

## THE INFLUENCE OF PUBLIC SERVICE HANDLING CASES OF VIOLENCE AGAINST WOMEN IN: COLLABORATIVE GOVERNANCE PERSPECTIVE

Volume: 4  
Number: 1  
Page: 34 - 48

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### Article History:

Received: 2023-12-06  
Revised: 2023-12-20  
Accepted: 2024-01-15

### Abstract:

This research aims to identify and analyze the service process in handling cases of violence against women in Tidore Islands City from a Collaborative Governance perspective. This research uses a mixed methods approach to analyze the model being analyzed. Research supports the model, particularly for the central importance of active inclusion management. The research results show another source of data regarding the role of the Integrated Service Center for the Empowerment of Women and Children in the City of Tidore Islands in handling cases of violence against women. The research results show that P2TP2A Tidore Islands City focuses more on post-violence services through victim reports but has not been effective in reducing the number of women's violence in the city. Therefore, preventive efforts are needed to increase public awareness of the dangers and negative impacts of violence against women. This research is limited to the context of Tidore City, and its findings may not be fully generalizable to other regions. This research underscores the importance of complete institutional design for the success of integrated services.

**Keywords:** Services, Collaborative Governance Perspective, Integrated Services, Community Awareness.



## INTRODUCTION

Gender-based violence against women and girls has now become a global crisis (Teplova & Guven, 2021). Gender-based violence is the most widespread violation of human rights in various forms that are not limited to one culture, religion, or country (Alvarez & Alexis, 2014). According to the World Health Organization (WHO) report, almost a third of women worldwide experience physical and sexual intimate partner violence or non-partner sexual violence in their lifetime (WHO, 2021). Violence against women has become endemic, even in developed countries (Teplova & Guven, 2021).

Violence against women is widespread in various countries in Asia and the Pacific (Garcia et al., 2005; Fulu et al., 2015; Runyan et al., 2010). One country that is not immune to cases of violence against women is Indonesia. Sexual violence in Indonesia is a daily reality experienced by almost 90% of women (Alvarez & Alexis, 2014). Data released by UN Women (UNWOMEN, 2017) shows that violence against women in Indonesia reaches 6% of the population, or around 16 million victims every year. This data was also reinforced by the National Commission on Violence Against Women (Komnas Perempuan), which noted that during 2019, there were 431,471 cases of violence, 87% of which were cases.

Numerous initiatives have been made worldwide to attain gender equality in light of the extent to which gender disparity influences the propensity of violent actions against women. In 1979, the international community ratified the Convention on Elimination of Discrimination against

Women (CEDAW), or the Convention on the Elimination of Discrimination against Women, which focuses on protecting women's rights and upholding gender equality for men and women. Efforts to encourage gender equality and eliminate acts of violence against women are also encouraged by the United Nations (UN) through the fifth Sustainable Development Goals (SDGs), which emphasize gender equality, empowerment, and the elimination of acts of violence against women (FUNSDSDGs, 2015).

The international community has adopted the gender mainstreaming strategy at the national level, including Indonesia (Hidayahtulloh & Hutami, 2019). This effort can be seen through Presidential Instruction Number 9 of 2000 concerning Gender Mainstreaming (PUG), which mandates regional governments to mainstream gender in development programs. This decision is a milestone for Indonesia to actively participate in upholding gender equality and eliminating acts of violence against women.

Furthermore, apart from the presidential instructions regarding PUG above, if we examine it further, efforts to eliminate acts of violence against women in Indonesia have been regulated through various statutory regulations, such as the Constitution of the Republic of Indonesia Chapter X concerning Human Rights in articles- The article strongly emphasizes that every citizen has the same right to receive protection, not to be tortured, and to feel safe. All citizens mean every citizen in Indonesia, both men and women. Furthermore, the rights to a sense of security are regulated in Legislative Regulations which contain the content of protecting women's human rights, namely Law Number 39 of 1999 concerning Human Rights, Law Number 23 of 2004 concerning the Elimination of Domestic Violence, Law Number 12 of 2006 concerning Citizenship, Law Number 21 of 2007 concerning the Eradication of the Crime of Human Trafficking, and Political Laws (UU No. 2 of 2008 and Law No. 42 of 2008), and Presidential Decree No. 181 of 1998 concerning the Establishment of the National Commission Against Violence against Women or Komnas Perempuan which was amended by Presidential Regulation Number 65 of 2005.

