COLLABORATIVE GOVERNANCE IN THE COMMUNITY-BASED INTEGRATED CHILD PROTECTION PROGRAM (PATBM) IN BULUNGAN REGENCY

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Abstract

This research is motivated by the escalation of domestic child abuse cases and the complexity of sociocultural barriers in implementing the Community-Based Integrated Child Protection Program (PATBM) in Tanjung Selor Timur, Bulungan Regency. This study aims to analyze collaborative governance and identify its supporting and inhibiting factors. Using Ansell and Gashs (2008) framework, this descriptive-analytical qualitative research collected data through in-depth interviews with 10 key informants, participant observation, and documentation study. The results indicate that collaborative governance operates dynamically despite structural limitations. In the Starting Conditions, there is a resource imbalance and a strong stigma of family disgrace, yet it is salvaged by high social capital. The Institutional Design gains legitimacy from the Village Heads Decree and innovates via digital communication groups, although it lacks operational funding regulations. Facilitative Leadership is well-distributed among the village apparatus, security forces (TNI/Polri) as protectors, and Neighborhood Association (RT) heads. The Collaborative Process successfully builds trust through informal approaches in private spaces, generating small wins such as legal enforcement against child predators and the reintegration of dropouts without customary fine barriers. The main supporting factors are volunteer motivation and the protective synergy of the apparatus, while the biggest inhibitors are the absence of budget allocations and a thick patriarchal culture.

Keywords: *Collaborative Governance, Child Protection, PATBM, Public Policy, Social Capital.*

A. Introduction

Child protection is a crucial indicator in measuring a countrys level of civilization, human rights fulfillment, and welfare. Constitutionally, this mandate is explicitly stated in Article 28B paragraph (2) of the 1945 Constitution of the Republic of Indonesia and directly intersects with the global commitment of the Sustainable Development Goals (SDGs) Goal 16. Child protection is not merely a moral issue but a long-term structural investment. Child abuse severs the quality chain of human resources in the future, which is highly critical considering Indonesia is striving towards the Golden Indonesia 2045 vision (Badan Perencanaan Pembangunan Nasional, 2023).

Although the regulatory framework has been strengthened, empirical reality at the national level shows that violence against children remains an iceberg phenomenon. Data from the Online Information System for the Protection of Women and Children (SIMFONI PPA) reveals this grim reality. Throughout 2023, there were 13,796 cases recorded nationally, and this figure surged significantly in 2024, surpassing 28,831 cases across Indonesia (Kementerian Pemberdayaan

Perempuan dan Perlindungan Anak, 2024). Ironically, the majority of these cases occur in the domestic sphere (households), which should be the safest place.

Responding to this complexity, the government initiated the Community-Based Integrated Child Protection Program (PATBM). PATBM is a movement of citizen networks at the community level (Village/Urban Village) working in a coordinated manner to achieve child protection goals (KemenPPPA, 2016). This approach recognizes that the government bureaucracy cannot work independently (single actor) in resolving social issues rooted in culture, thus demanding cross-sectoral collaborative governance.

From a national scale, this threat visibly extends to the regional level in North Kalimantan Province. As the youngest province in the border region, rapid demographic and economic transitions bring the excess of social vulnerability for children. Data shows an escalation from 216 cases in 2023 to over 280 cases in 2024, exacerbated by the high rate of child marriage under the age of 19 (Dinas Pemberdayaan Perempuan, Perlindungan Anak, Pengendalian Penduduk dan Keluarga Berencana Provinsi Kalimantan Utara, 2023).

In Bulungan Regency, particularly in Tanjung Selor Timur Urban Village, the implementation of PATBM faces unique geographical and sociocultural obstacles. There is a bystander effect within the community due to the strong assumption that child-rearing is a private matter or a family disgrace that is taboo for outsiders to intervene in (DP3AP2KB Kabupaten Bulungan, 2026). This triggers citizens reluctance to report (under-reporting), even though the official data of reported cases still shows alarming fluctuations, as presented in Table 1.

