

## COLLABORATIVE GOVERNMENT IN PREVENTING SEXUAL VIOLENCE AGAINST WOMEN AND CHILDREN IN WEST JAVA

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### ABSTRACT

This study explores the implementation of collaborative governance in preventing sexual violence against women and children in West Java Province, Indonesia. Using a descriptive qualitative approach, the research focuses on multi-stakeholder collaboration involving government agencies (e.g., *DP3AKB*, *UPTD PPA*), civil society organizations, academics, the private sector, and the media. Data collection methods include literature review, passive observation, semi-structured interviews, and documentation. The analysis employs the interactive model of Miles and Huberman, emphasizing data reduction, display, and conclusion drawing. The findings reveal that although formal regulations such as regional laws and governor decrees exist, practical implementation is still constrained by fragmented coordination, limited trust, and unequal stakeholder participation. *DP3AKB* functions as a facilitative leader in coordinating various actors, yet challenges remain in institutional design and sustaining a collaborative process. The study concludes that collaborative governance, supported by the Pentahelix model, holds significant potential for advancing preventive strategies, but requires stronger mechanisms for dialogue, trust-building, and inclusive decision-making.

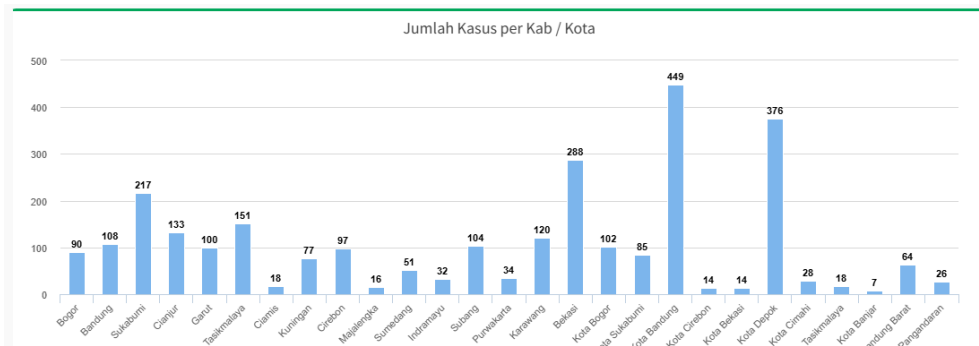
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### A. INTRODUCTION

Sexual violence against women and children is a complex, multidimensional social problem that continues to increase year after year. This phenomenon is not merely a moral issue but also encompasses legal, social, cultural, and governance dimensions. Regulations concerning sexual violence—whether involving child or adult victims—are stipulated under the *Undang-Undang No. 39 Tahun 1999* on

Human Rights and Article 9 of the *Undang-Undang No 26 Tahun 2000* on Human Rights Courts (which classifies sexual violence as a gross human rights violation).

In 2023, Indonesia’s Ministry of Women's Empowerment and Child Protection reported 29,883 cases of sexual violence against children documented through the Online Information System for the Protection of Women and Children (*SIMFONI PPA*). However, these figures are particularly concerning because they likely do not reflect the actual scale of the problem. The recorded cases in *SIMFONI PPA* may represent only a fraction of the true incidence, as sexual violence against women and children often remains underreported. This discrepancy underscores the "iceberg phenomenon" of sexual violence, where the underlying reality is far more extensive and complex than what is visible on the surface.



**Graph 1**  
**Number of Sexual Violence Cases Against Women and Children in West Java Province (2022–2023)**  
 Source: *SIMFONI PPA* (2023)

As shown in Figure 1, West Java Province recorded the highest incidence of violence against women and children in Indonesia during 2023, with 2,819 reported cases. Notably, three municipalities accounted for the largest shares of cases: Bandung City (449 cases), Depok (376 cases), and Bekasi (288 cases).

