

COLLABORATIVE GOVERNANCE IN HANDLING CASES OF VIOLENCE AGAINST WOMEN AND CHILDREN IN KUPANG CITY

Piter Anderias LENAMAH¹, William DJANI², Laurensius Petrus SAYRANI³

^{1,2,3}Faculty of Social and Political Sciences, Nusa Cendana University, Indonesia

Corresponding author: Piter Anderias Lenamah

Email: Piterlenamah5405@gmail.com

Volume: 6

Number: 2

Page: 371 - 386

Article History:

Received: 2025-01-17

Revised: 2025-02-14

Accepted: 2025-03-15

Abstract:

Violence against women and children in Kupang City is a serious problem that requires an integrated approach. Collaborative governance is a crucial strategy for strengthening cross-actor coordination in addressing this issue. This study aims to analyze collaborative practices in handling cases of violence against women and children in Kupang City. The method employed is a qualitative case study, utilizing data collection techniques that include interviews with 17 informants, observation, and document analysis. The results of the study indicate that the Kupang City Women's Empowerment and Child Protection Service (DP3A) plays a central role in building partnerships with various actors, including the police, legal aid institutions, civil society organizations, and international partners. This study demonstrates that the capacity for joint action is built upon a track record of collaboration, alignment of procedures, and public trust despite being limited by budget, expertise, and supporting facilities. Collaboration is facilitated by formal regulations and informal agreements and supported by transparency through coordination forums and the publication of information on digital media. Responsive, initiative and proactive leadership strengthen decision-making. The collaborative process involves regular meetings, participation from target groups, communication within networks, and shared commitments, resulting in community empowerment, child involvement in advocacy, and enhanced victim assistance. Recommendations include establishing regional regulations, recognizing the contributions of community volunteers, providing ongoing training, and enhancing inclusive public communication strategies to promote a more cohesive community.

Keywords: Collaborative Governance, Violence, Women and Children, Partnership

INTRODUCTION

Gender issues in today's social science studies are no longer understood as merely biological differences between women and men but rather as social constructions that create expectations, roles, and behaviours based on gender. This concept refers to the view (West & Zimmerman, 1987) which posits that gender identity is formed through the process of social interaction that occurs within the framework of dominant cultural norms. Through this process, individuals, both men and women, internalize the roles expected by society, thereby creating a complex social structure marked by unequal power relations. This approach is strengthened by the theory of hegemonic masculinity, developed by Connell and Messerschmidt (2005), which highlights the dominant form of masculinity as a social force that regulates and normalizes male superiority over women. Hegemonic masculinity not only directs society to position women as inferior but also burdens men with rigid role demands that are often detrimental to themselves. Thus, gender issues can no longer be reduced to mere personal identity issues; they must be viewed as a social structure that shapes access to power, resources, and opportunities in various aspects of life.



This open-access article is distributed under a
Creative Commons Attribution (CC-BY-NC) 4.0 licence

Gender-based inequality is evident in various sectors, including education, the workforce, and public services. Setia et al. (2023) noted in their study that women in Indonesia still predominate in the informal, unpaid, or low-paid employment sector. This condition reflects systemic structural inequality, where women consistently experience marginalization and limited access to a decent living. This inequality is not only a moral justice issue but also concerns the quality of life, social welfare, and inclusive development. One of the roots of this problem can be traced to the patriarchal structure, a social system that places men as the primary authority holders in various institutions, including the family, religion, law, and state. Sylvia Walby (1990) explains that patriarchy is formed and maintained through institutions that legitimize male dominance and exploitation of women. In practice, this system is manifested in legal norms, family structures, and social values that tend to subordinate women, both in public decision-making and in domestic life.

Furthermore, patriarchy not only creates structural subordination but also produces a social environment that is permissive of gender-based violence. Saini (2024) stated that the patriarchal system institutionalized in legal rules and social norms also legitimizes male power and excludes women from important decision-making processes. In line with that, (Gerda Lerner, 1986) assessed that patriarchy is perpetuated by institutions such as religion and family that formulate gender roles rigidly and place women in subordinate positions. This condition is further exacerbated in the context of certain regions that still strongly uphold patriarchal values. Helga Maria E. Gero (2023), in her journal article entitled "NTT Women and Children in the Social Welfare System: Challenges and Opportunities in the Modern Era", highlights that violence against women and children in several regions in East Nusa Tenggara (NTT) is often viewed as a domestic matter and not as a violation of human rights. A social system that gives absolute authority to men in the family means that violence is often ignored by society and the authorities and ultimately limits women and children from proper legal protection and participation in public spaces.

To overcome gender-based violence, the state has shown its commitment through the ratification of regulations, such as Law Number 23 of 2004 concerning the Elimination of Domestic Violence (UU PKDRT). This policy marks a significant milestone in establishing a legal framework for protecting women. However, regulations are insufficient if they are not accompanied by the provision of victim recovery services, access to justice, and effective prevention strategies.

Claudia García-Moreno et al. (2013) demonstrated that a community-based education approach is effective in altering public perceptions of gender roles and promoting collective awareness of the impacts of violence. This approach needs to be strengthened with psychosocial support services, legal aid, and enhanced capacity among service provider institutions. However, the success of these policies and programs is highly dependent on synergy between sectors that work within a focused coordination framework.