The Integrated Service Center for the Empowerment of Women and Children (P2TP2A), which was established, provides comprehensive services such as a referral center, business consultation center, reproductive health consultation center, legal consultation center, integrated crisis center (PKT), integrated service center (PPT), trauma recovery center (trauma center), women's crisis center, training center, science and technology information center (PIPTEK), safe house (shelter), halfway house, or other forms (Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia, 2019).

By law and statutory policy, the government has facilitated women's rights to remain empowered and protected and guaranteed the fulfillment of their rights, one of which is through the establishment of P2TP2A, as explained above. However, the facts show that acts of violence against women in Indonesia still occur frequently and tend to increase. Based on annual records from the National Commission on Violence Against Women, it is known that complaints of cases of violence against women in 2018 increased by 14% from the previous year. In 2018, there were 406,178 cases of violence against women reported and handled, and then in 2017, there were 348,466 cases recorded (National Commission on Violence Against Women, 2019). Meanwhile, in 2019, cases of violence against women were 406 and 178.

Collaborative governance is a regulatory mechanism in which one or more public institutions directly involve private stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process and which aims to create or implement public policies or manage public programs or assets (Ansell & Gash, 2008). It means that in delivering services to the community, public institutions will collaborate and synergize with other public and private institutions, both

profit-oriented and non-profit-oriented. Regarding services for handling cases of violence against women carried out by P2TP2A from a collaborative governance perspective, the author identifies phenomena that specifically occur in the implementation of services carried out by P2TP2A Tidore Islands City.

Examining the Collaborative Governance process at P2TP2A Tidore Islands City, which is still limited to the Coordinated Networking level, it can be understood that there are stages of the collaboration process that need to be fixed. It also aligns with a framework proposed by Mattessich and Monsey (1992) in the independent/state school collaboration study. In a related approach, Fox and Butler (2004) draw on previous research, which describes a three-level typology of distinct stages of engagement with multiple bodies of work (Griffith, 2002).

From the various recent empirical studies above, it is known that there is still no research that examines explicitly public services handling cases of violence against women using a Collaborative Governance perspective, especially in multicultural complex conditions such as in Indonesia, using the Collaborative Governance theory perspective proposed by Ansell and Gash (2007). So, this has the opportunity to give rise to novelty or new research to analyze government collaborative practices in public services for female victims of violence in the context of Tidore Islands City. It is in line with Douglas et al. (2020), who state that even though collaborative governance is a topic that is currently attracting the attention of scientists, various studies still need help in generalizing and connecting theory and practice in public services. Apart from that, research on Collaborative Governance is still primarily based on quantitative data, and community involvement in the collaboration process needs to be addressed (Berardo et al., 2020).

Based on the results of previous research studies, it can be explained that previous research conducted found several research findings regarding forms of violence against women. These factors cause violence against women, parties involved as service providers in handling violence against women, and programs carried out by service providers, as well as forms of strengthening service programs. Previous research also mentions the importance of efforts to optimize services for handling violence against women and the objectives of the service, as well as the negative impacts that service providers will face if they are unable to provide optimal treatment services for women. Saleh Study. C and Sri Wahyuni (2017) show that the empirical problems in PPTP2A Surabaya City in the KTP/A victim service provider institution organized by PPTP2A Surabaya City still work individually according to their scientific discipline or field of expertise. So, the theoretical problems of partnership in implementing integrated services in protecting KTP/A victims at PPTP2A in Surabaya are technical matters. Normative issues regarding the objectives of PPTP2A Surabaya as in Mayor's Decree no. 188.45/300/436.1.2/2013, in partnership to provide integrated services for KtP/A victims in the realm of victim protection and post-victim assistance, not in pre-incident prevention efforts. This research aims to analyze the partnership pattern of PPTP2A in Surabaya by placing the structural input, function, and output of the network that has been organized personally and in the community by PPTP2A in Surabaya, primarily in partnerships between the Government (Community Empowerment Agency, Infocom Office, Education Service, Social Service, Health Service, Manpower Service, Religious Office, Court, Police), Private.

