

CHALLENGES IN THE IMPLEMENTATION OF THE FAMILY LEARNING CENTRE (PUSPAGA) PROGRAMME IN TAMBAK WEDI URBAN VILLAGE IN THE FRAME OF EVIDENCE-BASED POLICY

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Abstract

The current rise in cases of domestic violence poses a serious challenge to the Surabaya City Government. One of the steps that must be taken is to formulate and implement a policy in the context of prevention and resolution. This research aims to analyze the challenges in implementing the PUSPAGA program within an evidence-based policy frame. This research uses qualitative methods with a descriptive type and interactive model analysis techniques from Miles and Huberman. Research in policy making tends to be ignored, evidence based policy has not been able to make the program achieve the envisioned goals and still needs improvement in the steps in making it, Pew MachArthur has prepared a working framework in the form of 5 backup components to make evidence based policy. As an improvement, researchers suggest optimizing the programs created by the government and conducting research for improvements in order to achieve the goal of improving the welfare of society.

Keywords: Domestic Violence, Evidence Based Policy PUSPAGA RW.

A. INTRODUCTION

Domestic violence (DV) is not just a problem limited to one region or country, but rather a global challenge that affects different walks of life around the world. According to a WHO study, about one in three women in the world has experienced physical or sexual violence. UN data also shows that almost 27% of women aged 18-69 have experienced violence from their own partners. The Covid-19 pandemic has also had an impact on increasing domestic violence cases, as high levels of stress due to the difficulties experienced due to the pandemic have the potential to cause gender-based violence against women and children. Some countries are reported to have high rates of domestic violence, such as Brazil, France and Italy. In Indonesia alone, Komnas Perempuan has recorded various cases of violence against women, including domestic violence. Despite this, the issue of domestic violence is still considered an internal family "taboo" by some people (Kourti et al., 2023).

The problem of domestic violence has been a problem for a long time, not only during the Covid-19 pandemic, but during the pandemic this problem has increased and prevention and handling are difficult to do. The phenomenon of domestic violence can hinder sustainable development in the form of commitments known as SDG's which the Indonesian Government has agreed to in the UN forum with several developing and developed countries with 17 goals for the welfare of society, one of which is gender equality. If domestic violence continues to increase and there is no decrease, it can be an obstacle to achieving the goals of equality, development and peace (Indu et al., 2021).

Especially in the city of Surabaya, East Java, the high number of cases of physical domestic violence has increased every year, even though there is already a constitution that

ARTICLE

regulates and protects victims of domestic violence, the following is data from 2019-2021 for several cases of physical, psychological and sexual violence in the city of Surabaya, East Java:

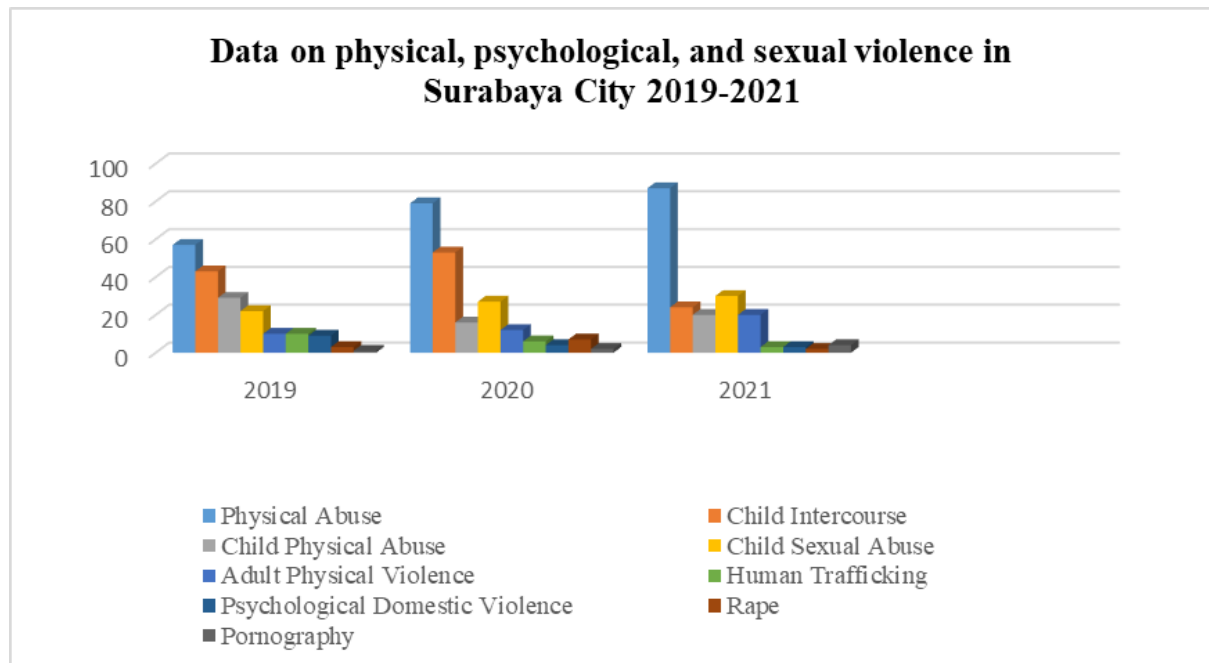


Chart 1. Data on physical, psychological, and sexual violence in Surabaya City 2019-2021
Source: Kompas.com (Statement of the Head of the Surabaya Police Detective and Criminal Unit)

In order to overcome and prevent the phenomenon of physical, psychological and sexual domestic violence, Surabaya City Government formulated and implemented the Family Learning Centre Program since 09 January 2017 during the reign of Mrs. Risma. This programme continues until now, even in 2023 the Family Learning Centre is developing at the RW Hall of Surabaya City. This shows that the Surabaya City Government implements policies for all levels of society to the lowest level so that there is no gap between one another in receiving policies and services provided (Malatji & Marutha, 2025).

B. LITERATURE REVIEW

Based on the description above, this research focuses on the analysis of strategies and challenges of the PUSPGA RW programme and the application of evidence-based policy in the implementation of the PUSPGA RW programme at Balai RW Tambak Wedi Village, Kenjeran, Surabaya (Silfiah & Mufida, 2024). This research is based on several theoretical foundations, among others:

Implementation of Public Policy, Public policy is a form of government intervention to solve internal problems in different aspects of life. Through public policy the government has the legal power and authority to regulate people's lives and at the same time enforce all predetermined provisions, so public policies sometimes have advantages and disadvantages. community (Mustari, 2015). Meanwhile, according to Dye, public policy is "whatever the government chooses to do or not to do", meaning that explicit or implicit government activities are public policy. The interpretation of public policy according to Dye must be interpreted in two important ways: that policies must be implemented by government agencies and policies contain choices to be implemented by the government or not (Maulana & Nugroho, 2019).

ARTICLE

Sustainable Development, According to Keiner in (Pertiwi, 2017) Sustainable development means ensuring decent living conditions related to human rights, creating and maintaining areas or alternative broad access to life pattern planning. The principle of justice must exist between present and future generations to be taken into account in the use of resources, both environmental, economic and social (Veranita et al., 2023). Comprehensive protection of biodiversity and genetic diversity must be taken into account. The Sustainable Development Goals (SDGs) directly call for gender equality, empowerment of women and girls in all sectors of society and combating all forms of discrimination they face (United Nations in Sudirman & Susilawaty, 2022).

Evidence Based Policy, The first Pew-MacArthur results initiative has developed a workable framework that governments can follow to build and support evidence-based policymaking systems (Yang et al., 2025). Based on an extensive review of research and in-depth interviews with government officials, practitioners, and academic experts, the framework identifies steps that executives and legislatures can take to promote the development, funding, implementation, and monitoring of policies and programmes. According to (Heard et al., 2025) The framework has five main components, each with several steps that enable governments to make improved choices through evidence-based policymaking: (1) programme appraisal, (2) budget development, (3) implementation oversight, (4) outcome monitoring, and (5) targeted evaluation.

C. RESEARCH METHODOLOGY

The research method in this article is qualitative research with descriptive type. This research is located in all Balai RW of Tambak Wedi Village (RW 1-4), Kenjeran District, Surabaya City which has been carried out from September - December 2023 (Yuliani, 2018). The data sources used are primary and secondary data sources in order to describe the social phenomena that occur thoroughly regarding the challenges in the implementation of the PUSPAGA RW programme in Tambak Wedi Village in the evidence-based policy frame.

The data analysis technique used in this research is the interactive model of Miles and Huberman. The data sources used are primary and secondary. Primary data sources use observation, interview, and documentation techniques, while secondary data sources use information and data collection techniques from books, journals, reports, websites, articles, news, etc. The informants in this study are informants from Tambak Wedi Village (Leiva-Araos et al., 2025). The informants in this research are the Head of the Welfare Section of Tambak Wedi Village, the Head of RW 1-4 Tambak Wedi Village, PKK Cadre Members, PKBM Cadres, KSH, and several RW 1-4 Tambak Wedi communities. In qualitative research, the data and information presented are accurate without any data manipulation and must go through a credibility test first (Tisdell et al., 2025).