This is where the collaborative governance approach becomes increasingly relevant. According to Emerson et al. (2012), collaboration between actors from various sectors opens up opportunities for productive interactions among the government, civil society organizations, businesses, academics, and other stakeholders in formulating and implementing adaptive policies. This collaboration enables the consolidation of resources, the distribution of expertise, and a wider outreach to target groups. In the context of handling violence against women and children, this kind of collaboration is very important to integrate prevention, protection, and empowerment strategies in a complementary work system. The study (Healey & Humphreys, 2017)) confirmed that collaboration between institutions is a determining factor in creating an effective and sustainable protection system. Through strong partnerships, the government can obtain data and input directly from the community, while the private sector contributes with financial support and infrastructure.

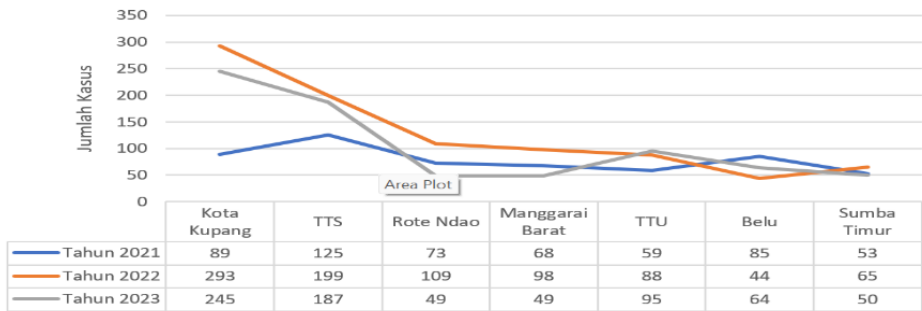
Moreover, this collaboration paves the way for women's participation as key actors in decision-making, not just as those served.

The phenomenon of violence against women and children in Indonesia shows a worrying trend. Data from (the Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia, 2024) accessed through the Online Information System for the Protection of Women and Children (SIMFONI PPA) recorded a spike in cases of violence from 21,753 in 2021 to 26,161 in 2023. This spike shows that the existing protection system is not running optimally. The violence occurs not only in the domestic sphere but also in schools, workplaces, and other public spaces. This condition demonstrates that addressing this issue requires a cross-sectoral approach that can respond to the problem's complexity in a holistic manner.

Chris Ansell and Alison Gash (2008) emphasize the importance of cross-actor collaboration in their theory of collaborative governance, particularly in formulating solutions to complex social problems. Collaboration built on trust, long-term commitment, and the active participation of all relevant parties is believed to create an inclusive and results-oriented decision-making forum. This approach has been implemented in several regions in Indonesia, including East Sumba Regency.

In a study conducted by Milia Dwiputri Manu (2021), the Women and Children Protection Unit (UPPA), in collaboration with the police, social services, and local NGOs, demonstrated that coordinated interventions, spanning from socialization to law enforcement, yielded more measurable achievements. This collaborative structure has been demonstrated to enhance inclusive and responsive protection governance in response to community needs.

However, Tang et al. (2024) in their study highlighted that collaboration that relies solely on formal bureaucracy is insufficient. A community-based approach that emphasizes changing values and attitudes through education and dialogue is a crucial aspect in shaping the sustainability of the protection system. Programs such as Manhood 2.0 are an example of how equality values can be instilled from an early age. This aligns with the collaborative governance regimes framework proposed by Emerson et al. (2012), which emphasizes the importance of adaptive interaction in addressing multi-layered social problems. Kupang City is one of the areas with the highest levels of violence against women and children in NTT. Based on data from the Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia (2024), the number of cases increased from 89 in 2021 to 293 in 2022 and then decreased slightly to 245 cases in 2023. Other surrounding districts, such as South Central Timor, Rote Ndao, and East Sumba, also recorded high fluctuations in the number of cases. These data show the urgency of the need for a strategic, collaboration-based approach to addressing the widespread and recurring violence in this region.



Source: Processed by researchers from the Online Information System for the Protection of Women and Children, 2024

Figure 1. Data on the Number of Cases of Violence Against Women and Children in Seven Regencies/Cities in NTT Region, the Highest Since 2021-2023



This open-access article is distributed under a Creative Commons Attribution (CC-BY-NC) 4.0 licence

methods, and the time of data collection. Data analysis was conducted through a process of categorization, thematic interpretation, and inductive reasoning to formulate collaboration patterns, ensuring the results of this study are presented systematically and can be scientifically accounted for.

RESULT AND DISCUSSION

Handling violence against women and children in Kupang City requires a collaborative governance approach in which various actors from the government sector, law enforcement agencies, civil society organizations, international organizations, and local communities play an active role. The Women's Empowerment and Child Protection Service (DP3A) is the main driver of this cross-sectoral cooperation, not only forming and fostering forums such as the Community-Based Integrated Child Protection (PATBM) and the Kupang City Children's Forum but also strengthening synergy with other institutions. The police, through the Women and Children's Service Unit (UPPA), handle legal and protection aspects, while institutions such as the Indonesian Women's Association for Justice Legal Aid Institute (LBH APIK) provide legal assistance to victims. Civil society institutions, including Rumah Harapan GMT, the Indonesian Family Planning Association (PKBI), and the Cita Masyarakat Madani Foundation, also participate in providing mentoring, counselling, and capacity-building services for prevention at the community level. On the other hand, UNICEF and Child Fund Indonesia provide program support and advocacy as international partners. This collaboration shows the existence of a multi-actor work system that complements each other in forming a responsive and sustainable protection environment.



