradigm that places children as objects, DRPPA encourages the Children's Forum as a Subject of Participation and Supervision to become a participatory actor. The Children's Forum is given an equal space to play an active role as a "pioneer and reporter" in an effort to reduce the rate of violence and exploitation in villages. The development of the Children's Forum functions as a strategic forum to ensure the inclusivity of social development. In addition, institutionally, the Children's Forum together with women's forums and other community activists also play an important role in providing oversight of the implementation of the DRPPA policy model in their environment.

According to Ansell & Gash (2008) in Theory *Collaborative Governance* This synergy can be analyzed through elements of institutional design, collaborative processes, and intermediate outcomes. Successful collaboration also requires inclusive representation and the empowerment of weaker actors to prevent power imbalances. In Denpasar City, the implementation of Women-Friendly and Child-Friendly Villages (DRPPA) is not running smoothly *top-down* pure, but supported by actors who play a vital role in the collaborative process phase. Judging from the point of view of good institutional design, it must be inclusive, embracing non-governmental actors into decision-making forums. In the city of Denpasar, this inclusivity is legitimized through Guardian Regulation Number 22 of 2023 concerning DRPPA. This policy explicitly designs governance that is not only aimed at regional apparatus organizations (OPD), but also formally includes elements of customary institutions, village authorities, and community organizations. With the inclusion of the Traditional Village Prajuru under the Guardian umbrella, the city government has created a *institutional design* that is solid. Traditional authority is no longer positioned as an object of development, but rather a subject who has formal authority to participate in designing gender-responsive village governance. Involvement of Traditional Village Practitioners (traditional leaders) and preparation *Squirrelly* (customary law) Child Protection in Denpasar City is a unique phenomenon that brings together the formal state bureaucracy with traditional authorities. In addition, the DRPPA Program in Denpasar City provides a strong position for the Children's Forum in Villages/Urban Villages. The children's forum and the women's forum function as an instrument of supervision in the community environment. The role of pioneer and reporter to the Children's Forum shows a progressive institutional design transformation. Children who were traditionally considered to have no bureaucratic competence are now legitimized as social

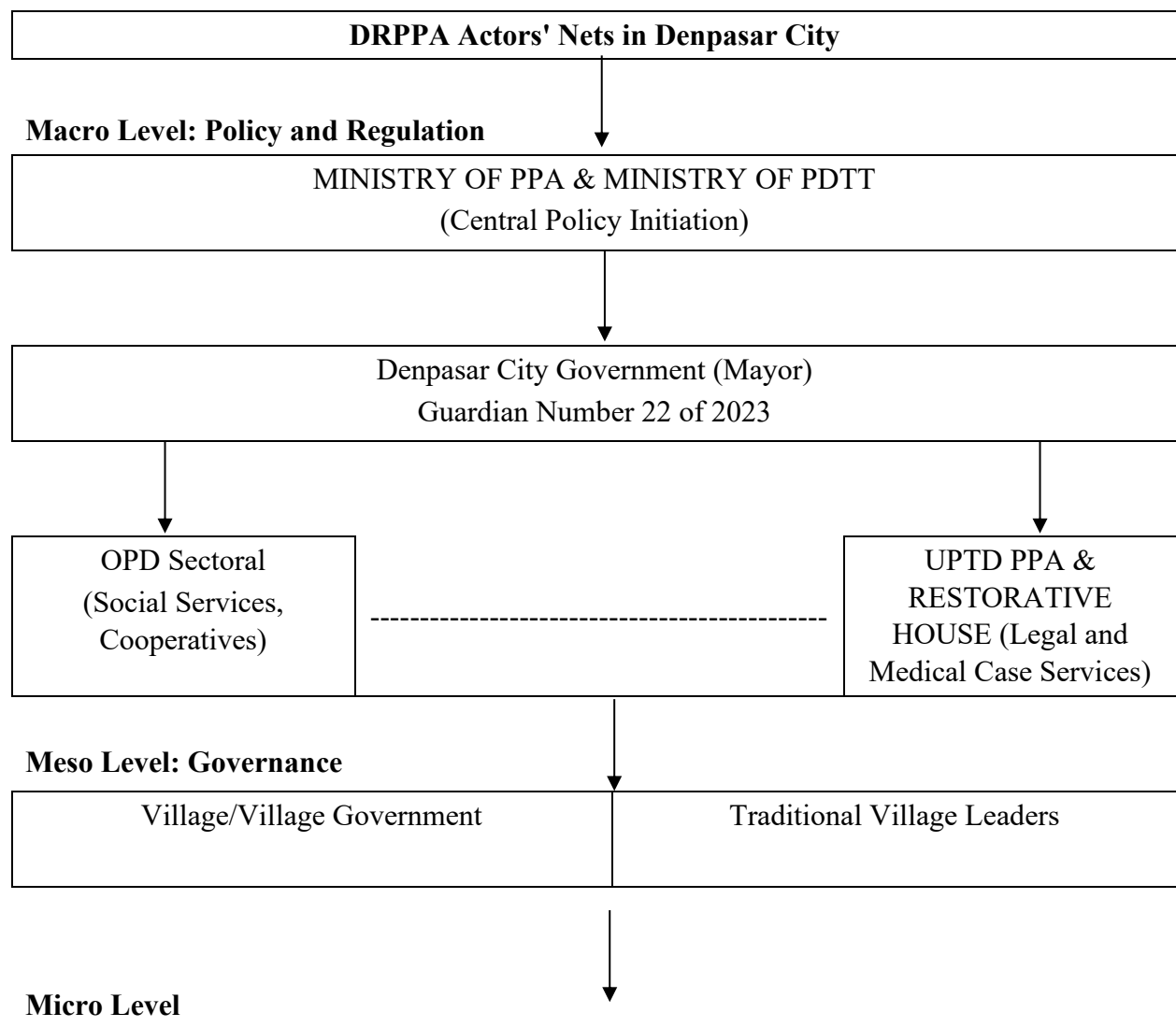
supervisors. This is in line with Ansell and Gash's principle that effective collaboration should involve stakeholders directly into decision-making forums, resulting in policies that truly side with their needs.