**Table 1: Types and Frequency of Violence Cases (2022-2023)**

Type of Violence	Case			
	2022		2023	
	Women	Children	Women	Children
Physical	354	153	619	302
Psychological	417	175	735	343
Sexual	611	676	1,102	1,061
Exploitation	27	5	43	22
Trafficking	27	12	35	18
Neglect	87	75	170	100
Other	280	149	418	434
Total	1,803	1,245	3,122	2,280

Observing the profound irony evident in the factual phenomenon illustrated by the table above, the Provincial Government of West Java has, to date, undertaken efforts to combat cases of Sexual Violence against Women and Children through several regulatory instruments. These include The *Peraturan Daerah (Perda) No. 3 Tahun 2021* concerning the Implementation of Child Protection and the *Peraturan Daerah (Perda) No. 2 Tahun 2023* concerning Women's Empowerment and Protection. Furthermore, a Technical Implementation Unit (*Unit Kerja Pelaksana Teknis*) has been established under the coordination of the Women's Empowerment, Child Protection, Population Control, and Family Planning Office (*DP3AKB*) of West Java Province. Based on the *Peraturan Gubernur Provinsi Jawa Barat (PERGUB) No. 64 Tahun 2019* concerning the Main Duties, Functions, Detailed Unit Tasks, and Working Procedures of Regional Technical Implementation Units within the Provincial Office of Women's Empowerment, Child Protection, and Family Planning, the Regional Technical Implementation Unit for Child and Women Protection (*UPTD PPA*) was formed.

Coordination with the West Java Provincial Government in addressing sexual violence against women and children is not solely required of governmental actors; non-governmental actors also play a significant role. The nomenclature of "coordination" is frequently employed within the legal framework governing child protection implementation. Nevertheless, addressing violence against women and children necessitates not merely coordination, but also collaboration. Coordination occurs when participating stakeholders operate within a hierarchical structure, whether vertical or horizontal. In this context, governmental stakeholders are the entities primarily engaged in coordination.

According to the 2023-2026 Strategic Plan (*Rencana Strategis - Renstra*) of the West Java Provincial Office of Women's Empowerment, Child Protection, and Family Planning, the regulation stipulates that the prevention of sexual violence against women and children is conducted by the regional government through collaboration between Regional Apparatus Organizations (*Organisasi Perangkat Daerah - OPD*), the Business Sector (private sector), Academia, Non-Governmental Organizations (NGOs), and Mass Media. Consequently, the community of West Java Province can develop an understanding and actively avoid any actions leading towards sexual violence against women and children.

Most prior research has predominantly focused on aspects of violence mitigation and victim recovery, rather than on prevention through multi-actor collaboration based on collaborative governance at the provincial level. For instance, Tilung's (2023) research, presented in the thesis entitled "Collaborative Governance in Handling Victims of Violence Against Women and Children Through Safe Houses of the Ministry of Women's Empowerment and Child Protection," emphasized collaboration models solely within the victim handling phase. It did not comprehensively address barriers encountered during the prevention phase, particularly within an administrative region as vast as West Java.

Similarly, Putu et al.'s (2024) study, examining collaborative practices in mitigating violence against women and children in Denpasar City, failed to

explore dimensions of coordination failure stemming from misaligned stakeholder structures. Furthermore, it did not investigate the characteristics of densely populated regions like West Java. Consequently, a research gap persists regarding the application of collaborative governance models that thoroughly analyze both internal factors (actor capacity, institutional design, and facilitative leadership) and external factors (community support, media, and business sector engagement) within provincial-level sexual violence prevention strategies.

This condition illustrates that the challenge of cross-actor collaboration in preventing sexual violence against women and children in West Java Province transcends mere administrative or institutional issues; it touches upon deeper, structural aspects within participatory governance practices. In this context, the collaborative governance approach becomes highly relevant as an analytical tool, given its emphasis on the principles of deliberation, consensus, multi-actor involvement, and institutional designs adaptive to field challenges. Sukmawati et al. (2022) argue that "Collaborative success is not sufficiently achieved solely through shared vision and rules; it is also critically determined by equitable starting conditions, inclusive institutional design, facilitative leadership that fosters open dialogue, and a continuous collaborative process. Regrettably, these four elements have not fully materialized in sexual violence prevention practices in West Java." Many *OPDs* continue to operate in silos (bureaucratic compartmentalization), the business sector remains reluctant to engage beyond ceremonial CSR activities, academia is disconnected from community programs, and the media has yet to fully position itself as an agent of social transformation on issues of women and child protection.