Source: Processed by Researchers, 2024

Figure 2. Map of Collaborative Actors in Handling Cases of Violence Against Women and Children in Kupang City

To analyze this cooperation model, the research focuses on several key dimensions, as follows. **Collective Action Capacity; History of Conflict or Cooperation.** Inter-agency cooperation in handling cases of violence against women and children in Kupang City was formed through a long process marked by institutional dynamics and procedural alignment. Viktoria Kekado, Policy Analyst for DP3A Kupang City (Tuesday, 14/01/2025), stated that: “The P3A Office of Kupang City was only formed in 2017, but previously we had collaborated with related institutions under the community empowerment sector. After becoming an office, the collaboration was immediately continued

This was reinforced by Robertus Djone, Education Officer at the UNICEF Field Office Kupang (Friday, January 31 2025), who stated, "The 2021-2025 period cooperation includes technical support, budgeting, and activities such as FGDs and preparation of academic papers." Based on the results of the researcher's search on the official DP3A website, one concrete piece of evidence was seen in the implementation of the FGD for the preparation of the academic paper for the Child-Friendly City Regulation (PERDA KLA) on October 13, 2023, with DP3A Kupang City.

On the other hand, limited expertise and facilities also burden protection efforts. Based on an interview with Imelda Manafe, Acting Head of DP3A Kupang City (January 14, 2025), it was found that the community (PATBM) had only been formed in seven of the 51 sub-districts. The lack of budget support was the reason for this low level of development. Seravina Kollo, Head of PATBM, Oesapa Barat Sub-district (January 14, 2025), said, "PATBM administrators work voluntarily without adequate budget support."

The Kupang City Children's Forum experienced a similar situation. Anandhyta Rihi, Chair of the Children's Forum for the 2024–2026 period (January 14, 2025), stated, "We only get transportation assistance and a little replacement money when we participate in activities." This has a direct impact on the effectiveness of the child advocacy movement at the local level.

Religious institutions and civil society organizations are also filling the limited role of experts. Nafsia Waang from Rumah Harapan GMTI (January 31, 2025) explained, "Previously, in 2015, the number of cases was very high, and the government did not yet have safe house facilities, so the church took the initiative to fill the gap." Rumah Harapan GMTI now offers comprehensive assistance in legal, health, psychological, and spiritual matters. Another collaboration is between DP3A and the NTT Cita Masyarakat Madani Foundation. Silvester, Director of the foundation (February 2, 2025), said, "In certain circumstances, DP3A has a budget but lacks experienced facilitators. And we are often contacted and invited by DP3A Kota as facilitators to provide training to PATBM activists in each sub-district." Limitations also occur in the field of legal services. Adelaide Ratukore, Legal Analyst at LBH APIK NTT (February 3, 2025), said, "One of the limitations faced is legal aid funds from both the government and LBH APIK, as well as inadequate facilities for special needs such as ODGJ visas or DNA tests."

Despite facing various limitations, DP3A Kupang City continues to strive to strengthen its capacity through ongoing training and strategic collaboration with local, national and international partners, as reflected in various advocacy and training activities documented on the official website, Facebook account and Instagram of DP3A.

Institutional Arrangements; Existence of Rules. Institutional arrangements in handling violence against women and children in Kupang City are reflected in the existence of formal documents and legal structures that support cooperation between institutions. Based on an interview with Viktoria Kekado, Policy Analyst of DP3A Kupang City (Tuesday, January 14, 2025), it was stated that "there are MoUs and cooperation agreements with community institutions, related sectors and international institutions as well as formal cooperation mechanisms with the Ministry of Social Affairs." This was reinforced by Mrs Trince, Head of the PPA Unit of Kupang Police (Thursday, January 23, 2025), who added that "the MoU with DP3A regulates the tasks, reporting mechanisms, handling, and follow-up of cases of violence."

At the sub-district level, institutional strengthening can also be seen from the existence of the Decree, as explained by Emelyana Tobin, Chair of PATBM Liliba (Tuesday, January 21, 2025), "The formation of our community is based on the Decree of the Head of Liliba Village Number: Kel.LLB.38/463/2020 concerning the Management Board of the Community-Based Integrated Child Protection Activist Team."

In addition, Imelda Manafe, Plt. DP3A Kupang City (Tuesday, January 14, 2025) explained that "cooperation with NGOs and foundations is carried out based on national and regional regulations for child protection." Meanwhile, Robertus Djone from UNICEF Kupang (January 31, 2025) stated that "multilateral cooperation is carried out through CPAP 2021-2025." Even without a formal document, Silvester Seno, Director of the Cita Masyarakat Madani Foundation (Thursday, January 30, 2025), stated that "we still hold our shared commitment because there is a shared vision in supporting child welfare."

For your information, the vision of the Cita Masyarakat Madani Foundation, NTT, is "Creating an empowered society in realizing a better world for children". This shared vision provides a strong foundation for building cooperation as DP3A and the foundation collaborate on various programs, including legal assistance for child victims of violence, social rehabilitation, enhancing community capacity in child protection, and policy advocacy related to children's rights.