Research by Kiamanesh and Hauge (2018) explains that many service providers help victims of violence against women, which provides opportunities for women to build and create continuity and predictability in unpredictable situations. However, in the experience of these immigrant women, service providers did not address all relevant issues and struggled to strike the right balance, especially regarding when to initiate intervention. The research findings are that attention to domestic violence is often confronted by inflexible bureaucracy, a lack of clear procedures for

identifying women's needs for support, and a lack of collaboration between the service providers involved. These barriers can ultimately undermine trust and damage the relationship between service providers and their users. To provide better support to women with immigrant backgrounds who experience domestic violence, service providers must identify the specific needs of these women. The women in this study highlighted the importance of being understood and taken seriously. To continue their lives, they also need interventions that suit their needs.

From a legal perspective, previous research states that there is still a need to handle cases of violence against women that involve collaboration with related parties who can mediate efforts to resolve cases of violence against women. Likewise, let us look at it from a policy perspective. Previous research still mainly examines the role of institutions providing services for cases of violence against women, both public and non-profit institutions or non-governmental organizations. Therefore, this research is motivated to examine the optimal role of government institutions in providing services to the community, especially those related to services for handling cases of violence against women.

Optimizing the role of these institutions must, of course, be multidimensional in that various actors play a role in providing services for handling acts of violence against women. The role of various actors is in line with Teplova and Guven (2021) through the draft recommendations submitted to the Organization for Economic Cooperation and Development (OECD) in handling cases of violence against women. In this draft, it is recommended to change the vertical approach from a top-down to a horizontal collaborative approach involving all relevant actors consisting of three essential pillars: system, culture, and access to justice and accountability (access to justice and accountability). This collaborative approach also emphasizes the need to place survivors/victims at the center of all policies and programs, especially those related to access to justice.



**Figure 1.** Three Pillars of OECD Collaboration

Examining the recommendations for a collaborative model for handling gender-based violence put forward by Teplova and Guven (2021) above, it can be understood that services for handling violence cases carried out by P2TP2A must be able to apply the principles of collaborative service delivery or what is better known as Collaborative Governance. This concept is a form of implication of the governance paradigm, which results from the evolution and evaluation of the previous governance paradigm.

**Public Service.** As Henry (2004) stated, the Public Administration paradigm as public administration has a location (locus) in the study of Public Affairs. One of the most central public affairs is public service. For this reason, this section will describe a complete and comprehensive understanding of what public services are and how they are.

**Perspective Public Services Law Number 25 of 2009.** Minister of PAN Decree Number 63 /KEP/M.PAN/7/2003 concerning General Guidelines for the Implementation of Public Services states that public services are all service activities carried out by public service providers to fulfill the needs of service recipients and implementers of statutory provisions.

Article 1, paragraph 1 Law no. 25 of 2009 concerning public services states:

"Public service is an activity or series of activities to fulfill service needs following statutory regulations for every citizen and resident for goods, services and administrative services provided by public service providers."

So, the scope of public services includes public goods, public services, and administrative services. This scope includes education, teaching, work and business, housing, communication and information, environment, health, social security, energy, banking, transportation, natural resources, tourism, and other strategic sectors.

In public services, the government forms organizing organizations, which can come from state administrative institutions, corporations, independent institutions, and legal entities. They are responsible for incompetence, violations, and failures in providing services.

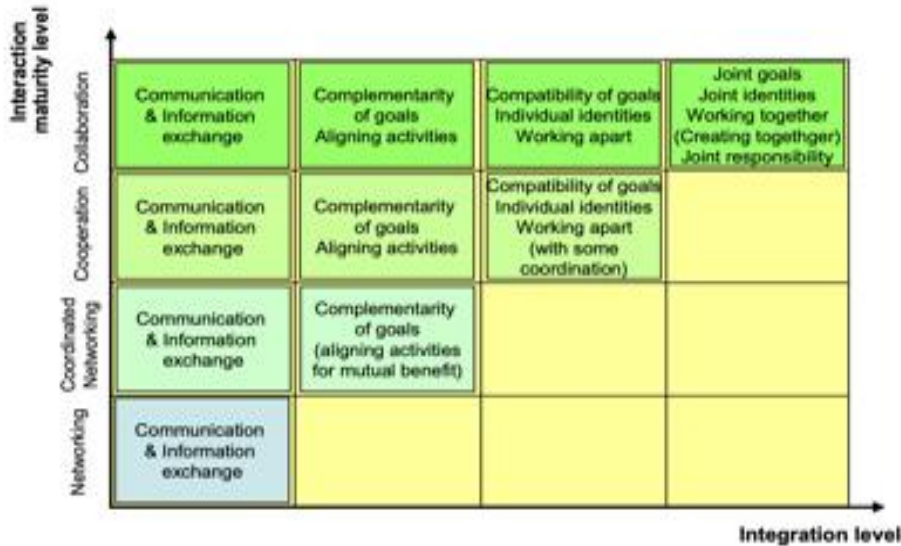
**Public Service in the Old Public Administration Perspective.** There are two keywords in the concept of public administration according to Woodrow Wilson, namely (1) there is a clear distinction between policy and administration, which is related to the accountability that must be carried out by elected officials and the neutral competence possessed by administrators; and (2) attention to creating administrative management structures and strategies that provide rights for public organizations and their managers to enable them to carry out their tasks efficiently and effectively (Thoha, 2015).