The results of the study also show that SAPA DESA is also present as a form of social organization that relies on networks, norms, and beliefs among its members. These volunteers facilitate cooperation and strengthen the capacity of the community to be able to solve the problems of women and children. SAPA DESA volunteers function as informal facilitators. Through socio-cultural closeness to build residents' trust in the DRPPA program. The existence of volunteers reduces bureaucratic barriers, so that the process of identifying problems can be prevented or handled before entering the legal realm. At the city and sub-district/village levels, there is a synergy between the government and NGOs such as Bali Sruti and KAPAL Perempuan. This partnership succeeded in giving birth to the Women's School which became a space for direct empowerment for women at the village level. However, the study also noted that sectoral egos or lack of coordination between governments, communities, and NGOs are sometimes still an obstacle. The presence of NGOs is a crucial intervention to address the asymmetry of knowledge and skills. Through initiatives such as Women's Schools, NGOs take on a facilitative leadership role to educate and empower target groups, so that women can become vocal development subjects, not just passive recipients.

At the collaboration stage, according to Ansell and Gash (2008) emphasized the importance of *Intermediate Outcomes* or tangible intermediate results to build trust across actors. Preparation *Squirrelly* Child protection is a tangible manifestation. The research document noted that as part of the substance of reducing the number of violence, villages/sub-districts in Denpasar City conducted issue mapping and compiled *Squirt* (customary rules) on Child Protection. Preparation *Squirrelly* This is the result of a collaborative consensus between the sub-district/village bureaucracy and the Traditional Practitioners. State laws are often considered too rigid, so *Squirrelly* It serves as a bridge of social norms that binds the local community more. *Squirrelly* become an instrument of customary prevention and sanctions (*Squirrelly*) which strengthens the DRPPA indicator. Collaboration will be successful if a shared understanding of the program's mission is built. The dynamics of actors in Denpasar show that customary institutions and state institutions are beginning to collapse sectoral ego walls. Institutional synergy in dealing with

violence does not stop at the preparation of *Squirt*, but also connected to formal services, such as collaboration with the UPTD PPA and the existence of *Wayan Adyaksa Restorative House* in Denpasar. This dynamic shows a chain of collaboration. Customary and *Squirrelly* working on the front line as a preventive agent and social conflict resolution, while UPTD PPA and law enforcement agencies enter for psychological and legal-formal handling. This cross-actor involvement confirms that the DRPPA model does not run separately, but supports each other.

Based on the results of the data findings and analysis carried out, it can be presented how to visualize the network of actors formed in the implementation of the Women-Friendly and Child-Care Village Program (DRPPA) in the city of Denpasar in the following figure.