Transparency and Deadlines

Efforts to be transparent in handling cases of violence against women and children in Kupang City are evident through various digital media and open forums. Head of UPTD DP3A Kupang City, Randy Kana (Wednesday, 08/01/2025) stated: In an interview on Wednesday, 08/01/2025, Randy Kana as Head of UPTD DP3A Kupang City explained, "For the collaboration process, we do it transparently and often post it on office social media such as Facebook (Dinas P Ppa Kotakupang), Instagram (dp3akotakupang), or you can visit the website (<https://dp3a.kupangkota.go.id/>) so that the public knows about it." This was reinforced by the Acting Head of DP3A, Imelda Manafe, who added, "Each case is handled transparently with a certain time limit, but if it is complex, it can be extended because it requires further coordination."

The results of observations and searches by researchers on the Kupang City DP3A website on March 3, 2025, revealed that a complaint flow flyer and a Gender and Child Profile Book were available on the DP3A website, presenting information on the number of cases, types of violence, and budget. This confirms that DP3A is trying to maintain openness to the public. On January 24, 2025, Maria Eke, Head of DP3A Child Rights, emphasized the importance of open meetings and socialization. Meanwhile, Seravina Kollo from PATBM Oesapa Barat stated, "The public can submit reports directly or through a discussion forum that we facilitate."

Regarding the deadline, the Head of the PPA Unit of the Kupang City Police, Trince Sine (03/03/2025), said, "We work according to the deadline with DP3A, but if the case is complex, such as lacking witnesses or requiring rehabilitation, the process can take longer." This is reinforced by Decky's statement as support staff at Rumah Harapan GMIT, who explained that in several cases that we have assisted, long-term care is needed for victims, such as severe trauma due to physical or sexual violence, the process can take longer because it requires a more intensive approach.

Leadership; Leadership Ability. In efforts to handle violence against women and children in Kupang City, the leadership of the Women's Empowerment and Child Protection Service (DP3A) has demonstrated a responsive, proactive capacity and can be a director and mentor for work partners. Trance Sine, Head of the PPA Unit of the Kupang Police (Thursday, 01/23/2025), emphasized that "The leadership at DP3A can coordinate various related institutions. They are also responsive to our needs in the police, especially when rapid intervention is needed in the field." This statement shows that DP3A is not only administrative but also responsive in emergency conditions such as domestic violence and child exploitation.

In a joint interview, 01/23/2025), an aff from PKBI NTT strengthened this finding by mentioning DP3A's responsiveness in managing gender-based violence issues. Nafsia Waang expressed similar things from Rumah Harapan GMIT (Thursday, 01/30/2025), who stated that



"DP3A leaders are considered responsive, even outside of working hours. They help us connect victims with legal, psychological, and social services."

Proactive leadership is also seen in the initiative to establish a Children's Forum by DP3A. Robertus Djone, Education Officer UNICEF Kupang (Friday, 01/31/2025), stated that "DP3A initiated the Kupang City Children's Forum as one of the main instruments in supporting children's participation." This is proof of leadership that is not only reactive but also oriented towards long-term innovation.

As a mentor, DP3A also accompanies the local community. Anandhyta Rihi, Chair of the Kupang Children's Forum (Tuesday, January 21, 2025), stated, "DP3A is a mentor for us in understanding children's rights." Meanwhile, Emelyana Tobin from PATBM Liliba said, "DP3A leads and guides us, provides training, and ensures access to various resources."



Source: Image taken from the DP3A Kupang City website, 2025

Figure 3. Capacity Building Activities for the Kupang City Children's Forum organized by DP3A Kupang City in collaboration with PKBI, NTT (Wednesday, 10/25/2023)

Furthermore, this study also found that DP3A leadership is participatory, not only working top-down but also building the capacity of other stakeholders. Through training and mentoring, DP3A encourages community involvement, including PATBM (Community-Based Integrated Child Protection), in child protection efforts.

Decision Making. Decision-making in cross-agency collaboration in Kupang City is based on the principles of evaluation and mutual agreement while still providing space for actor independence and participation by affected parties. Randy Kana, Head of UPTD DP3A Kupang City (January 8, 2025), emphasized that "Decision-making is carried out based on mutual agreement by considering the agreed mechanisms and SOPs." This was reinforced by Silvester Seno, Director of the Cita Masyarakat Madani Foundation, who stated that the process was collaborative and involved many parties. In practice, strategic decisions are taken collectively by referring to the SOP involving DP3A, the police, and community institutions. Imelda Manafe, Plt. DP3A Kupang City (14/01/2025) added that "Strategic decisions related to case handling always go through a collaborative forum involving the police, legal aid institutions, and other supporting organizations." Seravina Kollo from PATBM Oesapa Barat added that the community was involved in the evaluation to improve the responsiveness of cooperation.

Although collaborative, there is room for independent decisions. Trance Sine, Head of PPA Polresta Kupang (January 23, 2025), explained, "Coordination with DP3A is important, but there are legal aspects that remain exclusively within the authority of the police." This was agreed by Adelaide Ratukore, Legal Analyst at LBH APIK NTT (03/02/2025), that although DP3A builds cross-agency cooperation, there are still independent decisions regarding victim assistance.



This open-access article is distributed under a Creative Commons Attribution (CC-BY-NC) 4.0 licence

The involvement of affected groups is also a focus. Anandhyta Rihi, Chair of the Kupang City Children's Forum (January 21, 2025), said, "We are often invited to discuss in various forums that discuss child protection policies." Robertus Djone from UNICEF added that the government actively involves children and encourages child protection legislation at the local level. This approach shows that decisions are not only administrative but also responsive to the needs of victims.