#### **Collaborative Governance.**

*Collaborative Concepts and Definitions.* Collaboration or collaborative governance is a process in which various stakeholders are involved to bring the interests of each agency to achieve common goals (Cordery, 2004; Hartman, 2002). Camarinha-Matos and Afsarmanesh (2006) state that the collaboration process has several characteristics:

1. A network consists of various entities - organizations and people - largely autonomous, geographically distributed, and heterogeneous regarding their operating environment, culture, social capital, and goals.
2. Participants who collaborate to achieve better or more compatible common goals.
3. The network supports interaction between participants. Therefore, the term collaborative network, or more specifically collaborative network organization (CNO), when we think of more organized collaboration processes, is often used as a general term to represent all exceptional cases.

While each concept is an essential component of collaboration, they do not have the same value, and neither is equivalent to the other. Camarinha-Matos and Afsarmanesh (2006) define each phrase and notion to help make a variety of topics clear in Interaction maturity levels, as illustrated in the following figure:



Source (Camarinha-Matos & Afsarmanesh, 2006)

**Figure 2.** Collaboration, Coordination, and Networking Relations

*Networking* involves communication and exchange of information for mutual benefit. A simple example of a network is entities sharing information about their experiences using a particular tool. They can all benefit from the information provided/shared. However, there is not necessarily a shared purpose or structure that influences the form and timing of individual contributions; therefore, there is no equal value.

*Coordinated Networking* in this coordinated network, besides communication and information exchange, also involves alignment/change activities to achieve more efficient results. Coordination, namely the act of working harmoniously in an integrated manner, is one of the essential elements of collaboration. An example of coordinated activity occurs when some autonomous entities share some information and adjust the timing, for example, of their lobbying activities for a new subject, to maximize their impact.

*Cooperation* involves not only communication, exchange of information, and adjustment of activities but also sharing resources to achieve compatible goals. Cooperation is achieved by some (not extensive) division of labor among the participants. In this case, aggregate value results from adding individual "components" of value generated by various participants semi-independently. Traditional supply chains based on client-supplier relationships and predefined roles in the value chain are examples of cooperative processes among their constituents.

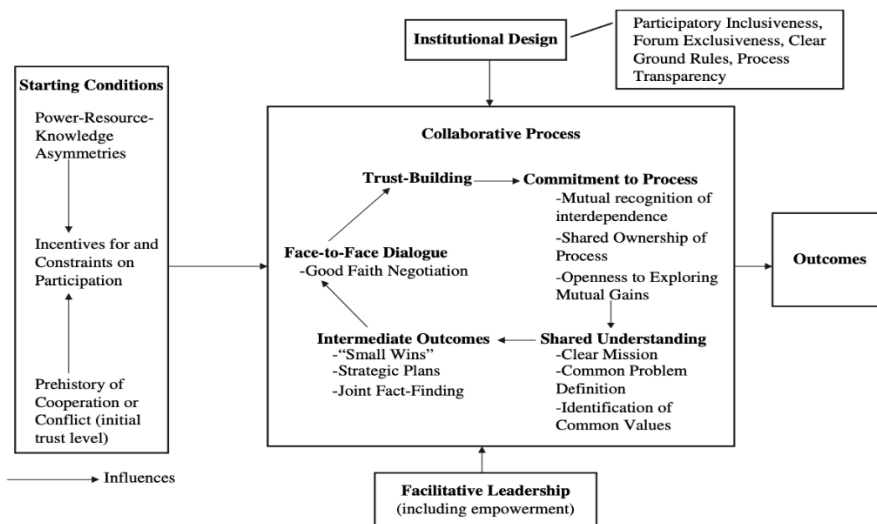
Furthermore, regarding the relationship between the collaboration process and collaborative governance, Ansell and Gash (2008) stated that:

