



STRENGTHENING FAMILY RESILIENCE THROUGH COLLABORATIVE GOVERNANCE IN WOMEN AND CHILD PROTECTION SERVICES AT DP3APPKB OF SURABAYA CITY

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Abstract :

This study aims to analyze the strengthening of family resilience through collaborative governance in women and child protection services at the Dinas Pemberdayaan Perempuan, Perlindungan Anak, dan Pengendalian Penduduk dan Keluarga Berencana Kota Surabaya. The research is motivated by the increasing complexity of urban social problems that contribute to the vulnerability of women and children and weaken family resilience. A qualitative approach with a case study design was employed. Data were collected through in-depth interviews, observation, and document analysis. The data were analyzed using an interactive model consisting of data reduction, data display, and conclusion drawing. The findings indicate that collaborative governance has been implemented through cross-sectoral coordination involving law enforcement agencies, healthcare providers, social workers, psychologists, and civil society organizations. This practice aligns with the collaborative governance framework proposed by Ansell and Gash, emphasizing dialogue, trust-building, and shared commitment among stakeholders. The integrated service model contributes positively to victims' recovery and enhances family resilience, particularly in terms of emotional support, social stability, and adaptive capacity after crises. However, the study also reveals that collaborative governance has not been fully institutionalized, particularly regarding data integration systems and standardized operational procedures. Strengthening institutional frameworks, digitalizing service systems, and enhancing human resource capacity are necessary to ensure sustainable and accountable public service delivery. This research contributes theoretically to the development of collaborative public administration and offers practical recommendations for local governments in promoting inclusive and resilience-oriented protection services for women and children.

Keywords : Collaborative governance, family resilience, women and child protection, public service, public administration.

INTRODUCTION

Strengthening family resilience has become a strategic issue in contemporary public administration, particularly amid the increasing complexity of urban social problems. Changes in social structures, economic pressures, and shifting gender relations significantly affect family resilience as the smallest social unit (Ebe, 2025). In this context, the state has a constitutional obligation to guarantee protection for women and children. This protection agenda aligns with global commitments through the United Nations within the framework of the Sustainable Development Goals (SDGs), particularly those related to gender equality and child protection.



Therefore, an adaptive and collaborative public administration approach has become an urgent necessity (Lubis & Triadi, 2024).

In Indonesia, the strengthening of policies on women and child protection has been institutionalized through various regulations and regional government institutions. One of the local government agencies mandated with this responsibility is the Women's Empowerment, Child Protection, Population Control, and Family Planning Office of Surabaya City (DP3APPKB). This institution plays a role in policy formulation, cross-sector coordination, and the provision of community-based protection services (Nazifah, 2024). As a metropolitan city, Surabaya faces complex social challenges, including domestic violence and child vulnerability. Such complexity requires a governance model that is not merely administrative but also participatory. Thus, a collaborative approach becomes relevant to strengthen the effectiveness of public services (Arindi & Hidayat, 2024).

The concept of collaborative governance in public administration emphasizes partnerships among government, civil society, and the private sector. This theory has been widely developed by scholars such as Chris Ansell and Alison Gash, who highlight the importance of dialogue, trust, and shared commitment in public decision-making. In the context of women and child protection services, collaboration enables the integration of resources and expertise across actors (Nurhayati & Rahman, 2023). Local governments cannot operate unilaterally because issues of violence and family resilience are multidimensional. Therefore, collaborative governance serves as a strategic instrument to strengthen family resilience sustainably (Soffanah Dina Pratiwi et al., 2024).

Family resilience itself is understood as the ability of a family to endure, adapt, and recover from crisis situations. Within the framework of public administration, strengthening resilience focuses not only on curative interventions but also on prevention and empowerment (Rosyidah et al., 2022). Responsive, integrated, and inclusive women and child protection services can serve as a foundation for reinforcing such resilience. The role of DP3APPKB Surabaya City is significant in coordinating psychosocial, legal, and rehabilitation services. Synergy among policy, implementation, and community participation becomes an indicator of effective governance (Cahyani et al., 2024).

