

**POLICY COMMUNICATION IN PROTECTING WOMEN AND
CHILDREN: A STUDY OF LOCAL REGULATION IMPLEMENTATION
BY PPKBP3A KEPAHANG DISTRICT IN PREVENTING SEXUAL
VIOLENCE**

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Abstract

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This article examines policy communication as a central variable in the implementation of child and women's protection regulations in Kepahiang District, Bengkulu Province, Indonesia. The study is bounded to the period 2023-2025, focuses on three institutional actors (PPKBP3A, UPTD PPA, and local community structures), and addresses four research questions: (1) how policy messages are constructed and communicated; (2) the extent to which inter-agency communication supports coordinated protective action; (3) how patriarchal cultural norms impede policy effectiveness; and (4) what gender-responsive communication reforms are required. Using Local Regulation No. 10 of 2016 as the primary regulatory anchor, alongside UU TPKS No. 12 of 2022 and provincial frameworks, the study applies Mazmanian and Sabatier's (1983) policy implementation framework and feminist communication theory. A qualitative-descriptive approach is employed, drawing on in-depth interviews with nine purposively selected informants, non-participatory field observation, and systematic document analysis. Data validity was secured through four-step triangulation of sources, methods, theories, and member-checking procedures. Findings reveal persistent communication failures: gender-biased prevention messaging, victim-blaming cultural narratives, fragmented inter-agency information flows, and regulatory ambiguity arising from overlapping mandates across national, provincial, and district levels. The study further documents that in Bengkulu Province, 207 sexual violence cases involving children were recorded in 2024, with Kepahiang District reporting 15 cases in early 2025. These figures point to a systemic failure where policy communication fails to disrupt patriarchal social structures that normalize violence. The

article recommends a gender-responsive communication strategy, stronger coordination networks, and community-based messaging frameworks to enhance policy effectiveness.

Introduction

Child sexual abuse and violence against women remain among the most pressing social challenges confronting Indonesian local governments in the second decade of the twenty-first century. Data from the Ministry of Women's Empowerment and Child Protection (KemenPPA) recorded 24,158 cases of violence against children across Indonesia in 2023, of which sexual violence constituted the largest category with 10,932 cases, approximately 45 percent of all reported incidents (KemenPPA, 2024). The Indonesian Child Protection Commission (KPAI) further registered 2,057 complaints in 2024, with 954 cases receiving follow-up action, while noting that a substantial portion of cases remain unreported due to fear, social stigma, and victim-blaming dynamics prevalent in communities (KPAI, 2024).

The national landscape of sexual violence is mirrored at the sub-national level with comparable severity. The SIGA KemenPPA dataset for 2024 records 207 cases of violence against children in Bengkulu Province alone, of which 145 constituted sexual violence, making it the most prevalent category. Within Bengkulu Province, Kepahiang District ranked second with 15 documented cases in early 2025, following Rejang Lebong District with 24 cases (KemenPPA, 2025). Female victims accounted for 66 out of 88 cases recorded across the province since the beginning of 2025, and perpetrators were predominantly male, often identified as partners or acquaintances of the victims (KemenPPA, 2025). These figures are not merely statistical abstractions; they represent a systemic failure of protective institutions, legislative frameworks, and, crucially, of communication strategies that mediate between policy intent and public behavior.

The Indonesian government has constructed a legislative architecture to address this challenge. At the national level, Law No. 35 of 2014 on Child Protection provides a comprehensive definitional and procedural framework, reinforced by the Sexual Violence Crimes Law (UU TPKS No. 12 of 2022), which expanded victim recovery mechanisms, introduced integrated victim assistance procedures, and mandated the establishment of Local Technical Implementation Units for Women and Child Protection (UPTD PPA) in all districts and cities. Bengkulu Province has also issued Provincial Regulation No. 5 of 2017 on Women and Child Protection, which establishes provincial-level coordination responsibilities. At the local level, Kepahiang District issued Local Regulation (Perda) No. 10 of 2016 on the Protection of Women and Children from Acts of Violence, which assigns primary responsibility to the PPKBP3A (Office of Population Control, Family Planning, Women's Empowerment and Child Protection) to coordinate preventive and responsive programs. The coexistence of these three regulatory layers, national, provincial, and district, creates both opportunities and risks. Where institutional mandates align, coordination can be reinforced; however, overlapping definitions of victim categories, divergent reporting procedures, and unclear allocation of resource responsibilities between PPKBP3A and UPTD PPA have produced institutional

ambiguity that, as this study documents, directly impairs communicative effectiveness at the point of implementation.