"Collaborative governance is an arrangement that regulates one or more public institutions that are directly involved with non-public stakeholders in a formal, consensus-oriented and deliberative collective decision-making process aimed at creating or implementing public policies or managing public programs or public assets."

**Collaborative Governance Perspective.** Collaborative Governance enables arrangements that govern one or more public institutions directly involving private stakeholders in collective decision-making processes that are formal, consensus-oriented, and deliberative and that aim to create or implement public policy or manage public programs or assets (Ansell & Gash, 2008). Collaborative is based on jointly solving specific problems or issues from related parties. Parties are not limited to

government and non-government agencies because the principles of good governance involve civil society in formulating and making decisions. Collaboration is initiated based on each party's limited capacity, resources, and networks to unite and complement various components that encourage the achievement of common goals.

According to Ansell and Gash (2007), the Collaborative Governance Model has four main variables enabling the collaboration process and the expected results (outcomes). The four main variables are starting conditions, institutional design, leadership, and collaborative process. Each of these variables has more minor subsection elements. Collaborative process variables are used as the model's core, with starting conditions, institutional design, and facilitative leadership variables contributing to the overall collaborative process.



**Figure 3.** Collaborative Governance Model Ansell and Gash (2008)

**Causes of Violence against Women.** Violence against women can take many forms, as there are many reasons for such violence. Various disciplines have examined sexual violence, and each provides a partial understanding of the problem (Sobrinho et al., 2006; Pickup et al., 2001). One exception that simultaneously highlights the multiple causes of violence is the “ecological framework” that Heise et al. (1999) applied to violence between partners and adapted by Moser using a gender framework (2001). The fourth level attempts to ascertain the more general economic, social, and cultural factors that impact levels of violence. At each of these levels, there may be factors that increase a person's risk of becoming a victim or perpetrator of violence. When the model is applied to violence against women, it highlights the complex nature of the problem. Hence, the theoretical interest is clear. In addition, it is also beneficial in practice when designing prevention and assistance programs and projects for perpetrators and victims.

*Forms of Violence against Women* Violence against women includes physical, sexual, and psychological violence committed by family members, society, or the state. Forms of violence such as dowry-related violence, sexual abuse of children, marital rape, rape, female genital mutilation, sexual harassment, human trafficking, forced prostitution (Hossain, 2016). Violence against women is a global phenomenon and involves a spectrum of acts of physical, sexual, and psychological control, threats, aggression, harassment, and assault. Violence against women occurs in various forms, such as female infanticide, child abuse, rape, sexual harassment, intimate partner violence, and abuse and neglect of older women (Guruge et al., 2012).

## METHODS

This type of research uses qualitative methods, referred to as research with an interpretive and constructive approach. In essence, the qualitative method is appropriate for understanding various social phenomena in this research because revealing why a phenomenon occurs is not only based on the subjective situation behind it. This description is in line with my thinking. McNabb et al. (2002) say, "Qualitative research describes a set of non-statistical inquiry techniques and processes used to gather data about social phenomena."

## RESULT AND DISCUSSION

**Cases of Violence against Women in the City of Tidore Islands.** Integrated services in the Regulation of the Minister of State for Women's Empowerment and Child Protection of the Republic of Indonesia Number 01 of 2010 states that the above violence against women and children applies generally and has no relevance to the type of education, work, and income, social position, religion and belief, ethnicity, ethnicity and race attached to men and women. It means that, in all types of social strata, violence against women and children can and will continue to occur as long as unequal relations between men and women are still believed to be manifested in social life. From the perspective of the perpetrator, violence against women and children can be carried out by both individuals and groups, for example, community groups, social organizations, companies, or the state, either through policies that are discriminatory against women or acts of violence directed at women and children. The forms of violence carried out by this group of perpetrators are not limited to the trafficking of women and children, prostitution, or terror and murder of women activists because of their work.