Based on the above explanation, this research is important to analyze how collaborative governance is implemented in women and child protection services in Surabaya City. The study focuses on coordination mechanisms, partnership patterns, and their impact on strengthening family resilience (Paula et al., 2024). This research is expected to contribute theoretically to the development of collaboration-based public administration. In addition, it provides practical recommendations for local governments to improve the quality of equitable public services. Thus, strengthening family resilience can be achieved through participatory, accountable, and sustainable governance (Nova & Prathama, 2023).

RESEARCH METHOD

This study employs a qualitative approach with a case study design to

analyze the strengthening of family resilience through collaborative governance in women and child protection services at the Women's Empowerment, Child Protection, Population Control, and Family Planning Office (DP3APPKB) of Surabaya City. This approach was selected because it enables the researcher to gain an in-depth understanding of inter-actor interactions, institutional dynamics, and the social context influencing policy implementation.

The case study design provides room to explore cross-sector collaboration phenomena within a real local government setting. The research was conducted in Surabaya, focusing on collaborative governance mechanisms in women and child protection services.

The unit of analysis include inter-organizational coordination structures, communication patterns among stakeholders, and the contribution of collaboration to strengthening the resilience of service-recipient families. This study also examines regulations, standard operating procedures (SOPs), and policy implementation practices at the operational level (Prayogi & Irfandi, 2024).

Data Collection Techniques, Data were collected through three main techniques In-depth interviews with DP3APPKB officials, law enforcement officers, social workers, psychologists, and representatives of civil society organizations. Limited participatory observation of service coordination processes and case-handling mechanisms. Documentation study, including policy documents, performance reports, case statistics, and local regulations related to women and child protection. Data triangulation was conducted to enhance the validity and reliability of the research findings.

Data analysis was conducted interactively using the model developed by Matthew B. Miles and A. Michael Huberman, which consists of three stages: data reduction, data display, and conclusion drawing/verification. The analysis process was carried out simultaneously from data collection to the interpretation stage. Data were coded based on themes such as trust-building, collaborative commitment, service integration, and impacts on family resilience. To ensure research credibility, source and method triangulation, member checking with key informants, and an audit trail documenting the research process were employed. External validity was strengthened through detailed contextual descriptions (thick description), allowing for transferability to other local government contexts.

Research Ethics, This study adheres to ethical principles in social research, particularly regarding sensitive issues related to women and children. Each informant was provided with an explanation of the research objectives and assured of confidentiality. Informed consent was obtained prior to conducting interviews, and personal data were anonymized to protect the rights and safety of respondents.

FINDINGS AND DISCUSSION

Implementation of Collaborative Governance in Women and Child

Protection Services

The research findings indicate that the Women's Empowerment, Child Protection, Population Control, and Family Planning Office (DP3APPKB) of Surabaya has implemented a collaborative approach through cross-sector coordination mechanisms. The collaboration involves the police, legal aid institutions, hospitals, psychologists, social workers, and civil society organizations. The collaborative model is realized through case coordination forums, integrated referral systems, and the integration of psychological, medical, and legal services within a unified service framework. These findings align with the concept of collaborative governance proposed by Chris Ansell and Alison Gash, particularly in the dimensions of face-to-face dialogue and shared commitment (Dinasty et al., 2025).

However, collaborative practices still exhibit semi-formal characteristics, where the effectiveness of coordination largely depends on leadership and individual initiative. The standardization of collaborative procedures has not yet been systematically documented, potentially leading to variations in service quality across cases. The implementation of collaborative governance at DP3APPKB Surabaya City is also reflected in the relatively clear division of roles among actors. DP3APPKB acts as the primary coordinator and service facilitator, while partner institutions carry out specific functions according to their authority, such as law enforcement, medical rehabilitation, or psychosocial assistance. This pattern demonstrates a competence-based division of expertise that enhances case-handling effectiveness. Collaboration is not merely administrative but also operational through an integrated referral system. As a result, responses to violence cases can be carried out simultaneously and in a coordinated manner (Umayasari & Kurnia Amantha, 2025).

Furthermore, the study found that collaborative practices have fostered more open and responsive cross-sector communication. Case coordination forums serve as deliberative spaces to harmonize perspectives, avoid overlapping authority, and build joint solutions. This condition corresponds to the face-to-face dialogue and trust-building dimensions within the collaborative governance model developed by Ansell and Gash. Sustained communication intensity strengthens mutual trust and reduces potential inter-agency conflicts. Such trust becomes an important social capital in maintaining consistency in public service delivery.