Despite this regulatory foundation, implementation gaps persist. Research consistently documents that the effectiveness of child protection policies in Indonesia is constrained not only by resource limitations but by structural and communicative failures: gender-biased bureaucratic dispositions, inadequate public socialization of policy content, weak inter-agency coordination, and cultural barriers that suppress victim reporting (Sintaningrum & Geru, 2019; Puspitasari, 2022; Mauliddia & Hertati, 2023). These structural deficits are particularly well-documented within Bengkulu Province itself. Kustina, Suharto, and Ramadhan (2026), analyzing gender representation in Bengkulu Province's stunting governance institutions, identified what they term an invisible architecture of power operating through unwritten institutional norms: women are systematically positioned as field-level implementers while strategic decision-making domains remain dominated by men. Although their study addresses the stunting policy domain, its core finding, that formal regulatory inclusion does not produce substantive communicative or decision-making authority for women, applies with equal force to the child protection domain. The implication is that PPKBP3A's communication failures cannot be attributed to individual capacity deficits alone; they reflect institutionally reproduced gender hierarchies that shape who speaks, who is heard, and whose knowledge enters the policy revision cycle. The dimension of policy communication how policies are transmitted, interpreted, and operationalized through communicative acts remains underdeveloped in the Indonesian child protection literature.

This article addresses that gap by examining policy communication as a central variable in the implementation of Local Regulation No. 10 of 2016 by PPKBP3A Kepahiang District. Specifically, it investigates: (1) how policy messages are constructed and communicated to the community; (2) the extent to which inter-agency communication supports or hinders coordinated protective action; (3) how patriarchal cultural communication norms impede policy effectiveness; and (4) what gender-responsive communication reforms are required to improve outcomes. The article is structured as follows: Section 2 reviews relevant literature and theoretical frameworks; Section 3 describes research methods; Section 4 presents empirical findings and analysis; Section 5 offers conclusions and recommendations.

Policy implementation has been defined by Mazmanian and Sabatier (1983, p. 1) as 'the carrying out of a basic policy decision' made by government officials exercising formal authority. Their seminal framework identifies six variables that determine implementation outcomes: the clarity and consistency of policy objectives; the adequacy of resource allocation; the quality of inter-organizational communication; the characteristics of implementing agencies; the socio-political environment; and the disposition of implementing officials (Mazmanian & Sabatier, 1983). Critically, this framework positions communication not as a peripheral instrument but as a constitutive element of the implementation process: when messages between policy mandates and street-level actors are distorted, absent, or misaligned with the target population's communicative context, implementation will be partial or ineffective.

Communication theorists have extended this observation into the public policy domain. Anderson (2015) argues that policy communication is both a technical and political practice: it involves not only the transmission of regulatory information but the construction of meaning about social problems, vulnerable groups, and the legitimacy of state action. In the context of child protection, this means that how a local government frames sexual violence as a private family matter, a criminal act, or a public health problem, shapes community receptivity to policy interventions (Mauliddia & Hertati, 2023).

Goggin et al. (1990) proposed a communications-based model of policy implementation that conceptualizes implementation as a sequence of messages passed between political principals and administrative agents, with fidelity and clarity of transmission as key determinants of compliance and effectiveness. Applied to child protection, this model foregrounds the role of inter-agency communication networks, public awareness campaigns, and victim-facing communication in achieving policy goals. Together, these three frameworks, Mazmanian and Sabatier's (1983) variable-based model, Anderson's (2015) political-communicative approach, and Goggin et al.'s (1990) message-transmission model, provide complementary analytical lenses for this study. The first identifies structural conditions of implementation; the second foregrounds meaning-construction and framing; the third traces the fidelity of messages across institutional layers. Their integration allows this study to examine policy communication not as a single act but as a layered process in which structural, discursive, and transmissional factors interact.