**Service Process for Handling Cases of Violence against Women in the City of Tidore Islands from a Collaborative Governance Perspective.** The Integrated Service Center for the Empowerment of Women and Children (P2TP2A) was formed in order to provide services to women and children which functions as 1) an Information center for women and children, 2) a Service center for women and children victims of violence, and 3) empowerment center for women and children. This function is in line with the Government Regulation of the Republic of Indonesia Number 9 of 2008, which explains that integrated services are a series of activities to protect witnesses and victims of criminal acts of violence against women and children which are carried out jointly by the relevant agencies or institutions as a single implementation unit. Health rehabilitation, social rehabilitation, repatriation, social reintegration, and legal assistance for witnesses and victims of violence against women.

Services for victims of violence against women and children at P2TP2A Tidore Islands City are integrative between agencies or institutions. These services are under one umbrella but are coordinated to provide optimal services to victims of violence against women. In integrated services, P2TP2A Tidore Islands City is responsible for carrying out the entire process in one networked work unit to provide services needed by victims of violence or witnesses.

**Starting Conditions in Service Delivery.** In the context of services carried out by P2TP2A Tidore Islands City, it is known that stakeholders outside the government are only involved in the service process carried out by P2TP2A. Meanwhile, the process of formulating policies for the formation of P2TP2A, including decision-making in providing services, is dominated by regional governments through Regional Apparatus Organizations (OPD), namely the PP-PA Service and the Women's Empowerment and Family Planning Service (P2KB). It shows that in the initial conditions (starting conditions), local governments took the most significant proportion in formulating policies for forming P2TP2A institutions, including providing services for victims of violence.



**Collaborative Process in Service Delivery.** In the context of complaints services for women victims of violence organized by P2TP2A Tidore Islands City, the service delivery process has not comprehensively implemented the principles of Collaborative Governance. Even though there has been cooperation built and running between various institutions or actors involved in each stage of the service, this cooperation process needs to be studied further using indicators in the collaborative process to ensure the fulfillment of the supporting elements of the collaborative process consisting of face-to-face dialogue (face to face dialogue), commitment to the process (commitment to process), shared understanding, and intermediate outcomes.

**Service Efforts to Handle Cases of Violence against Women.** The modern state has taken on many responsibilities, from health insurance and infrastructure to providing social welfare to fulfill the public interest. In the historical process, with the assumption of more state responsibility, this is the task of public administration institutions.

The term "integrated care" also has a similar meaning. Researchers have found many definitions and concepts related to integrated care in the literature (Armitage et al., 2009). Service integration combines input, delivery, management, and service organization to improve access, quality, user satisfaction, and efficiency.

In the New Public Service perspective, the government's role involves the community in providing public services by laws, social values, political norms, and professional standards. Services for women and children victims of violence carried out by the Integrated Service Center for the Empowerment of Women and Children (P2TP2A) Tidore Islands City can be seen based on the principles:

*Identify Regulations for Handling Women Victims of Violence as Citizen Rights.* The Integrated Service Center for the Empowerment of Women and Children (P2TP2A) was formed in order to provide services to women and children which functions as 1) an Information center for women and children, 2) a Service center for women and children victims of violence, and 3) empowerment center for women and children. This function is in line with the Government Regulation of the Republic of Indonesia Number 9 of 2008, which explains that integrated services are a series of activities to protect witnesses and victims of criminal acts of violence against women and children which are carried out jointly by the relevant agencies or institutions as a single implementation unit. Health rehabilitation, social rehabilitation, repatriation, social reintegration, and legal assistance for witnesses and victims of violence against women.

Substantively, the Tidore Islands City Government has the responsibility to provide protection services for victims of violence against women and children as an integral part of the duties of public administration in Indonesia. The principles of the New Public Service paradigm are explicitly reflected in the implementation of these protection services through the involvement of various groups in the reporting/complaint process, health/medical services, social rehabilitation, legal assistance, and assistance as well as repatriation and reintegration.

*The Role of Government Facilitation and Negotiation in Problem Solving.* The efforts made by the Tidore Islands City Government to facilitate P2TP2A service providers related to services for handling cases of violence against women are carried out in a centralized and integrated manner coordinated by the Community Empowerment, Women's Protection, Child Protection and Family Planning Agency (Women's Empowerment and Family Planning Agency).