Nevertheless, the effectiveness of collaborative implementation still faces challenges, particularly in the integration of information systems and the standardization of joint performance evaluation. Although operational coordination functions well, comprehensive and measurable collaborative performance indicators have not yet been established. Evaluation remains sectoral within each institution, limiting the optimal measurement of collective impact on strengthening family resilience. This finding suggests that strengthening collaborative governance should be directed toward developing an integrated and data-based evaluation system. With such improvements, collaboration implementation will not only be procedurally effective but also

substantively accountable and sustainable.

Table 1. Research Findings on the Implementation of Collaborative Governance

Analytical Aspect	Research Findings	Theoretical Analysis	Implications for Family Resilience
Collaboration Structure	Collaboration involves DP3APPKB, the police, legal aid institutions, health professionals, psychologists, and community organizations	In line with the collaborative governance concept by Chris Ansell and Alison Gash regarding multi-actor engagement	Services become more comprehensive and integrated
Coordination Mechanism	Case coordination forums and integrated referral systems	Reflects face-to-face dialogue and consensus-oriented decision making	Case handling becomes faster and more focused
Service Integration	Legal, medical, and psychosocial services are provided simultaneously	Supports the network approach in New Public Governance	Victim recovery becomes more holistic
Leadership	Effectiveness is influenced by leadership commitment and interpersonal relationship	Collaboration remains trust-based and not yet fully systemic	Service sustainability may fluctuate
Standardization of Procedures	Collaborative SOPs are not yet formally documented	Institutionalization is not yet fully established	Risk of inconsistency in service quality

(Sumber Penelitian 2026)

Based on the research findings regarding the implementation of collaborative governance, it can be concluded that the Women's Empowerment, Child Protection, Population Control, and Family Planning Office (DP3APPKB) of Surabaya has functionally and operationally implemented a cross-sector

collaborative model in delivering women and child protection services. The collaboration involves various strategic actors such as law enforcement officers, health professionals, social workers, psychologists, and civil society organizations, forming a relatively integrated and comprehensive service system. Coordination mechanisms through case forums and integrated referral systems demonstrate practices of dialogue, competence-based role division, and shared commitment in case handling. This aligns with the collaborative governance framework proposed by Chris Ansell and Alison Gash, particularly regarding multi-actor engagement, trust-building, and consensus orientation. The implementation of collaboration has had a positive impact on service effectiveness and supports a more holistic victim recovery process.

However, collaborative governance implementation has not yet been fully institutionalized within a standardized and digitized system. Dependence on leadership and interpersonal relationships remains relatively dominant, while data integration and collaborative performance indicators are not yet optimal. Therefore, although collaborative practices have functioned well operationally, strengthening institutional aspects and developing an integrated evaluation system are necessary to ensure long-term sustainability and consistent service quality.

Supporting and Inhibiting Factors of Collaborative Governance

This study identifies several key supporting factors, including the existence of clear local regulations, strong organizational leadership commitment, and increasing public awareness of violence against women and children. Inter-organizational trust emerges as a crucial element in facilitating coordination and information exchange. On the other hand, the obstacles identified include limited human resources, high workloads, and sectoral ego among institutions. In addition, the suboptimal integration of data systems has at times slowed referral processes and case monitoring (Tunnazwa et al., 2025).

From the perspective of New Public Governance as articulated by Stephen P. Osborne, these challenges indicate that managing public service networks requires strong managerial capacity and coordination systems to ensure that collaboration is not merely symbolic. Beyond structural factors, the study finds that organizational culture also influences the effectiveness of collaboration. Institutions with a strong public service orientation tend to be more open to cross-sector cooperation. Conversely, differences in work culture and bureaucratic procedures across institutions sometimes result in miscommunication and delays in coordination. In this context, aligning shared vision and values becomes essential to strengthening the cohesion of collaborative networks. Efforts to build a collaborative culture must be carried out continuously through cross-sector forums and joint training initiatives (Indriastuti et al., 2023).