## **B. LITERATURE REVIEW**

From a public administration perspective, collaboration refers to collective efforts in accomplishing tasks or can be defined as the joint execution of responsibilities by multiple agencies or groups engaged in an activity to achieve specific objectives. This interpretation aligns with the general understanding of administration that "administration constitutes cooperation between two or more parties to achieve common goals." The concept emphasizes organizational interdependence in addressing public issues and enhancing institutional sustainability through the integration of various stakeholders (Astuti, R.S., Warsono, H., & Rachim, 2020). Agbodzakey posits that "Collaborative Governance represents a collaborative process involving multiple stakeholders—including government, private sector, civil society, and communities—to attain shared objectives. This concept emerged in response to the limitations of individual capacities, resources, and networks, serving as an alternative solution to top-down management in policy formulation and implementation" (Agbodzakey & Ph, 2012; Hartman et al., 2002). (Agbodzakey & Ph, 2012; Hartman et al., 2002). Collaborative Governance focuses on collective decision-making through deliberation and self-organization among stakeholders in a mutually beneficial manner.

Ansell and Gash (2008) developed the collaborative governance model in response to increasingly complex public governance challenges that cannot be

solved by a single actor alone. This model emphasizes the importance of active involvement from various public and non-public sector stakeholders in direct, deliberative, and consensus-based decision-making processes. The Penta Helix collaboration model is an evolution of two previous models: the Triple Helix and Quadruple Helix. The Triple Helix model consists of collaboration between government, business sector (private), and academia. Meanwhile, the Quadruple Helix model involves one additional stakeholder: civil society or non-governmental organizations (NGOs). Furthermore, according to Astuti, "The Penta Helix is a refinement of previous collaboration models by adding mass media as a stakeholder to facilitate information dissemination to the public" (Astuti et al., 2020:100).

According to the World Health Organization (2017) in Dwiputri et al., (2023), "Sexual violence is any act performed to obtain sexual acts or other actions directed at a person's sexuality through coercion, regardless of the perpetrator's relationship with the victim."

UNESCO further states that "The impacts of sexual violence can broadly be divided into three categories: physical, psychological, and social impacts. Physical impacts of sexual harassment may include bruises, wounds, or even tears in sexual organs. For women, the most severe consequence is pregnancy. The risk of contracting sexually transmitted infections is also possible. Psychological impacts include suspicion and fear of others, as well as fear of specific places or situations. Social impacts experienced by victims, particularly due to stigma or discrimination from others, often lead to social withdrawal. These feelings arise from low self-esteem as a result of being a victim of sexual violence, making them feel worthless, inadequate, and unfit to socialize with peers" (UNESCO, 2012). Theoretically, preventing sexual violence involves systematic efforts to reduce risk factors and strengthen protective factors within social, legal, institutional, and cultural environments. WHO (2002) in Weinberg classifies violence prevention approaches into three categories: primary prevention (preventing violence before it occurs), secondary prevention (intervening during violence), and tertiary prevention (recovery and relapse prevention). For women and children, primary prevention is particularly crucial as they are vulnerable populations requiring special protection (Weinberg, 1981:4).

Effective prevention cannot rely solely on normative policies but must be supported by collaborative, multi-stakeholder engagement. In West Java Province, the implementation of sexual violence prevention has been legally established through several policies, such as the *Peraturan Daerah Provinsi Jawa Barat No. 3 Tahun 2021* on Child Protection Implementation and the *Peraturan Daerah Provinsi Jawa Barat No 2 Tahun 2023* on Women's Empowerment and Protection. These regulations provide strategic direction for building a prevention system targeting families, educational institutions, the general public, and the digital sphere. The primary challenge in prevention efforts in West Java is the suboptimal cross-sectoral integration and weak sustainable involvement of non-governmental actors. This aligns with the internal evaluation by *DP3AKB* West Java, which highlights the need to strengthen inter-institutional coordination capacity, integrated reporting mechanisms, and the consistency of prevention

program implementation. Collaborative governance approaches are highly relevant to bridging role disparities and building synergy among stakeholders.

### C. RESEARCH METHOD

This research aims to describe and analyze Collaborative Governance in the Prevention of Sexual Violence Against Women and Children in West Java Province. To obtain scientifically valid results, research must employ appropriate research methods to explain occurring phenomena. Suryana, in his book, states that "Research methods or scientific methods constitute a procedure or steps for acquiring scientific knowledge or science. In other words, the method is a systematic way of constructing a body of knowledge" (Suryana, 2010).