Feminist theory offers a critical lens for understanding why policy communication in the domain of sexual violence so frequently fails its intended beneficiaries. Wilkinson (1996) posits that feminist research is characterized by attention to the voices of marginalized women, the production of knowledge from women's lived experiences, and the challenge to dominant male-centered epistemic frameworks. Applied to policy communication, this perspective reveals that when government agencies deploy messaging that reflects patriarchal assumptions such as equating family honor with silence, attributing victim responsibility for their victimization, or treating sexual violence as a private rather than public matter they reproduce the very conditions that enable violence.

Butler's (1990) concept of gender performativity is particularly relevant here: gender norms are not natural facts but iteratively enacted social practices that can be disrupted or reinforced by institutional communications. When PPKBP3A's prevention campaigns use imagery or language that positions women as passive recipients of protection rather than rights-bearing actors, they inadvertently reinforce subordinate gender identities. The concept of intersectionality, developed by Crenshaw (1991) and elaborated by Collins et al. (2021), further alerts us to the multiple, overlapping dimensions of vulnerability that shape children's exposure to sexual violence and their capacity to engage with protective systems.

The Indonesia consultation for the ASEAN regional plan on ending violence against women and children (UN Women, 2025) concluded that while legal reforms have strengthened protections at the national level, stigma against survivors and the normalization of violence continue to obstruct progress in service delivery and victim reporting. This finding underscores the centrality of

communication in its broadest sense, as a mechanism of both constraint and change in child protection policy.

The World Health Organization (1999) defines child sexual abuse as involving a child in sexual activity that he or she does not fully comprehend, to which she or he cannot give informed consent, or which violates the laws and social taboos of society. Miranda et al. (2020) emphasize that the defining characteristic of child sexual abuse is the exploitation of power and control over the child, irrespective of the presence or absence of physical coercion. The Indonesia National Survey on Children and Youth (2021) found that 8.4 percent of girls and 3.7 percent of boys had experienced sexual violence during childhood, with urban prevalence slightly exceeding rural rates for both genders.

The psychosocial consequences of child sexual abuse are well-documented and severe. Nurse (2020) reports that adult survivors exhibit significantly elevated rates of depression, anxiety, substance use disorders, and suicidal ideation compared to non-victimized populations. A gendered pattern of response has been observed: female survivors are disproportionately represented among those experiencing depression and suicidality, while male survivors are more frequently associated with substance misuse behaviors (Widom, 1999, cited in Nurse, 2020). For policy communication, these findings imply that messaging must be sensitive to the gendered nature of both victimization and recovery.

The low reporting rates documented across multiple studies underscore a critical communication failure. Research by INFID and IJRS (2021) found that one of the most common reasons Indonesian sexual violence victims do not report is simply that they do not know where or how to report (cited in OpenGovPartnership, 2022). This knowledge gap is directly attributable to inadequate policy socialization the communicative activities through which government agencies inform potential beneficiaries of available services, legal protections, and reporting mechanisms.

Local Regulation No. 10 of 2016 of Kepahiang District constitutes not merely a legal instrument but a communicative text: it defines who counts as a victim of violence, what forms of violence are recognized, and which institutional actors carry protective responsibilities. Article 14 of the Regulation assigns PPKBP3A as the lead coordinating body for violence prevention against children. The Regulation's effectiveness, therefore, depends substantially on how its normative content is translated into communicative action public awareness campaigns, inter-agency coordination protocols, victim information systems, and community-based prevention messaging.

Widodo (2021) characterizes public policy as 'whatever governments choose to do or not to do' and emphasizes that even inaction constitutes a policy statement. In the context of Local Regulation No. 10/2016, the failure to communicate policy content effectively to communities where patriarchal norms remain strong as documented by Sintaningrum and Geru (2019) in their study of implementors' gender bias represents not a neutral absence but an active communicative choice with harmful consequences.

Research Method

This research employs a qualitative-descriptive approach, consistent with the methodological tradition of interpretive policy analysis. The qualitative

approach was selected because the study seeks to understand the social meanings, institutional processes, and communicative practices through which local government enacts child protection policy objectives that require interpretive depth rather than statistical breadth (Wijaya, 2019; Rachman, 2015).