Collaborative Process; Face-to-Face Dialogue. Face-to-face dialogue is a crucial element in synergizing the roles of stakeholders. In an interview (Thursday, 01/23/2025), Trince Sine, Head of UPPA Polresta Kupang City, stated, "We are often invited to discussions and activities organized by DP3A. In the meeting, we can reveal the legal challenges faced by victims and provide direct recommendations to DP3A." This shows that the coordination forum functions strategically in joint decision-making. Support was also conveyed by Randy Kana, Head of UPTD DP3A Kupang City (Wednesday, 01/08/2025), who stated, "We always ensure that every policy designed has a strong foundation, one of which is through direct meetings with our partners." DP3A social media searches support this statement, as seen in the policy evaluation activity on August 17, 2024, regarding gender mainstreaming.



Source: taken by researchers from the DP3A Kupang City website, 2024

Figure 4. Policy evaluation activity on August 17, 2024, regarding gender mainstreaming

Participation of target groups is also an important instrument. Anandhyta Rihi, Chair of the Kupang City Children's Forum (January 21, 2025), said, "We are often invited to direct discussions... it is very important because policies are often made without considering the perspectives of children and adolescents." Their involvement was strengthened by FGD data collected with UNICEF and ChildFund on December 5, 2023, regarding the preparation of the academic text for the Child-Friendly City Bill. Emelyana Tobin from PATBM Liliba also emphasized that communities are empowered through technical guidance and training. Decky, staff of Rumah Harapan GMIT (January 30, 2025), stated, "DP3A always emphasizes the importance of direct involvement of partners in every stage of the program."

Furthermore, Adelaide Ratukore from LBH APIK NTT (Monday, 03/02/2025) emphasized the importance of online communication, "In addition to direct meetings, communication is also carried out via WhatsApp or telephone." This means that online channels still support face-to-face dialogue to maintain the continuity of coordination. Researchers' exploration of DP3A's social media accounts reveals the intensity of cross-sector activities throughout 2024, further strengthening the role of this forum as a deliberative and evaluative medium.

Joint Commitment. The joint commitment to handling violence against women and children in Kupang City is reflected in the collective efforts of various stakeholders. The Head of UPTD DP3A Kupang City, Randy Kana (January 8, 2025), emphasized that "we are always present in every case, not only in the form of assistance but also to ensure that victims receive protection and their rights." This statement was reinforced by Trince Sine, the Head of UPPA Polresta Kupang City (January 23, 2025), who stated that a quick response and cross-sector cooperation largely determine the success of handling. Imelda Manafe, Plt. DP3A Kupang City (01/14/2025) added that "without a joint commitment, these efforts will not run optimally."

The commitment is also realized by service partners such as Rumah Harapan GMIT and LBH APIK NTT. Adelaide Ratu Kore from LBH APIK (01/23/2025) stated that they provide free legal aid, subject to certain administrative requirements, such as those outlined in SKTM. The results of the researcher's observations show that this information is also listed on the LBH APIK information board.



Source: Photo results of researchers at the LBH APIK Office, 01/23/2025

Figure 5. Information board of the LBH APIK Office, NTT

In terms of advocacy and education, Anandhyta Rihi, Chair of the Kupang City Children's Forum (January 21, 2025), stated that they were actively involved in the prevention program with DP3A. Robertus Djone reinforced this from UNICEF (January 31, 2025), who highlighted support for the formulation of the KLA PERDA. Meanwhile, Silvester Seno from the Cita Masyarakat Madani Foundation emphasized the commitment to strengthening the capacity of PATBM even without a formal agreement.

This finding demonstrates that the joint commitment extends beyond administrative procedures to encompass real, ongoing actions in the field undertaken by related agencies, communities, and society as a whole.

Temporary Success. Temporary success in the collaborative governance process for handling violence against women and children in Kupang City is reflected in three main aspects: community empowerment, child involvement in advocacy, and improving assistance services. Based on an interview with Imelda Manafe, Acting Head of DP3A Kupang City (January 14, 2025), PATBM communities have been established in seven sub-districts. "The PATBM community was formed, and we continue to strive to improve its effectiveness through annual monitoring and evaluation." This community facilitates the active role of the community in child protection and contributes to increasing case reporting, as emphasized by Viktoria Kekado, DP3A Policy Analyst (January 14,

2025), who states, "The increasing number of reports is an indication of the success of the socialization."

Children's participation has also increased through the Kupang City Children's Forum, which acts as a pioneer and reporter. Maria Eke, Head of DP3A Children's Rights (24/01/2025), said, "The Kupang City Children's Forum has played an active role as a pioneer and reporter." The head of the forum, Anandhyta Rihi, stated that children are now directly involved in focus group discussions (FGDs) and the design of solutions.

In terms of assistance services, Nafsia Waang from Rumah Harapan GMTI (January 30, 2025) stated, "Several victims we assisted managed to get protection, assistance and legal assistance." Meanwhile, Konstan Lopo from PKBI added that free psychological services are provided for victims from underprivileged families. These achievements collectively indicate positive progress in inclusive and responsive collaborative governance.