Tidore Islands Mayor Regulation Number 10 of 2016 concerning establishing an Integrated Service Center for the Empowerment of Women and Children (P2TP2) is the primary basis for providing services to victims of violence against women. Furthermore, in carrying out its functions,

P2TP2A coordinates with various parties related to the process of handling cases of violence against women that occur in the City of Tidore Islands:

"How many elements are involved? Let us look at the structure's composition, which is stated in the Mayor's Decree. Many elements have to collaborate, including the Health Service, P2KB, and hospitals are also in it. Others in here, maybe there are several institutions protecting victims" (Head of the Tidore Islands City Health Service).

**Supporting and inhibiting factors in handling cases of violence against women in Tidore Islands City from a collaborative governance perspective.** The service process for preventing violence against women in Tidore City does not always run effectively. In some cases, there are sometimes things that hinder the process of women's violence prevention services. However, apart from that, some factors also support the service process at P2TP2A Tidore City regarding services for handling violence against women.

**Empirical Model of Collaborative governance in handling cases of violence against women in the City of Tidore Islands.** The government initiated the service for complaints about acts of violence against women in Tidore Islands City through the Tidore Islands Mayor's Regulation Number 10 of 2016 concerning the Establishment of an Integrated Service Center for the Empowerment of Women and Children (P2TP2). This service center is coordinated by the Community Empowerment, Women's Protection, Child Protection, and Family Planning Agency (Women's Empowerment and Family Planning Agency). The institutional structure of P2TP2A has a membership composition that comes from structural and non-structural members from professional circles, academics, and community leaders. Tidore Islands Mayor Regulation Number 10 of 2016 concerning the Establishment of an Integrated Service Center for the Empowerment of Women and Children (P2TP2) and the Tidore Islands Mayor's Regulations were then strengthened by Tidore Islands City Regional Regulation Number 4 of 2020 concerning the Protection of Women and Children Victims of Violence as the primary basis for its implementation. Services for victims of violence against women. Furthermore, in carrying out its functions, P2TP2A coordinates with various parties related to the process of handling cases of violence against women that occur in the City of Tidore Islands.

Furthermore, examining the service process carried out by P2TP2A Tidore Islands City, it can be seen that it has considered the principles of public service. It can be seen from the identification of regulations that cover the delivery of services, the role of government negotiation facilities in solving the problem of acts of violence against women, space for public participation, shared leadership decision-making, and actions based on human dignity in providing services. Even though it has fulfilled the principles of public service, in its implementation, there are still service elements that have not been implemented effectively, such as limited space for public participation; shared leadership has not been implemented because service delivery institutions seem to be running alone and there is no visible synchronization and harmonization in decision making, as well as treatment based on human dignity that has not been appropriately fulfilled, where in several incidents, women who are victims of violence are not given special treatment in health services.

Based on his identification, the complaint service for women victims of violence carried out by P2TP2A Tidore City still does not fully implement the principles of effective collaborative governance. The initial conditions (starting conditions) show the dominance of local governments in the initiation of service formation and the service delivery process. It indicates that the process of determining policy for complaints services for women victims of violence is more top-down, which tends to give rise to power imbalances or power asymmetries where the power over the initiation

and delivery of services is held more by the government, thereby indirectly creating a barrier to stakeholder involvement in making contributions in creating a shared vision.

**Service Process for Handling Cases of Violence Against Women in the City of Tidore Islands from a Collaborative Governance Perspective.** Public services provided by the public bureaucracy are an essential function of the state apparatus as public servants. The aim is to create a prosperous society, as mandated by the welfare state. The delegation of authority from the central government to the regions provides opportunities for more efficient service delivery through shorter bureaucratic channels. It provides opportunities for innovation in providing quality services.

The Integrated Service Center for the Empowerment of Women and Children (P2TP2A) is an integrated activity center that provides services for women and children victims of violence in the City of Tidore Islands, which include Information Services, Psychological and Legal Consultation, Assistance, and Advocacy, as well as Medical Services and Safe Houses (Shelters) via referral for free.

**The Role of Actors in Services that Implement Collaborative Governance in Handling Cases of Violence against Women in the City of Tidore Islands.** In the context of government, Sjamsuddin (2006) explains that stakeholder governance includes individuals, organizations, institutions, and social groups who have an essential role in creating effective government governance. The role of actors in services at P2TP2A is seen from the duties and functions of the stakeholders involved, human and financial resources, stakeholder complaints, and monitoring and evaluation of case sustainability.