The research was conducted in Kepahiang District, Bengkulu Province, at three primary sites: (1) the PPKBP3A office, where institutional documentation, program records, and key informant interviews were gathered; (2) the UPTD PPA service center, which manages victim intake and accompaniment; and (3) selected community settings, where community leader perspectives on policy communication were collected. Purposive sampling was employed to select nine informants across four categories: two senior PPKBP3A officials (Head of Women and Children's Protection Division; field program officer); two victim accompaniment workers; two to three victims or family members of victims (with anonymized identities in accordance with research ethics protocols); and two community leaders including religious and customary authorities.

Data were collected through three primary instruments: semi-structured in-depth interviews (using a structured interview guide informed by the theoretical framework); non-participatory observation of program implementation activities; and systematic document analysis of institutional reports, program evaluations, statistical records, and policy texts. The interview guide was structured around four thematic clusters aligned with the research questions: policy message construction and framing; inter-agency communication flows; community-facing socialization practices; and cultural barriers to communicative effectiveness. Data validity was ensured through a four-step triangulation procedure. First, source triangulation compared findings across three informant categories: government officials, victim accompaniment workers, and community leaders. Second, method triangulation crosschecked interview data against field observation records and documentary evidence. Third, theoretical triangulation applied both Mazmanian and Sabatier's (1983) implementation framework and Butler's (1990) gender performativity lens to each finding to test robustness. Fourth, member-checking was conducted by sharing preliminary findings summaries with two PPKBP3A officials, who confirmed factual accuracy and offered clarifications that were incorporated into the final analysis. Peer debriefing with an academic colleague in public administration provided an additional check against interpretive bias (Mulyana et al., 2024). These procedures satisfy standard criteria for trustworthiness in qualitative research: credibility, transferability, dependability, and confirmability (Wijaya, 2019).

Analysis followed the interactive model comprising three stages: data reduction, through which relevant material was selected and categorized by theme; data display, presenting patterns across thematic matrices; and conclusion drawing and verification, integrating findings against theoretical frameworks and subjecting preliminary interpretations to member-checking and peer debriefing. The analytical categories were organized around four dimensions of policy communication: (1) message construction and framing; (2) inter-agency communication and coordination; (3) community-facing communication and public socialization; and (4) cultural barriers to communicative effectiveness.

Result and Discussion

The Epidemiological Context of Child Sexual Violence in Kepahiang

Before examining communication dynamics, it is necessary to establish the empirical context. SIGA KemenPPA data for 2024 documents 207 cases of violence against children in Bengkulu Province, with sexual violence comprising 145 cases, the dominant category. The provincial distribution places Kepahiang District in a particularly concerning position: with 15 reported cases in early 2025, the district is the second-highest in the province, following Rejang Lebong (24 cases) and ahead of North Bengkulu (10 cases) (KemenPPA, 2025). These statistics represent only the visible apex of what social workers at the PPKBP3A describe as a substantially larger population of unreported cases. As one victim accompaniment worker stated during interviews: 'Every case we receive represents perhaps ten or twenty cases where the family decided to stay quiet.'

Nationally, the 2024 SIMFONI-PPA data recorded 12,292 children as victims of sexual violence, with the majority falling in the 13-17 age group (Kompas, 2026). KPAI's 2024 report documented 2,057 complaints, with 265 cases of child sexual violence identified, of which 53 were monitored (KPAI, 2024). A consistent finding across all data sources is the gendered concentration of victimization: 66 percent of victims in Bengkulu Province are female (KemenPPA, 2025), a pattern replicated nationally where girls constitute 14,449 of 18,175 documented victims in 2023 (KemenPPA, 2024).

These figures underscore that the problem addressed by Local Regulation No. 10/2016 is not marginal or episodic but constitutes a systemic social emergency. In Mazmanian and Sabatier's (1983) terms, the 'tractability' of the problem the extent to which policy intervention can realistically address it is shaped by its embeddedness in patriarchal social norms that normalize male authority over female bodies, as documented in Bengkulu's relatively strong adherence to customary family structures.