This study utilizes a descriptive qualitative approach to deeply explore the implementation of collaborative governance in efforts to prevent sexual violence against women and children in West Java Province. According to Creswell, "Qualitative research is a process of inquiry and understanding based on a methodology that investigates social and human problems. The qualitative research process involves major efforts; for example, asking questions and following procedures, collecting specific data from participants, analyzing data inductively from specific to general themes, and interpreting the meaning of the data" (Creswell, 2010:4-5). The selection of this approach is based on the need to understand cross-sectoral collaboration processes contextually and comprehensively. The research location focuses on the West Java region, with purposively selected informants encompassing government elements (*DP3AKB* and *UPTD PPA*), the private sector (*APSAI*), academia (Indonesia University of Education), civil society organizations (JARI Foundation, Bahtera, Bandungwangi, and Semak), and mass media (*TVRI* West Java and *Pikiran Rakyat*).

Data collection techniques were conducted through literature review, passive participant field observation, semi-structured interviews, and documentation. According to Sugiyono, "Data collection techniques are the most strategic aspect of research. This is because the primary purpose of conducting research is to obtain data. Without knowledge of data collection techniques, a researcher will not acquire data that meets established data standards" (Sugiyono, 2019:224). Interview guides were developed based on the collaborative governance theory of Ansell and Gash (2007) and the Pentahelix model. Data analysis employed the interactive model of Miles and Huberman, encompassing data reduction, data display, and continuous conclusion drawing. To ensure validity, this study utilized source triangulation techniques by comparing information from various actors and relevant documents. This approach is expected to provide a factual and comprehensive depiction of the dynamics of cross-sector collaboration within provincial-level women and child protection policy.

## D. RESULT AND DISCUSSION

### Result

#### Regional and Population Characteristics

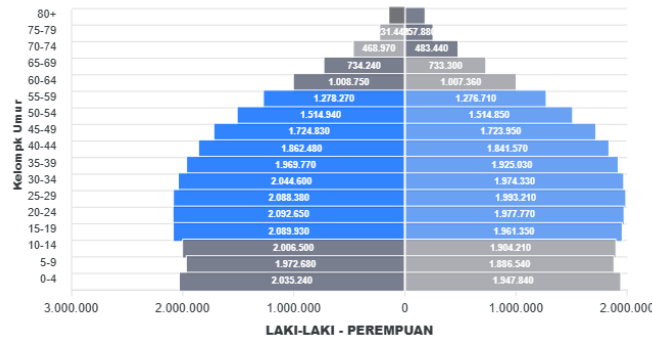
Administratively, West Java Province is divided into 27 regencies/cities, comprising 18 (eighteen) regencies and 9 (nine) cities, 627 districts (kecamatan), and 645 sub-districts (kelurahan). The provincial capital is located in Bandung City, which also serves as the center for provincial-level government and public services. This extensive geographical distribution presents a distinct challenge for policy synchronization and the distribution of women and child protection services.



**Figure 1: Map of West Java Province Area**  
Source: Thematic Map of West Java Province

As the most populous province in Indonesia, West Java is inhabited by over 50 million people. Based on data from the West Java Central Statistics Agency (BPS) in 2023, the male population reached approximately 25.3 million, while the female population numbered around 25 million. Regarding age distribution, West Java's population is dominated by the productive-age group, although vulnerable age groups also constitute a significant proportion. Children (aged 0–17 years) account for approximately 30% of the total population, the elderly (aged 60 years and above) for about 8–9%, while women falling into vulnerable categories (particularly adolescents, young adults, and elderly women) comprise nearly half of the population.

The population composition indicates that the proportion of children (the population group aged 0-18 years) in West Java Province remains quite large, reaching 32.90 percent of the total population. This indicates that mainstreaming child and women's issues remains a primary concern. This demographic condition demonstrates that over half of West Java's population belongs to groups vulnerable to various forms of violence, including physical, psychological, or sexual violence.



**Figure 2: SEQ Population Pyramid of West Java 2024**  
 Source: Results of the 2024 Census, BPS West Java Province

### Situation of Violence Against Women and Children

Violence against women and children remains a serious social concern in West Java Province. Data indicates consistent annual occurrences of such violence across domestic, educational, public, and digital spheres. Women and children constitute the most vulnerable groups due to factors including age, dependency, power imbalances, and limited access to legal information and protection.