The phenomenon of violence against women and children in Kupang City reflects the need for a holistic and integrated cross-sectoral handling approach. The complexity of this case necessitates multi-stakeholder involvement, as it cannot be effectively resolved by a single institution alone. In this context, the collaborative governance approach is a key strategy because it emphasizes the active participation of stakeholders, collective decision-making, and joint accountability in addressing problems. This collaboration is not only intended to handle cases reactively but also to build prevention mechanisms based on community empowerment and strengthening local capacity.

This study adopts the collaborative governance framework proposed by Chris Ansell and Alison Gash (2008), which highlights the importance of trust between actors, face-to-face interaction, and long-term commitment. Additionally, it draws on the work of Emerson et al. (2012), which emphasizes the importance of joint action capacity in the context of an adaptive collaborative regime. The findings of this study reveal a history of conflict or cooperation that includes four important aspects: (1) a track record of cooperation before the establishment of DP3A, (2) alignment of procedures between institutions, (3) increasing public trust that has an impact on service efficiency, and (4) expansion of cooperation networks involving the government, private sector, and civil society. These four aspects form a collaborative structure that grows based on shared experiences and needs. Alignment of procedures is achieved through an awareness of the complexity of the case, while public trust grows in tandem with the consistency of services. Expansion of the actor-network strengthens the sustainability of the protection system. Within the theoretical framework, this dynamic highlights the importance of initial conditions (Chris Ansell & Alison Gash, 2008) and the need to strengthen institutional capacity (Emerson et al., 2012).

Furthermore, the findings suggest that resource limitations, including a limited budget, a lack of experts, and inadequate facilities, actually enhance cross-sector collaboration in Kupang City. In these conditions, the division of roles and utilization of resources among the government, civil society organizations, and international institutions are crucial to increasing collective capacity in responding to the needs of victims. This strengthens the concept of mutual interdependence (Chris Ansell & Alison Gash, 2008) and the capacity for joint action (Emerson et al., 2012).

This finding is consistent with previous studies, such as (Marzellina Hardiyanti et al., 2018) in Semarang, which highlighted the limitations of victim services in terms of security and counselling (Frangky Tilung, 2023) which emphasized the importance of adequate infrastructure for victim protection; and (Taneo & Angi, 2022) which showed the limitations of gender-responsive budgets in policy implementation. These studies highlight the importance of cross-sector collaboration as a response to resource challenges and the effectiveness of budget utilization.

In terms of institutions, collaboration in handling cases of violence against women and children in Kupang City is built through formal mechanisms such as memorandums of understanding, cooperation agreements, and decrees, but is also enriched with informal relations based on shared vision and values. Legal documents provide legal certainty, while informal relations allow adaptation to dynamic conditions in the field. This combination shows that legality and institutional flexibility are both needed in responding to cases of violence that require quick and coordinated action. According to Chris Ansell and Alison Gash (2008), the clarity of the game's rules is a crucial basis for cooperation. In contrast, Emerson et al. (2012) emphasize the need for institutional structural support to facilitate effective collaboration.

Transparency and deadline strategies also play a significant role. DP3A Kupang City utilizes social media, meeting forums, and other online channels to disseminate information as widely as possible. In handling complex cases, a flexible approach to deadlines is employed, particularly in cases that require intensive coordination between sectors. Transparency fosters public trust and participation, while deadlines allow for adjustments to interventions based on the needs of victims. This emphasizes the importance of direct communication and adaptive capacity in collaboration, as highlighted by Chris Ansell and Alison Gash (2008) and Emerson et al. (2012). Research by Raja Indriani Fajrianti et al. (2022) in Batam also supports this finding, emphasizing the importance of open communication and high commitment between actors in child protection.

The leadership aspect has proven to be one of the key factors. The responsive leadership of the Head of DP3A is reflected in his ability to take quick action, including outside of working hours. This confirms that the effectiveness of collaboration is not only determined by the administrative system but also by social sensitivity and the courage to make decisions. Moreover, proactive leadership is demonstrated through initiatives such as the establishment of the Kupang City Children's Forum and the Child-Friendly City program, which aims to strengthen the protection system structurally and sustainably. The leadership capacity in guiding collaborative partners is also evident in coaching local organizations, providing training, and offering mentoring. This strengthens institutional capacity and unites a shared vision. All of these dimensions are consistent with the views of Chris Ansell and Alison Gash (2008) and Emerson et al. (2012) regarding the importance of leadership in maintaining deliberative space and strengthening social legitimacy.

In the collaboration process, face-to-face dialogue is present in the form of routine coordination, direct involvement of target groups, and online communication. Coordination meetings serve as a space for consensus, and the involvement of target groups expands the legitimacy and relevance of the program. Meanwhile, digital communication ensures continuity of interaction, especially in limited conditions. This shows the important role of adaptive communication structures in strengthening collaborative relationships between actors, as theorized by (Chris Ansell Alison Gash, 2008) and (Emerson et al., 2012)

Shared commitment is also a crucial foundation for the program's success, as evident in its efforts to protect victims and in advocacy and education activities. The common vision and experience shared by actors encourage them to form collective solidarity and avoid the tug-of-war between sectoral interests. This also reinforces the findings of Raja Indriani Fajrianti et al. (2022), which emphasize the importance of communication intensity and commitment strength as crucial elements of collaboration.