Policy Communication Mechanisms of PPKBP3A Kepahiang

PPKBP3A Kepahiang employs a range of communication mechanisms to operationalize Local Regulation No. 10/2016. These include: (a) socialization activities (sosialisasi) conducted in schools, community forums, and villages; (b) coordination meetings with related agencies including the Social Affairs Office, Police (Polres), Health Office, and local court systems; (c) victim information services at the UPTD PPA service center; and (d) community-based protection task forces (PATBM) established in several sub-districts. These mechanisms align with the programmatic typology identified by Puspitasari (2022) and Dewi (2022) in their studies of comparable districts.

However, interviews with PPKBP3A officials and field workers reveal significant constraints on the reach and quality of these communicative activities. First, resource limitations restrict the frequency and geographic coverage of socialization activities: the district's physical area and dispersed settlement pattern mean that many villages receive formal prevention messaging only once or twice per year, if at all. Second, the content of socialization activities is often framed in legalistic terms emphasizing regulatory provisions and reporting procedures rather than in language accessible to the target communities, particularly rural women with limited formal education. Third, inter-agency communication is reported to

be largely reactive: information sharing between PPKBP3A, the police, social workers, and health providers tends to be triggered by specific cases rather than systematized through regular institutional protocols.

Gender Bias in Policy Messaging: A Communication Analysis

A central finding of this research concerns the role of gender bias in distorting the communicative effectiveness of PPKBP3A's prevention programs. Drawing on Butler's (1990) framework of gender performativity and Wilkinson's (1996) feminist research methodology, the analysis reveals that prevention messaging frequently reproduces rather than challenges the patriarchal assumptions that underlie sexual violence.

Three manifestations of this bias are particularly prominent. First, prevention messaging frequently addresses female children and mothers as the primary targets of safety advice instructing them on appropriate dress, avoidance of risky situations, and proper behavior while directing significantly less attention to challenging male perpetrator behavior and social norms that excuse it. This communicative pattern enacts what feminist scholars term 'victim-proofing' discourse: the implicit assumption that violence is a risk to be managed by potential victims rather than a behavior to be challenged in potential perpetrators.

Second, community socialization events, as observed during fieldwork, often position religious and customary leaders predominantly male as the primary gatekeepers and interpreters of child protection messages. While this strategy reflects a pragmatic recognition of authority structures in Kepahiang's social landscape, it also means that community-level reframing of policy messages frequently filters protective content through patriarchal interpretive frameworks that may minimize or rationalize violence. As one community leader stated during an observation: 'We teach children to respect their elders. If problems happen within the family, we solve them within the family.'

Third, formal reporting procedures at the UPTD PPA level the front-line communication interface between victims and the protection system are inadequately communicated to the wider community. Research by INFID and IJRS (cited in OpenGovPartnership, 2022) found that lack of knowledge about reporting channels is a principal reason for non-disclosure among sexual violence victims in Indonesia. In Kepahiang, this knowledge deficit is compounded by geographic barriers: several sub-districts lack any visible presence or communication infrastructure connecting them to the UPTD PPA service center.

Cultural Barriers as Communication Obstacles

The cultural barriers that constrain policy communication effectiveness in Kepahiang reflect broader patterns identified in the literature on Indonesian gender-based violence, and more specifically in the Bengkulu provincial context. Hendrastiti, Kusujarti, and Sasongko (2023), in a postcolonial feminist ethnographic study of watershed communities in Bengkulu, documented how local power configurations systematically marginalize women's voices even when women possess deep contextual knowledge of the issues at stake. Their findings across three watershed communities, from upstream rural to downstream urban Bengkulu, showed consistently that women's knowledge about environmental and social risks rarely enters formal decision-making processes, filtered out by

patriarchal gatekeeping structures in which male community leaders function as the primary interpreters of community needs. This dynamic is directly observable in the Kepahiang child protection context: socialization activities route policy messages through male religious and customary leaders, whose interpretive frameworks frequently reframe protective content in ways that prioritize family honor over victim disclosure. The broader structural pattern identified by Hendrastiti et al. is thus not incidental to Kepahiang but endemic to Bengkulu's gendered institutional landscape. Sintaningrum and Geru (2019) documented that implementors' gender bias, the extent to which implementing officials internalize feminist versus patriarchal values, substantially affects their willingness and capacity to facilitate and respond to female violence victims. This finding is corroborated by field observations in Kepahiang, where several social workers expressed discomfort with the language of victims' rights, preferring instead frameworks of family reconciliation and community mediation.