D. RESULT AND DISCUSSION

Findings

The Family Learning Centre or known as PUSPAGA in Surabaya City is a program that moves to empower and uphold women's rights through several services, among others:

- 1) A space to talk about family issues;
- 2) Child counseling;
- 3) Legal counseling;
- 4) Consultation for couples who are getting married;
- 5) PUSPAGA also provides protection for women and children, and says the fulfillment of children's rights at the RW level for families with many parties, as well as community observers of families, especially women and children;

6) This service is free and accessible to all residents of Surabaya City.

This programme aims to strengthen and improve family resilience, as well as address family and child issues. The Surabaya City Government provides Puspaga services to 207 RW centers in Surabaya, known as PUSPAGA RW. In addition, DP3A-PPKB Surabaya as the agency that oversees this programme also collaborates with the Surabaya Education Office (Dispendik) in the implementation of Puspaga, such as through the Sinau and Mengaji Bareng programmes at RW Halls.

RW Halls that have implemented this programme are Balai RW 1-4 Tambak Wedi Village, Kenjeran Sub-district. This programme began to be implemented in early September 2023, with the formation of a structure simultaneously throughout Kenjeran Sub-district and then a decree was made at the Sub-district level. The Tambak Wedi Kelurahan area does need more attention regarding the many phenomena that must be overcome and also prevented, so that the case rate does not increase and can even decrease.

Analysis of the Implementation of the Family Learning Centre Programme Strategy Based on Evidence Based Policy Theory

According to Pew-MacArthur, in the concept of evidence-based policy there are five main components, including: Programme Assessment, Budget Development, Implementation Oversight, Outcome Monitoring, and Targeted Evaluation. These indicators are used by the author to determine the challenges of the PUSPAGA programme strategy formulated and implemented by the Surabaya City Government.

Programme Assessment

The Family Learning Centre (PUSPAGA) RW 1-4 Tambak Wedi is the duty and responsibility of the elements that have been recorded in the organizational structure that has been ratified through a Decree (SK) issued by Kenjeran Sub-district, which is then coordinated by Tambak Wedi Village, to the elements involved. The PUSPAGA RW programme is the responsibility of the Surabaya City DP3APPKB (Office of Women's Empowerment and Child Protection as well as Population Control and Family Planning), which is under the supervision of the UPTD PPA (Regional Technical Implementation Unit for the Protection of Women and Children), which was released in September 2023. Based on the results of the research, the programme that has been running for approximately four months received several complaints of problems from clients who participated in counseling activities with the case of a class of prospective brides from different cities, child neglect problems reported by third parties, homeless people who were displaced in the Tambak Wedi area and domestic violence. The rest to find out the problems experienced by the community, the element in charge must do outreach and data collection.



Figure 2. Counseling activities with assigned elements
Source: Author's Documentation

In addition to counseling, there is a parenting class activity held by DP3APPKB Surabaya City via zoom at the RW 1-4 Tambak Wedi Hall, in terms of community interest, it is very lacking because only the elements on duty that day participate in this activity. Compared to the community in other RW Kelurahan, many people were interested in this activity, even excited and asked questions with the speakers.



Figure 3. Parenting class every Tuesday
Source: Author's Documentation

Overall, this programme is needed by the community, but trust from the community in counseling activities is difficult to build, because every PUSPAGA RW activity schedule the elements in charge take turns with a total of dozens of people, so that people are afraid to share their problems, fearing that the client's problems will become the subject of gossip among the wider community.

Budget Development

In terms of finance, it generally affects the running and success of a programme, but for the PUSPAGA RW programme at Balai RW 1-4 Tambak Wedi, the financial requirements are not too large, but they are not fulfilled. Because, when there is a case of child neglect, it can work with the Social Service which already has a place to be able to overcome the problem, such as Kampung Anak Negeri as a gathering place for street children, neglected children managed by the Surabaya City Government. Parenting classes are held via zoom organized by DP3APPKB Surabaya City, it is just a matter of how the PUSPAGA element can gather the community to follow zoom together at the RW Hall or can be followed at their respective homes.

Meanwhile, to socialize and introduce the PUSPAGA RW program to the community requires a large amount of funds, while funds for this activity are not provided. Even though it has been socialized through online, not many people can access to know about this program, if it is carried out offline from each RW, it will require a large amount of funds, with no funds and RW money that is still minus due to the implementation of other activities, the dissemination of information related to this policy program is certainly not evenly distributed.