Table 1. Data on Child Abuse Cases in Bulungan Regency

Year	Physical Abuse	Sexual Abuse	Psychological Abuse	Neglect	Total Cases
2021	12	18	5	3	38
2022	15	24	8	5	52
2023	11	27	10	4	52

Source: DP3AP2KB Bulungan Regency, 2026

Based on Table 1, there is a dynamic where sexual abuse (18 to 27 cases) and psychological abuse (5 to 10 cases) continue to dominate and show a persistent upward trend. These concealed case characteristics are extremely difficult to detect by conventional bureaucratic monitoring instruments without active collaboration from the community (Huraerah, 2012). Unfortunately, preliminary observations indicate that the PATBM institution in Tanjung Selor Timur is often reactive (firefighting) and constrained by role ambiguity and a lack of budget.

Several previous studies have examined child protection collaboration, yet gaps remain. Prasetyo and Setiawan (2021) found sectoral ego barriers at the regency level, while Wulandari and Putra (2022) highlighted the patriarchal culture. Susanti (2022) used Ansell & Gashs theory on child labor issues focusing on the fragility of trust building. From these, empirical and theoretical gaps are found: the majority of research focuses on the bureaucratic elite level and assumes collaboration runs

statically. It is very rare for research to dissect micro-bureaucratic dynamics and power relations at the grassroots (Urban Village) level that directly confront legal pluralism. Therefore, this study aims to analyze the collaborative governance of PATBM using Ansell and Gashs (2008) framework to find a precise collaboration formula to preventively reduce child abuse in a multicultural semi- urban area.

B. Research Method

This research uses a qualitative approach with a descriptive-analytical design. The goal is to deeply understand the meanings, interactions, and dynamics among actors, as well as to explore the philosophical meaning behind the observable realities of the collaboration process (Creswell, 2016). The research location is Tanjung Selor Timur Urban Village, Bulungan Regency, North Kalimantan Province, chosen for its dense semi-urban demographic characteristics and high level of social vulnerability regarding child abuse issues.

Data sources consist of primary data obtained through in-depth interviews with 10 purposively selected key informants (Village Head/Secretary, Head of Welfare Section, Head of PATBM, PKK Cadres, Bhabinkamtibmas, Babinsa, Health Workers, Religious Leaders, Customary Leaders, and Academics), alongside passive participant observation and documentation studies (Decrees, Case Reports, and budget documents). Data validity was tested using source and technique triangulation to ensure the credibility of the findings (Fadli, 2021). Furthermore, data were analyzed using the interactive analysis model from Miles, Huberman, and Saldana (2014), which includes continuous data condensation, systematic data display, and drawing conclusions.

C. Results and Discussion

The analysis of collaborative governance in the implementation of PATBM in Tanjung Selor Timur is dissected using the four main dimensions of Ansell and Gashs (2008) theory: Starting Conditions, Institutional Design, Facilitative Leadership, and Collaborative Process.

Collaborative Governance in the PATBM Program

A Starting Conditions

The pre-collaboration stage plays a vital role encompassing resource/power asymmetry, incentives to participate, and the history of cooperation. In Tanjung Selor Timur, the initial phase of PATBM initiation was colored by a complex sociological landscape with a dense total population of 5,407 people. This density triggers high vulnerability to domestic friction. The economic resource imbalance (dominance of informal sector workers) is directly proportional to the inequality of legal literacy, placing children in an absolute power asymmetry position under patriarchal parental authority (Wahda et al., 2025). As a result, abuse cases are positioned as a hidden disgrace, creating an under-reporting phenomenon (Noor & Magriasti, 2024).

Regarding the history of cooperation, past interactions between citizens and security forces (TNI/Polri) were passive-reactive (complaint offenses). The apparatus only intervened if the conflict escalated. Additionally, the community faced strong legal pluralism. Customary leaders had past authority to resolve physical abuse disputes through customary fines, which often emasculated justice for child victims because psychological trauma cannot be compensated materially. Reconciling customary and state authority became a steep challenge for PATBM volunteers (Yudiansyah et al., 2025).

The local government bureaucracy offered no material incentives for this program. For busy suburban communities earning a living, setting aside time for volunteer programs is highly irrational. However, strong social capital and moral incentives salvaged these starting conditions. Health workers, educators, and the Family Welfare Empowerment (PKK) cadre network have a strong moral calling to protect the next generation, acting as the driving engine of the collaboration embryo.