**Supporting and Inhibiting Factors in Handling Cases of Violence Against Women in the City of Tidore Islands from the Perspective of Collaboration Governance.** In order to guarantee public satisfaction with public services, there are some critical components that, if not met, could constitute roadblocks. These elements are equally important, and weaknesses in one element can result in unsatisfactory results for all parties involved, both service providers and service recipients. Human Resources, Infrastructure and Facilities, Community Participation, Information Systems, Finance, Institutions, Policies and Leadership.

Furthermore, a sophisticated and well-integrated information system is also a part that cannot be ignored because it can simplify the service and monitoring process. Apart from that, excellent and transparent finances, institutions, policies, and leadership are also factors that are no less important in creating good public services. By fulfilling all these elements, public services can provide maximum satisfaction for the community.

**Recommendations for the Collaborative Governance Model in handling cases of violence against women in the City of Tidore Islands.** In a narrow sense, collaborative governance is usually used to describe how public institutions partner with non-state stakeholders in public policy decision-making processes (Ansell & Gash, 2008). For example, Culpepper (2003) defines collaborative governance as routine interaction between government and non-government actors in a policy domain without monopoly by state actors. Ansell and Gash (2008) define collaborative governance as a governance arrangement in which public bodies directly involve non-state stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process that aims to create or implement public policy.

Therefore, if the Tidore Islands City government wants to maximize the role of stakeholders in providing services, the local government must be able to open up space for participation by stakeholders such as NGOs, community institutions (customary institutions), and the private sector in decision making and policy formulation on P2TP2A services. So that an interdependent relationship can be created between actors because they have a shared vision regarding service orientation. Apart from that, the space for participation in the formulation of this policy will

determine the direction of the actual service orientation. The service orientation should prioritize preventive actions through socio-cultural approaches that broadly and jointly involve stakeholders such as social institutions (institutions). Customs, NGOs, and the private sector.

## CONCLUSION

Based on the results of data analysis and discussion, conclusions and research suggestions can be drawn in order to provide insight into the substance of the research that has been carried out. The integrated service process implemented by P2TP2A Tidore Island City includes receiving complaints or reporting victims, verification, and critical intervention in coordination with various actors such as health service institutions, social rehabilitation services such as counseling, and legal services by law enforcement agencies such as the police. The services provided by P2TP2A are more focused on complaint services, protection, and assistance to victims of violence. The process carried out at PPTP2A Tidore Islands City is still limited to protection during the service process stages and a little during pre-incident and post-assistance.

Protection services for victims of violence against women in P2TP2A Tidore Islands City in funding, administration, and service organizations. It is known that the roles of each actor tend to run independently and still need to implement effective synergy and collaborative governance fully. Apart from that, there is yet to be room for the involvement of the private sector in providing resource and funding support. There appears to be a lack of coordination and integration between service institutions, which hampers the effectiveness and efficiency of services provided to women victims of violence. It can happen because each service agency focuses more on its duties and responsibilities without paying attention to the overall needs of victims. The supporting factor for providing services to women victims of violence is the human resources at P2TP2A Tidore Islands City, most of whom are very competent and responsive. Apart from that, the involvement of many institutions in P2TP2A is also a supporting factor in the implementation of services.

The Collaborative Governance model recommended in this research emphasizes reviewing the starting conditions for the formation of services through deliberations involving external stakeholders to ensure a shared understanding regarding the vision and orientation of services that emphasize efforts to prevent acts of violence. In addition, it is necessary to strengthen the collaboration process by ensuring 1) face-to-face dialogue between stakeholders through regular meetings at the village level involving the community, community organizations, and NGOs facilitated by the village government and the private sector; 2) building trust between stakeholders through communication and discussions on a shared vision to foster a sense of belonging and a sense of responsibility regarding service delivery; 3) maintaining actors' commitment to service continuity through recognition of the existence of interdependent relationships facilitated by the government; 4) creating a common understanding between stakeholders through the creation of shared values which can be built through regular dialogue forums at the village level; 5) achieving the expected intermediate results in the form of active and synergistic involvement of stakeholders and reducing the number of complaints of violence against women.

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