Implementation Oversight

Supervision in the family learning centre programme (PUSPAGA) RW 1-4 Tambak Wedi is carried out directly by Ibu Dahlia as the Head of the Welfare Section of Tambak Wedi

ARTICLE

Village, she always comes every Tuesday and Thursday when all elements are on duty at the RW Hall, this is done to directly supervise whether during the implementation there are obstacles that hinder the effectiveness of the programme implementation. This is done not only to supervise, but also to provide support in the form of support to the elements on duty, then when there are clients who consult, he also provides recommendations for the problems faced. The supervision and support provided is also in order to find out the enthusiasm and commitment of the elements of the PKK (Family Welfare Empowerment) Cadres, PKBM (Community Based Crisis Centre) Cadres, and Surabaya Hebat (KSH) Cadres on duty.

Outcome Monitoring

Monitoring is carried out as a form of effort to collect various evidence and information on measuring the progress of the PUSPAGA RW 1-4 Tambak Wedi programme. The monitoring process is carried out through the results of supervision and approaches to facilitate the collection of reports related to the development of cases experienced by the community that have not yet been resolved. In addition, monitoring is carried out on the elements in charge who increasingly underestimate this programme, because case reports from the community do not increase, the interest in parenting classes from the community is decreasing. This component is needed to innovate so that the programme can achieve its intended goals (Basch et al., 2022).

Targeted Evaluation

Based on the results of the monitoring above, an evaluation of the programme implementation is conducted to improve the effectiveness of the family learning centre programme implementation so that it can be used by the community to prevent and resolve problems in their households (Hitsch et al., 2024). This program is a form of commitment from the DP3APPKB of Surabaya City (Office of Women's Empowerment and Child Protection and Population Control and Family Planning), Tambak Wedi Village to the ranks of the RW and PUSPAGA RW organizational structures in ensuring consistency of implementation on an ongoing basis. During the implementation of approximately four months, there was a need to evaluate the target of ensuring the safety of victims of domestic violence perpetrators when counseling at PUSPAGA RW, so that solving the problems experienced by the community would run smoothly and produce results. In addition, the lack of campaigns to people who are still digitally illiterate in most of the RW 1-4 Tambak Wedi community, the family learning centre program is still not widely known to the community. The author has conducted socialization and introduction of the program to the community, but not all have been touched, due to limited time and funds owned by RW (Solaiman & Dennison, 2021).

Challenges of the Family Learning Centre Programme RW 1-4 Tambak Wedi Village, Kenjeran, Surabaya

According to (Dwiyanti et al., 2025) The challenges experienced by the actors implementing the PUSPGA RW 1-4 Tambak Wedi programme, which consists of elements of the Surabaya Great Cadre (KSH), PKK (Family Welfare Empowerment) Cadres, PKBM (Community Based Crisis Centre) Cadres, namely:

- 1) The element on duty complained about problems related to the difficulty in managing schedules on duty, because most of them have families, with the reason that in the afternoon the time should be used to pick up school children, welcome husbands home from work and do homework;
- 2) Generating public trust in the PUSPAGA RW programme that can protect the privacy of counseling activities;
- 3) Conducting outreach from house to house, which is sometimes not accepted openly in the community;

ARTICLE

- 4) Difficulty in attracting the community to attend parenting classes;
- 5) Unavailable funds for the operational activities of PUSPAGA RW;
- 6) Suggestions and solutions given by the elements in charge to clients are often considered insoluble;
- 7) The community still considers PUSPAGA RW as a place to complain about the family economy, which leads to asking for BLT (direct cash transfer);
- 8) The venue for the activities is inadequate, as there is no partition for counseling activities.

E. CONCLUSION

The RW Family Learning Centre (PUSPAGA) as an evidence-based policy, especially for RW 1-4 Tambak Wedi Village, still faces many challenges in its implementation. The elements in charge are important components, and their participation proves that the Surabaya City Government and RWs throughout Surabaya are committed to preventing and solving domestic violence problems. Based on Pew-MacArthur's evidence-based policy theory, the RW Family Learning Centre (PUSPAGA) has fulfilled the 5 main components that Pew-MacArthur established.

As researchers, we recommend several things related to the results of the research to the local government and related agencies, including:

- 1) The Surabaya Office of Women's Empowerment and Child Protection and Population Control and Family Planning should listen more to the aspirations of the community regarding parenting class materials that have been filled in through attendance, so that the community is more interested because the parenting material will feel relate in its delivery, besides that the selection of speakers must also be considered. Most people do not understand the standard Indonesian language, let alone a language that is too intellectual, it would be better if the chosen resource person is able to speak and mingle with the community;
- 2) The neat collaboration between government actors in Surabaya from the top to the bottom can be a model for other cities and districts in East Java and Indonesia;
- 3) The lack of interest from the community in the PUSPAGA RW programme means that the youth of Surabaya need to be involved in promoting the programme to their families and loved ones. The role of Karang Taruna in this programme is also needed in terms of social media management as a publication and promotion tool.

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