The real achievements of collaboration in Kupang City include community empowerment through the establishment of PATBM in seven of the city's fifty-one sub-districts, the formulation of the KLA PERDA, the involvement of children in advocacy activities, and improvements in the quality of victim assistance services. These findings offer a new perspective: children are not only

objects of protection but also agents of change. This finding enriches the study by Milia Dwiputri Manu (2021) in East Sumba, which emphasizes the role of authorities in prevention but has not fully described the active participation of children in advocacy efforts.

Overall, the results of this study confirm that the success of collaborative governance in addressing violence against women and children in Kupang City is influenced by the integration of various factors, including responsiveness and leadership initiative, adaptive communication strategies, strengthening institutional capacity, and a shared commitment rooted in collective values and goals. These findings not only confirm the relevance of existing theories but also make important contributions to expanding the contextual, adaptive, and locally strength-based collaboration model.

CONCLUSION

Handling cases of violence against women and children in Kupang City shows that (DP3A) Handling cases of violence against women and children in Kupang City show that (DP3A) Kupang City plays a key role in building strategic partnerships with various stakeholders. These partners include law enforcement officers, such as the Kupang City Police, particularly the Women and Children's Service Unit (UPPA) and the Legal Aid Institute of the Indonesian Women's Association for Justice (LBH APIK) in NTT Province, which handles legal aspects and victim protection. Civil society organizations, such as Rumah Harapan Gereja Masehi Injili di Timor (GMIT), Yayasan Cita Masyarakat Madani, and Child Fund International Indonesia, together with the Indonesian Family Planning Association (PKBI) of NTT Province, also provide support through protection services, counselling, education, and victim assistance. In addition, the collaboration also involves international actors such as the United Nations International Children's Emergency Fund (UNICEF), which plays a role in advocating for children's rights, as well as local communities through Community-Based Integrated Child Protection (PATBM) and the Kupang City Children's Forum which encourages direct participation of the community and children in protection.

The capacity for joint action in handling cases of violence against women and children in Kupang City was formed through a track record of inter-institutional collaboration, alignment of work procedures, increasing public trust, and expanding the reach of partnerships. Although this collaboration still faces obstacles in the form of resource inequality, such as a limited budget, minimal professional staff, and a lack of supporting facilities, the commitment between parties remains intact. From an institutional perspective, cooperation is facilitated by formal documents, such as memoranda of understanding and cooperation agreements, as well as national and regional policies, and is strengthened by informal agreements built based on a common vision. Transparency is also an important principle, particularly in online information dissemination and face-to-face forums, with provisions for deadline adjustments in complex cases.

In terms of leadership, collaboration is highly dependent on a leader who can respond quickly, take the initiative, and be proactive, guiding and fostering involvement from all affected parties in the evaluation process and decision-making that is inclusive. The collaborative process is strengthened through regular meetings, participation of target groups as part of an educational strategy, utilization of online communication technology (Online), and a collective commitment to victim protection and counselling. This cross-sector collaboration has yielded positive results in the early stages, marked by increased community empowerment, active involvement of children in advocacy, and improved support services for survivors of violence.

The implications of this research are significant for policymakers and practitioners, particularly in strengthening institutions, promoting inclusive budget planning, and developing human resource capacity to support the sustainability of this type of collaboration model.



To strengthen the handling of cases of violence against women and children in Kupang City in a sustainable manner, several strategic policy steps are needed that can optimize collaborative work across actors and overcome existing structural barriers.

1. Collaborative Regulation: The Kupang City Government needs to establish regional regulations (Perwali/Perda) that regulate collaborative mechanisms for the protection of women and children, including clear roles, coordination, workload allocation, and emergency response procedures.
2. Awards for Volunteers: Volunteers such as PATBM who have not received incentives need to be appreciated through non-material awards (certificates, training, family scholarships, priority social services) to increase their motivation and the sustainability of their roles.
3. Training Partnerships: Local governments are advised to partner with universities, training institutions, and international donors to provide ongoing professional training for service officers.
4. Education and Dissemination: Public communication must be strengthened through educational campaigns in schools, places of worship, and communities, as well as through digital channels such as social media and podcasts that are inclusive and sustainable.

REFERENCES

- Chris, A., & Alison, G. (2008). Collaborative Governance in Theory and Practice. In *Journal of Public Administration Research and Theory* (Vol. 18, Issue 4, pp. 543–571).
<https://doi.org/10.1093/jopart/mum032>
- Claudia, G. M., Cathy, P., Karen, D., Heidi, S., Charlotte, W., & Naeemah, A. (2013). *Global and Regional Estimates of Violence against Women: Prevalence and Health Effects of Intimate Partner Violence and Non-Partner Sexual Violence*. World Health Organization.
- Connell, R. W., & Messerschmidt, J. W. (2005). Hegemonic masculinity rethinking the concept. In *Gender and Society* (Vol. 19, Issue 6, pp. 829–859). SAGE Publications Inc.
<https://doi.org/10.1177/0891243205278639>
- Emerson, T. N., & Stephen, B. (2012). An Integrative Framework for Collaborative Governance. *Journal of Public Administration Research and Theory Advance Access Published May 2, 2011, at University of Arizona on November 29, 2012*
<http://jpart.Oxfordjournals.Org/Downloaded From.https://academic.oup.com/jpart>
- Frangky, T. (2023). Collaborative Governance Penanganan Bagi Korban Kekerasan Perempuan Dan Anak Melalui Rumah Aman Kementerian Pemberdayaan Perempuan Dan Perlindungan Anak [Politeknik Sekolah Tinggi Ilmu Administrasi Lembaga Administrasi Negara]. In *Repository STIALAN*. <http://repository.stialan.ac.id/id/eprint/25>
- Gerda, L. (1986). *The Creation of Patriarchy* (Madison Avenue, Ed.; 1st ed., Vol. 1). Oxford University Press.
- Healey, L., C. M., & Humphreys, C. (2017). *The Collaborative Practice Framework for Child Protection and Specialist Domestic and Family Violence Services-the PATRICIA Project The Collaborative Practice Framework for Child Protection and Specialist Domestic and Family Violence Services-the PATRICIA Project: Key findings and future directions Acknowledgement of Country*. 30.
https://vawc.com.au/wp-content/uploads/2019/05/Connolly-Healey-Humphreys_2017_Patricia_Collaborative-framework-Compass.pdf
- Helga, M. E. G. (2023). Perempuan Dan Anak NTT Dalam Sistem Kesejahteraan Sosial: Tantangan Dan Peluang Di Era Modern. *INNOVATIVE: Journal Of Social Science Research*, 4, 8184–8191.
<https://j-innovative.org/index.php/Innovative/article/view/15862/10775>