The research also shows that the presence of collaborative leadership is a key factor in maintaining the stability of partnership networks. Leaders who act as facilitators, mediators, and connectors among actors play a significant role in reducing sectoral ego and fostering shared commitment. When leadership is

inclusive and communicative, coordination becomes more effective and responses to cases are faster. However, heavy reliance on particular individuals may create vulnerability in the event of leadership rotation or organizational restructuring. Therefore, institutionalizing collaborative systems becomes a strategic necessity.

On the other hand, resource capacity and technological infrastructure remain major challenges in supporting optimal collaborative governance. Limitations in integrated data systems mean that reporting and case monitoring processes are not yet fully real-time or evidence-based. This condition affects the ability to conduct collective performance evaluations and measure long-term impacts on family resilience. To address these constraints, investment in integrated information systems and the strengthening of technical capacity among public officials are required. With adequate infrastructure support, cross-sector collaboration can operate more effectively, transparently, and sustainably.

Table 2. Research Findings on Supporting and Inhibiting Factors of Collaborative Governance

Factor Category	Indicator	Research Findings	Impact on Service Delivery
Supporting Factor	Local Regulations	Existence of a legal framework for the protection of women and children	Provides legitimacy and policy direction
Supporting Factor	Leadership Commitment	Active support from the head of the agency and related officials	Enhances cross-sector coordination
Supporting Factor	Inter-Actor Trust	Cooperative working relationships	Facilitates information exchange
Inhibiting Factor	Limited Human Resources	High workload and limited personnel	Slows rapid response to cases
Inhibiting Factor	Sectoral Ego	Coordination is sometimes hindered by differing institutional interests	Referral processes become less efficient
Inhibiting Factor	Non-Integrated Data System	Case data are not yet fully interconnected	Monitoring and evaluation remain suboptimal

(Source: Research Findings, 2026)

Based on the research findings regarding supporting and inhibiting

factors, it can be concluded that the success of collaborative governance in women and child protection services at the Women's Empowerment, Child Protection, Population Control, and Family Planning Office (DP3APPKB) of Surabaya is strongly influenced by a combination of structural and relational factors. The existence of clear local regulations, leadership commitment, and a high level of inter-actor trust are the main factors strengthening the effectiveness of cross-sector coordination. Normative support and policy legitimacy provide clear direction in implementing collaboration, while trust serves as social capital that facilitates information exchange and joint decision-making.

On the other hand, this study also identifies technical and institutional obstacles, such as limited human resources, high workloads, sectoral ego among institutions, and the lack of an optimal integrated data system. These constraints affect the speed of referral processes, the lack of integrated monitoring, and the potential inconsistency in service quality. This condition indicates that effective collaboration requires not only normative commitment but also adequate organizational capacity and system infrastructure support.

Thus, it can be concluded that collaborative governance in Surabaya has a strong foundation but still faces challenges in terms of capacity and system integration. Strengthening institutional frameworks, enhancing human resource capacity, and developing integrated information systems are essential prerequisites to ensure that collaboration operates sustainably, efficiently, and accountably in supporting the strengthening of family resilience.

CONCLUSION

This study demonstrates that strengthening family resilience through collaborative governance in women and child protection services at the Women's Empowerment, Child Protection, Population Control, and Family Planning Office (DP3APPKB) of Surabaya has functioned effectively and has generated positive impacts on victim recovery and family stability. The collaborative approach, involving government agencies, law enforcement officers, health professionals, social workers, and civil society organizations, has created more comprehensive and responsive services. Theoretically, these findings reinforce the relevance of the collaborative governance concept as proposed by Chris Ansell and Alison Gash, emphasizing that dialogue, trust, and shared commitment form the foundation of successful cross-sector collaboration.

Furthermore, from the perspective of family resilience according to Froma Walsh, integrated interventions have been shown to contribute to strengthening belief systems, family organizational patterns, and internal family communication following crises. However, the study also finds that collaborative governance has not yet been fully institutionalized in a systemic manner. Coordination still relies heavily on leadership and interpersonal relationships, while data integration and procedural standardization remain suboptimal. Therefore, although the collaboration has produced positive

outcomes, its long-term effectiveness requires stronger institutional frameworks and system-based governance innovation..

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