According to data from the West Java Office of Women's Empowerment, Child Protection, and Family Planning (*DP3AKB*) and the national reporting system *SIMFONI PPA* (Integrated Women and Child Protection Information System), reported cases of violence against women and children in West Java have fluctuated over the past five years. Documented cases numbered approximately 3,600 in 2021, increased to over 4,200 in 2022, and reached 4,713 in 2023. This trend reflects both the high actual incidence of violence and improved public awareness and reporting mechanisms. Sexual violence represents the most prevalent form, followed by physical violence, psychological abuse, neglect, and exploitation/trafficking. Within sexual violence cases, girls are predominantly identified as victims. Conversely, adult women account for high case numbers in psychological and physical violence, particularly within domestic relationships.

### Policies and Prevention Programs for Violence Against Women and Children in West Java Province

The Provincial Government of West Java has demonstrated strong commitment to preventing and addressing violence against women and children through normative, strategic, and operational policies. This commitment is reflected in several regional regulations, the establishment of service institutions, and the implementation of innovative community-based participatory programs.

Normatively, West Java Province has established a legal foundation serving as a protective framework for victims of violence, notably through the *Peraturan Daerah No. 3 Tahun 2021* concerning Child Protection Implementation. This regulation ensures the fulfillment of children's rights and protection from violence, exploitation, and abuse, including case-handling mechanisms at the regional level. The *Peraturan Daerah No. 2 Tahun 2023* concerning Women's Empowerment and Protection regulates efforts to empower women across various

sectors and measures to protect them from violence and discrimination.

In implementation, these regulations are reinforced by the the *Peraturan Gubernur (Pergub) No. 13 Tahun 2022* concerning Implementing Rules for the the *Peraturan Daerah No. 3 Tahun 2021*. This regulation further governs the implementation of the Child Protection Regulation, including local government responsibilities and case-handling mechanisms. The the *Peraturan Gubernur No. 63 Tahun 2014* concerning Minimum Service Standards for Victims establishes mandatory services for violence victims—such as legal assistance, healthcare, and psychosocial support—while regulating technical protection procedures, the establishment of Regional Technical Implementation Units (*UPTD*), and coordinated case resolution protocols.

As a strategic and promotive measure, the West Java Provincial Government launched several flagship programs combining prevention and education:

The *Peraturan Gubernur (Pergub) of Provinsi Jawa Barat No. 9 Tahun 2020* concerning the Roadmap for *Jabar Tolak Kekerasan* (West Java Rejects Violence), a prevention program structured as a social movement to increase public awareness in rejecting all forms of violence, particularly against vulnerable groups. This program is designed to reach all societal levels through public campaigns, outreach to schools, communities, and places of worship.

The *Jabar Cekas* (Prevent Sexual Violence) Program focuses specifically on sexual violence issues, especially among children and adolescents. This program targets education for children and parents while involving schools, community leaders, and media to create safe, supportive, and violence-responsive environments. A key strength lies in its multi-stakeholder collaboration and development of locally contextualized educational modules.

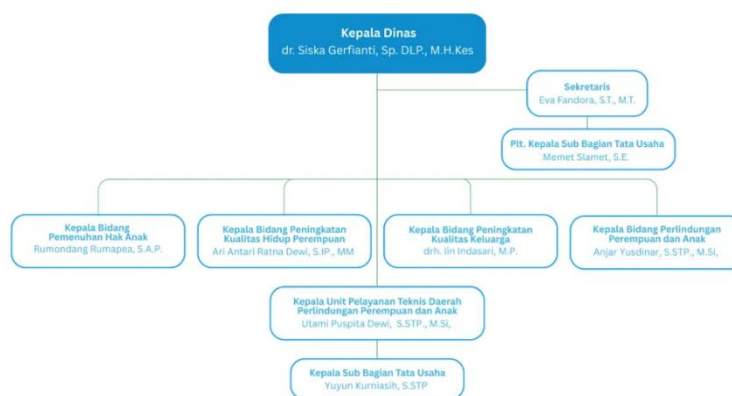
### **Actors and Cross-Sector Collaboration in the Prevention of Violence Against Women and Children in West Java Province**

Anticipatory measures and resolution of violence against women and children in West Java are implemented through a joint strategy involving diverse stakeholders across sectors. The local government recognizes that the complexity of violence cannot be resolved through singular efforts but requires coordination among governmental elements, citizens, academics, economic actors, and mass media – known as the *Pentahelix approach*.