- Kementerian Pemberdayaan Perempuan dan Perlindungan Anak RI. (2024). *Data kasus kekerasan terhadap perempuan dan anak Republik Indonesia*.
<https://kekerasan.kemenpppa.go.id/ringkasan>
- Marzellina, H., Ani, P., & Dyah, W. (2018). Optimalisasi Penanganan Korban Kekerasan Terhadap Perempuan Dan Anak Melalui Lembaga Layanan Rujukan (Rumah Aman) Di Kota Semarang. *Diponegoro Law Journal*, 7. <https://ejournal3.undip.ac.id/index.php/dlr/>
- Milia, D. M. (2021). Upaya Unit Perlindungan Perempuan Dan Anak (UPPA) Kepolisian Resor Sumba Timur Dalam Menanggulangi Kekerasan Seksual Terhadap Anak. *UPT Perpustakaan Undana: Kupang*, 2021. http://skripsi.undana.ac.id/index.php?p=show_detail&id=2280
- Peraturan Daerah (PERDA) Provinsi Nusa Tenggara Timur Nomor 2 Tahun 2021 Perubahan Kedua atas Peraturan Daerah Provinsi Nusa Tenggara Timur Nomor 9 Tahun 2016 tentang Pembentukan dan Susunan Perangkat Daerah Provinsi Nusa Tenggara Timur, Pub. L. No. 2, JDIH BPK. Retrieved May 18, 2025, from <https://peraturan.bpk.go.id/Details/264761/perda-prov-nusa-tenggara-timur-no-2-tahun-2021>
- Peraturan Daerah Provinsi Nusa Tenggara Timur Nomor 2 Tahun 2018 Tentang Penyelenggaraan Kesehatan Daerah, Pub. L. No. 2, JDIH BPK. Retrieved May 18, 2025, from <https://peraturan.bpk.go.id/Details/120981/perda-prov-nusa-tenggara-timur-no-2-tahun-2018>
- Raja, I. F., Adji, S. M., & Edy, A. (2022). Collaborative Governance Dalam Perlindungan Anak di Kota Batam Tahun 2020. *PUBLIKA: Jurnal Ilmu Administrasi Publik*, 8(1), 1–9. [https://doi.org/10.25299/jiap.2022.vol8\(1\).8330](https://doi.org/10.25299/jiap.2022.vol8(1).8330)
- Setia, R., Diahadi, M., Rachmat, S., Samudra, R., & Fadilla, R. R. (2023). *Analisis Gender Dalam Partisipasi Pasar Kerja Dan Jaminan Sosial Ketenagakerjaan Di Indonesia: Mengakui Kerja Perawatan*. <https://repository.tnp2k.go.id/>
- Sylvia, W. (1990). *Walby, Theorizing patriarchy* (1990) - Chap 1.
- Taneo, A. J., & Angi, Y. F. (2022). Penerapan Anggaran Responsif Gender Pada Dinas Pemberdayaan Perempuan Dan Perlindungan Anak Dan Dinas Kesehatan Provinsi Nusa Tenggara Timur Tahun Anggaran 2018-2020. *JPAI: Jurnal Perempuan Dan Anak Indonesia*, 3(2), 26. <https://doi.org/10.35801/jpai.3.2.2022.39821>
- Tang, S., Paglisotti, T. E., Ports, K. A., Abebe, K. Z., Jones, K. A., Levto, R., Kato-Wallace, J., & Miller, E. (2024). Cost Analysis of Community-Based Violence Prevention Programs: Manhood 2.0 and Job Skills Programs. *Journal of Family Violence*, 39(3), 449–456. <https://doi.org/10.1007/s10896-022-00481-8>
- UU Nomor 23 Tahun 2004, Pub. L. No. 23, Lembaran Negara Republik Indonesia. Retrieved May 18, 2025, from [peraturan.bpk.go.id/510](https://peraturan.bpk.go.id/Details/120981/perda-prov-nusa-tenggara-timur-no-2-tahun-2018)
- West, C., & Zimmerman, D. H. (1987). Doing Gender. In *Gender and Society* (Vol. 1, Issue 2). <https://doi.org/10.1177/0891243287001002002>