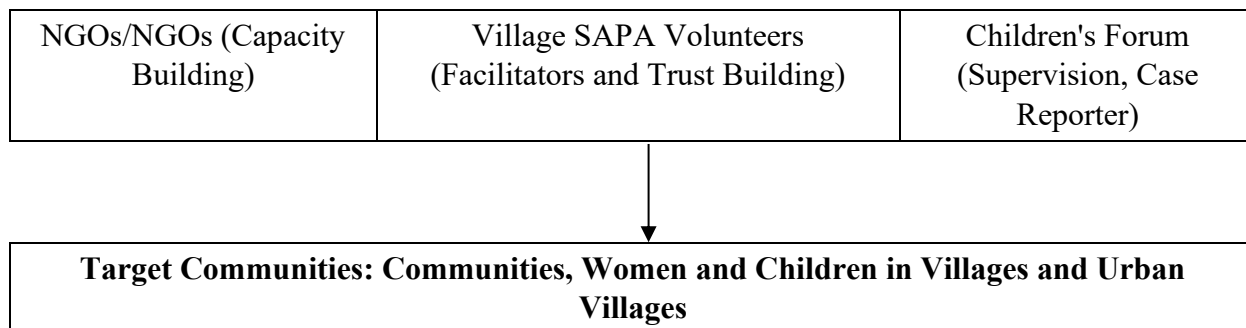


Figure 1. Actor Network (Source: Researcher Primary Data, 2025)

Based on the description of the image above, the scheme of visualization of the pattern of actors in the implementation of the DRPPA Program in Denpasar City is divided into three layers that show each other synergy and the direction of collaboration. The DRPPA Actor Nets Scheme in Denpasar City visualizes a comprehensive collaborative governance structure. The implementation of this policy is not centralized in one institution alone, but forms a synergistic ecosystem that stretches from the level of national regulations to the community base. These interaction nets are divided into three main operational levels. (1) Macro Level: Policies and Regulations This level acts as a legal foundation, mandating and providing city-level services. The coordination flow at this level moves vertically, from the center to the region and horizontally between regional agencies. (2) Meso Level: Governance (Government and Customs) This level is an implementation bridge that brings together the positive laws of the state with the local socio-cultural order. In the city of Denpasar, this level is driven by two poles of authority that synergize with each other. (3) Micro Level This is the front line of the implementation of DRPPA that is in direct contact with the community. This network is driven by three elements of civil society that support each other. From these three levels, the Target Community was established, namely Community, Women, and Children at the village/sub-district level. The entire collaborative network from the Macro to Micro levels is designed to protect, empower, and ensure the welfare of these target groups from various forms of discrimination, violence, and economic backwardness.

E. CONCLUSION

The implementation of the Women-Friendly and Child-Care Village Program (DRPPA) in Denpasar City proves that the success of inclusive development policies cannot be partially based, but requires a *collaborative governance approach* across sectors. The Denpasar City

Government responded to the limitations of macro guidance from the central government by initiating local legal instruments through Mayor Regulation (Perwali) Number 22 of 2023. This regulation is an important thing that not only binds the Regional Apparatus Organization (OPD) formally, but also embraces and legitimizes the role of institutions in the regions. This is evidenced by the building of harmonious synergy between the Village/Village Government and the Customary Village Officials, which results in a consensus on social protection through customary law instruments (*perarem*). The governance of DRPPA in Denpasar is highly determined by the massive participation of actors at the micro level who act as the driving force. The involvement of Non-Governmental Organizations (NGOs) in the initiation of Women's Schools, the movement of SAPA Village Volunteers as cultural facilitators who build trust, and the transformation of the role of the Children's Forum into supervisory subjects, this shows a progressive institutional design. These local actors serve as institutional bridges that transform bureaucratic programs into living and culturally accepted norms in society, while ensuring that empowerment and violence prevention interventions are on target. Overall, the actualization of DRPPA in Denpasar City has formed a solid and layered governance ecosystem, spanning from the macro to micro levels that are community-based. This collaborative ecosystem also seeks to combine formal state rules with village informal values. Through these networks of interaction between actors that support each other, the City of Denpasar is able to create a village environment that systematically protects, empowers, and ensures the welfare of women and children groups from various forms of discrimination, violence, and economic backwardness.

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