Within the government sector, the primary role is held by the Office of Women's Empowerment, Child Protection, and Family Planning (*DP3AKB*) of West Java Province. *DP3AKB* is responsible for policy formulation, inter-regional coordination, implementation of strategic programs (*Jabar Tolak Kekerasan* and *Jabar Cekas*), and institutional strengthening of services such as *UPTD PPA* (Regional Technical Implementation Unit for Child and Women Protection) and *PUSPAGA* (Family Learning Center). *UPTD PPA* at the regency/city level serves as the frontline provider of direct victim services, including complaint handling, counseling, legal assistance, medical referrals, and social rehabilitation.

The following presents the organizational structure of *DP3AKB* West Java Province, which spearheads violence prevention efforts against women and

children:



**Figure 3: Organizational Structure of the Office of Women's Empowerment**  
Source: DP3AKB West Java

Academic contributions are essential in strengthening knowledge foundations, conducting policy evaluations, and generating social intervention innovations. Universities in West Java, such as Indonesia University of Education, regularly engage in collaborative research, academic seminars, and service personnel training.

### Discussion

Ansell and Gash's (2007) collaborative governance theory states:

*"Initial conditions or starting conditions constitute a critical dimension significantly influencing the success of collaboration. Initial conditions serve as a benchmark for actor interactions, which may either facilitate or hinder the formation of equitable and trusting cooperation."* Ansell and Gash (2007) explain: *"Collaboration often begins from non-ideal situations: stakeholders possess divergent interests and objectives, sometimes even conflicting. Although actors bring their own interests, they remain driven by a shared vision achievable through collaboration."*

This tension creates initial dynamics where collaboration heavily depends on actors' willingness to relinquish personal interests for collective goals.

Before collaborative initiatives, sexual violence cases resembled an "iceberg phenomenon" – with visible cases dwarfed by unreported incidents. As stated by Mr. Anjar, Head of Women and Child Protection at DP3AKB West Java:

*"Given the high number of unknown victims, particularly considering West Java's population, we require Pentahelix-model collaboration for prevention education and violence case handling. The current era demands collaborative approaches."*

Pre-collaboration conditions saw fragmented prevention efforts. Each actor operated within their mandate without coordinated forums, causing program duplication, weak reporting systems, and delayed case resolution. This context underscores collaboration as an urgent necessity – not merely an ideal approach –

to unify stakeholder roles and resources.

Institutional design refers to procedures and ground rules for collaboration. Inclusive stakeholder consideration ensures open collaboration. Clear, consistent rules assure stakeholders of fair, equitable, and non-manipulative processes.

Technical collaboration aspects remain unformalized in SOPs or guidelines. Despite the *Peraturan Daerah No. 3 Tahun 2021* and *Peraturan Daerah No. 2 Tahun 2023*, field implementation relies on Governor Regulations (e.g., *Pergub No. 13/2022*, *No. 9/2020*). Standardized frameworks for multi-actor engagement are lacking, as evidenced by field research. According to Mrs. Wiba (*UPTD PPA West Java*):

*"Regional governments have a Joint Commitment signed by Regents, Mayors, and local PKK Chairs to implement prevention and cross-sector cooperation through the West Java Declaration to Courageously Prevent Violence (Jabar Cekas)."*

*DP3AKB West Java* – as the provincial executive agency – plays a pivotal role as conceptualizer and coordinator of prevention activities. Mrs. Laeni (Junior Policy Analyst at *DP3AKB*) confirmed:

*"DP3AKB holds strategic roles as primary coordinator and conceptualizer in collaborative sexual violence prevention programs. Beyond policy direction, we determine activity timelines, select target schools/regions, and coordinate stakeholder involvement."*

Facilitative leadership is essential for building trust and ensuring inclusive processes. In West Java's context, leadership extends beyond administration to strategically unify interests. *DP3AKB* exemplifies this through open coordination systems, expanded partnerships via forums like *Jabar Cekas*, and equitable dialogue spaces for NGOs, academia, media, and businesses. Effective leadership manages actor dynamics, comprehensively understands issues, and mediates divergent perspectives.