The concept of 'victim blaming' the cultural attribution of responsibility for sexual violence to female victims operates powerfully in Kepahiang as in comparable Indonesian districts. Multiple sources confirm that families frequently counsel silence to preserve social reputation, and that community members who report sexual violence face social sanctions. This cultural communication environment fundamentally undermines the effectiveness of PPKBP3A's public messaging: even when community members possess information about reporting channels, the social costs of using them may outweigh the perceived benefits, particularly given perceptions of inadequate legal protection for victims.

The phenomenon of low reporting rates, documented nationally by KPAI (2024) and locally by PPKBP3A's own social workers, cannot therefore be attributed solely to information deficits amenable to simple communication interventions. It reflects what Fatkhurrahman (2018) describes as a 'practical culture in certain areas that still normalizes violence' and attributes responsibility to victims. Effective policy communication in this context requires not only enhanced message transmission but a fundamental rethinking of how messages are framed, by whom, and through what channels.

Inter-Agency Communication and Coordination

Effective child protection policy requires communication and coordination across multiple institutional domains: law enforcement, social services, health care, education, and judicial systems. In Kepahiang District, the coordination architecture provided by Local Regulation No. 10/2016 and supplemented by national frameworks, including UU TPKS No. 12 of 2022, the KLA/Child-Friendly District program, and Bengkulu Provincial Regulation No. 5 of 2017, nominally assigns PPKBP3A as the coordinating hub of this network. However, this multi-layer regulatory environment also generates institutional ambiguity. Perda No. 10/2016 was enacted before UU TPKS and does not reflect the latter's expanded definitions of sexual violence, its integrated victim assistance protocols, or its mandatory referral procedures. In practice, this means that front-line workers operate with inconsistent procedural frameworks: PPKBP3A officials tend to apply the older Perda provisions, while UPTD PPA workers, trained under UU TPKS guidelines, follow different intake and documentation procedures. This regulatory gap has not been formally addressed through harmonization, and its

communicative consequences, including inconsistent victim information, divergent referral pathways, and confused accountability lines, are directly observable in the field. In practice, inter-agency communication is fragmented beyond these structural causes as well.

A recurrent theme in informant interviews concerns the absence of standardized information-sharing protocols between PPKBP3A and the Polres (district police), which constitutes the primary reporting entry point for criminal cases. Victims who report to the police are not reliably referred to PPKBP3A's psychosocial support services, and PPKBP3A does not receive systematic notification of cases under police investigation. This communication gap has direct consequences for victim welfare: many victims who enter the criminal justice pathway receive no psychological accompaniment, while others who access PPKBP3A services do not receive adequate support for legal proceedings.

Mauliddia and Hertati (2023), in their study of sexual violence policy in Sidoarjo District, found that implementation was more effective where inter-agency communication was institutionalized through formal memoranda of understanding, regular case conferences, and shared data management systems. The Kepahiang case suggests that the absence of these mechanisms constitutes a critical structural deficiency in the communication architecture of Local Regulation No. 10/2016's implementation.

Toward a Gender-Responsive Communication Strategy

The findings of this study converge on the need for a comprehensive, gender-responsive communication strategy to enhance the effectiveness of Local Regulation No. 10/2016. Drawing on Wilkinson's (1996) feminist research framework and the implementation criteria of Mazmanian and Sabatier (1983), four strategic recommendations emerge.

First, PPKBP3A must reconfigure the content and framing of its prevention communications to challenge perpetrator behavior rather than managing victim risk. This requires developing messaging informed by feminist communication theory that explicitly names patriarchal norms as root causes of violence and addresses males, particularly adolescent males and young fathers, as primary audiences for prevention campaigns. This reorientation aligns with UNICEF Indonesia's recognition that prevention programs must address gender inequality as a structural driver of child sexual abuse.