Kozes notes:

*"Facilitative leadership relates to leaders' ability to facilitate consensus, mediation, and multiple-leader involvement. Leadership helps stakeholders find win-win solutions, serving as collaborative process facilitators"* (Kozes & Posaner, 2007:224). Mandel observes: *"Collaborative leadership doesn't design problem-solving strategies but creates stakeholder synergy leading to innovative solutions. This process differentiates collaborative governance from other cooperation forums"* (Mandel & Keist in Warganita, 2015:9).

In West Java's collaboration, consensus-building among diverse stakeholders (government, NGOs, academia, businesses, media) requires voluntary relinquishment of sectoral egos. This proves challenging given structural power imbalances. Interest differences inevitably emerge. Tensions occur between NGOs (seeking early planning involvement) and government (prioritizing regulatory compliance), occasionally creating communication gaps. Facilitative leadership fosters participatory processes rather than top-down decisions. Mrs. Lely (*Jabar Cekas* program) illustrates how *DP3AKB* convenes

Pentahelix elements to collectively design work programs – creating shared ownership. *DP3AKB* connects governmental and societal actors without structural dominance, embodying collaborative leadership's essence. Ansell and Gash (2008:559) represent

*"collaboration as a cyclical process dependent on communication-trust-commitment-shared understanding-outcome iterations"* (Huxham 2003; Imperial 2005). Initial conditions significantly impact collaboration.

Face-to-face dialogue enables stakeholders to communicate, build consensus, and make joint decisions. West Java implements this through offline meetings and online platforms (Zoom, WhatsApp), with bimonthly meetings for all *DP3AKB*-network stakeholders.

A routine meeting on *DP3AKB*'s agenda is the Consultation and Socialization on Sexual Violence Prevention in West Java Province. This meeting is held monthly to develop sexual violence prevention programs in West Java Province. Its objectives are to serve as a socialization platform for stakeholders and to formulate activities and strategies for accelerating the reduction of sexual violence against women and children in West Java Province. This initiative has been operational from 2022 to 2025. The *Jabar Cekas* Socialization Program (West Java Prevents Sexual Violence Against Women and Children) specifically focuses on reducing sexual violence rates and promoting the integrated reporting system across West Java Province. The scope of activities includes implementation of West Java's inaugural 2020 Declaration on "West Java Courageously Rejects Violence Against Women and Children" (*Jawa Barat Berani Tolak Kekerasan*) and the *Jabar Cegah Kekerasan* Program, documented during socialization sessions. This table serves as evidence of face-to-face dialogue meetings observed and conducted by *DP3AKB* and other stakeholders.

The following outlines key face-to-face dialogue activities in sexual violence prevention efforts within West Java Province, as documented through interview findings: Socialization for the Ratification and Follow-up Actions of the Women's Empowerment and Protection Regional Regulation, Facilitated by *DP3AKB* West Java Province, Conducted during May-June, Attended by representatives from all 27 regencies/cities, relevant stakeholders, regional apparatus organizations, NGOs, academia, business entities, and mass media.

Coordination Meeting for West Java Courageously Prevents Violent Actions (*JABAR CEKAS*). This meeting was convened to engage multiple stakeholders in implementing the *Jabar Cekas* program. Conducted monthly in hybrid format, it was facilitated by *DP3AKB* West Java Province and attended by representatives from: All 27 regencies/cities, Relevant stakeholders, Regional apparatus organizations, NGOs, Academia, Business entities, Mass media.



**Figure 4: Socialization of the Women's Empowerment and Protection Regional Regulation**  
Source: DP3AKB West Java Province



**Figure 5: Coordination Meeting for West Java Courageously Prevents Violent Actions (JABAR CEKAS)**  
Source: DP3AKB West Java Province

Cross-Sector Coordination and Cooperation Meeting for Child Protection (KTPA) and Anti-Trafficking (TPPO) Prevention. This coordination activity specifically engaged NGOs and stakeholders implementing violence prevention against women and children to support *Jabar Cekas* program execution. Facilitated by DP3AKB, meetings were conducted biannually (twice per academic semester) and attended by representatives from: All 27 regencies/cities, Relevant stakeholders, Regional apparatus organizations, NGOs, Academia, Business entities, Mass media.