Second, inter-agency communication must be systematized through formal protocols. This includes mandatory cross-referral agreements between PPKBP3A, Polres, the Health Office, and the Courts; regular multi-agency case conferences; and shared data management aligned with the national SIMFONI-PPA system. The Indonesia OGP commitment (2022-2024) on UPTD PPA establishment provides a national policy framework within which these mechanisms can be anchored.

Third, community-level policy socialization must be restructured to engage with and challenge the cultural communication norms that normalize violence and suppress victim reporting. This requires moving beyond information-transmission models of socialization toward dialogic engagement processes that create space for community members to examine and critically reflect on gender norms. Noer, Hendrastiti, Nurtjahyo, and Damaiyanti (2024), in a multi-campus study of sexual

violence prevention in Indonesian higher education, demonstrate that regulation alone is insufficient without sustained community commitment across multiple levels. Applying the CDC's socio-ecological model, they argue that prevention strategies focused solely on information transmission, without engaging the relational and cultural dynamics through which violence is normalized, cannot produce durable behavioral change. This applies directly to the Kepahiang context: PPKBP3A's socialization activities reach community members with regulatory information but do not systematically address the interpersonal dynamics, including community leaders' patriarchal reframing of messages and peer pressure against reporting, that determine whether information translates into protective behavior. Evidence from Vosz et al. (2023) suggests that school-based education programs, when designed as secondary prevention providing knowledge and skills to identify risk and take protective action, are among the most effective and generalizable prevention interventions available.

Fourth, victim-facing communication systems particularly the interface between communities and the UPTD PPA service center must be made more accessible, visible, and trustworthy. This means extending communication outreach to remote sub-districts, developing culturally appropriate information materials in local languages and formats, and creating community-based contact points that can facilitate reporting without requiring victims to navigate unfamiliar institutional environments alone.

Conclusion

This article has examined policy communication as a central, and critically underperforming, dimension of child protection policy implementation in Kepahiang District. The study finds that while Local Regulation No. 10 of 2016 provides a sound normative framework, its communicative operationalization by PPKBP3A is constrained by multiple intersecting failures: gender-biased message framing, inadequate resource allocation for public socialization, fragmented inter-agency communication, and the persistence of patriarchal cultural norms that suppress victim reporting and normalize violence.

These findings have implications beyond Kepahiang District. The analysis reveals a structural pattern in Indonesian child protection policy: the construction of legal frameworks at the national level, including Law No. 35/2014, UU TPKS No. 12/2022, and numerous regional regulations, has outpaced the development of the communicative and institutional infrastructure required to implement them effectively at the district level. This study identifies an additional and underappreciated dimension of this gap: regulatory stratification without harmonization. Where national, provincial, and district-level instruments define victim categories, reporting procedures, and institutional mandates differently, front-line implementors face conflicting directives that fragment their communicative capacity. The Kepahiang case illustrates how Perda No. 10/2016, enacted before UU TPKS, has not been updated to reflect the latter's provisions, leaving PPKBP3A and UPTD PPA operating under effectively different procedural regimes. Addressing this requires not only enhanced communication capacity but a formal process of regulatory alignment, in which district-level instruments are reviewed and revised to harmonize with the national and provincial framework. Data from SIMFONI-PPA, KPAI, and provincial

KemenPPA records consistently show that the majority of sexual violence incidents remain unreported, that victims face barriers in accessing justice and recovery services, and that prevention programs have not demonstrated sustained reductions in incidence rates.

Addressing these challenges requires recognizing that policy communication is not a supplementary activity added to implementation processes but a constitutive dimension of how policies achieve or fail to achieve their objectives. A gender-responsive communication strategy, integrated into the institutional architecture of PPKBP3A and grounded in feminist principles of centering victim experience and challenging patriarchal norms, is not merely a technical reform: it is a prerequisite for the meaningful realization of the rights that Local Regulation No. 10/2016 formally proclaims.

Future research should investigate the comparative effectiveness of different communication strategies across Indonesian districts with varying social, cultural, and institutional profiles, and examine how the provisions of UU TPKS No. 12/2022 are being communicated to communities and victims. Longitudinal studies tracking changes in reporting rates, victim outcomes, and community attitudes over the life of prevention programs would provide invaluable data for evidence-based policy communication design.

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