**Figure 6: Cross-Sector Coordination and Cooperation Meeting for Child Protection (KTPA) and Anti-Trafficking (TPPO) Prevention**

Source: DP3AKB West Java Province

This activity aimed to enhance the quality of complaint services and follow-up procedures for sexual violence cases against women and children in West Java Province. Recognizing that socializations typically generate subsequent complaints, the training was facilitated by DP3AKB and conducted during August and October. Attendees included representatives from: All 27 regencies/cities, Relevant stakeholders, Regional apparatus organizations, NGOs, Academia, Business entities, Mass media

The aforementioned meetings/dialogues demonstrate that DP3AKB West Java Province has fulfilled the first indicator of Ansell and Gash's (2007) collaborative governance framework: *face-to-face dialogue enabling stakeholders to identify mutual benefits and overcome communication barriers and stereotypes* within the context of preventing sexual violence against women and children in West Java Province.



**Figure 8: Case Management and Handling Training**

Source: DP3AKB West Java Province

According to Weeh: *"Interaction and cooperation among actors have occurred, but inter-actor trust remains unbuilt"* (Weeh, Maldonado & Merrill, 2000). Collaboration involves not only negotiation but also trust-building among actors (Alexander, Comfort & Weiner 1998; Imperial 2005; Vangen & Huxham 2003). Trust development significantly influences collaborative efforts in coastal management and materializes when stakeholders share mutual obligations and expectations.

Low inter-actor trust impedes collaboration. Current conditions reveal distrust among stakeholders, particularly NGOs toward government. As expressed by Mr. Roni, Chair of Bahtera Foundation:

*"DP3AKB serves as facilitator and coordinator, yet several initiatives have stalled. Issues persist regarding victim referrals and recognition of individual performance. When confronted with numerous victims, we cannot manage alone."*

This statement reflects the government's tendency to treat public participation as merely a juridical obligation. Participatory spaces are opened only to fulfill formal requirements rather than substantive engagement.

Stakeholder commitment critically determines collaboration success. Commitment correlates with individual motivation and trust. Stakeholders must honor consensus outcomes regardless of personal alignment. DP3AKB demonstrates this commitment through dedicated coordination in violence prevention programs.

Preventing sexual violence constitutes a multidimensional challenge requiring structured, systematic cross-sector collaboration. With 2,819 reported cases (SIMFONI PPA, 2025), West Java ranks among Indonesia's highest-violence provinces – revealing policy-implementation gaps. Prevention strategies must therefore engage local governments, private sectors, academia, civil society,

and media to build comprehensive synergy.

Collaborative approaches align with national regulatory mandates designating women-child protection as local government obligations (Law No. 23/2014, Article 12(3)(1)). As Wulandari (2025) states:

*"Field implementation requires not only policy alignment but cross-sector synergy integrating: government as regulator, business as resource provider, academia as scientific data source, NGOs as advocacy drivers, and media as public information conduit. This Pentahelix model creates effective prevention ecosystems."*

## E. CONCLUSION

Based on the preceding research findings, the following conclusions are drawn:

1. Initial Conditions (Starting Conditions): Collaboration commenced amid power and resource disparities, with *DP3AKB* as the dominant initiator. Although early government-NGO relations were unequal, current trends indicate progress toward equitable participation. Actors demonstrate high motivation due to the urgency of addressing sexual violence against women and children.
2. Institutional Design: The normative foundation for collaboration is established through Regional Regulations (Perda) and Governor Regulations (Pergub). However, these instruments inadequately regulate technical stakeholder engagement. The absence of Memoranda of Understanding (MOUs) impedes long-term commitment formation. Participation mechanisms do not fully guarantee transparency and equity in decision-making processes.
3. Facilitative Leadership: *DP3AKB* serves as coordinator and facilitator, successfully unifying divergent sectoral interests in several programs. Challenges persist in aligning perspectives across actors with heterogeneous approaches.
4. Collaborative Process: Dialogue occurs through routine meetings and digital platforms, yet requires enhancement in quality and frequency. Mutual trust and shared understanding remain underdeveloped due to perceived government exclusivity. Short-term outcomes (e.g., increased awareness, forum establishment) are evident, but medium-to-long-term results remain suboptimal. Collaborative evaluation mechanisms are unavailable, and perceptions of achievements vary across actors.

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