Table 2. Pre-Collaboration Starting Conditions Matrix

Dimension (Ansell & Gash)	Field Indication Pre-Collaboration	Challenge Level
Power Imbalance	Abuse is considered a normal disciplinary method (parental right).	Very High
History of Cooperation	Legal intervention clashes with closed customary fine settlements.	High
Incentives to Participate	Financial incentives are nil; relying on the conscience of Health Workers, Teachers, and PKK.	Medium (Salvaged by Social Capital)

Source: Primary Data Analysis, 2026

Based on the initial condition matrix, it can be understood that the collaborative governance architecture of PATBM in Tanjung Selor Timur Urban Village is actually built upon a highly challenging sociological foundation. The financial resource imbalance, cultural dominance of customary settlements, the passive track record of the apparatus in the past, and the thick walls of privacy (disgrace) demand a highly adaptive intervention design. Interestingly, a positive anomaly occurred where the absence of material incentives was compensated by the existence of a pre-existing communal structure, namely the PKK womens group. PKK cadres, along with health workers and educators, transformed their social concern into an initial binding commitment that saved the program from premature failure before the official institutional design was perfected.

B Institutional Design

Institutional design refers to the basic protocols governing the collaboration, including ground rules, transparency, exclusivity, and Standard Operating Procedures (SOP) (Ansell & Gash, 2008). Tanjung Selor Timur established legal ground rules through the Village Heads Decree (SK) Number 23.B/2025. This decree acts as a legal shield for civilian citizens/volunteers to conduct domestic interventions without being accused of interfering in others privacy, shifting the paradigm of informal settlement to proactive institutionalization (Lenamah et al., 2025).

In implementing the SOP, the village office functions as a clearing house or initial discussion point. Suspected abuse cases are not immediately coercively seized by the police but are first filtered alongside cadres and Babinsa to determine the best approach for the childs mental well-being. Remarkably, this bureaucratic-leaning SOP design is made adaptive and streamlined through the use of digital communication tools (WhatsApp groups). This dissolves the vertical hierarchy into a horizontal one, enabling real-time early detection and rescue actions.

Transparency in the PATBM design in this area experiences a strategic anomaly. On one hand, the service flow is massively socialized (inclusively involving RT, RW, and Religious Leaders). On the other hand, regarding reporting data, the village implements a high level of confidentiality to counter the culture of covering up disgrace. The register book is designed to be closed to prevent victims from becoming targets of community gossip. This balance between pentahelix forum openness and identity confidentiality is the key to institutional design success (Yusup et al., 2025).

The most fatal weakness in this institutional design is the absence of operational funding regulations. Based on the 2025 Village Budget Shift Implementation Document (DPPA), allocations for empowerment activities experienced significant rationalization, impacting the lack of cadre transportation funds. An institutional design that only binds responsibilities without the certainty of Village Fund logistical support threatens the programs long-term sustainability (Wibowo & Haryono, 2022).

C Facilitative Leadership

Leadership in collaborative governance is not command-and-control; rather, it empowers, mediates, and facilitates (Ansell & Gash, 2008). In Tanjung Selor Timur, this leadership is distributed. The village apparatus (Village Head/Secretary) acts as the orchestrator of social capital. Facing a budget deficit, they facilitate the volunteer movement by legitimizing PKK cadres actions and providing administrative protection spaces (Sudarmo, 2011).

Extraordinary transformation is shown by uniformed personnel (Bhabinkamtibmas/Babinsa) who shed authoritarian arrogance to become protective servants. They facilitate absolute security for civilian cadres when facing abuse perpetrators (intimidation) in the field. The act of sitting as equals at the neighborhood watch post and physically accompanying victims successfully deconstructs citizens cultural fear of law enforcement institutions, making this collaboration highly humanistic (Yudiansyah et al., 2025).

The PATBM Chairperson demonstrates exceptional operational leadership. As a boundary-spanning facilitator, he nurtures unpaid volunteers' motivation through an affective, humanitarian approach (Robbins & Colter, 2022). Managing volunteer emotions becomes the anchor that prevents PATBM networks from dissolving amid a lack of incentives. Meanwhile, at the micro-level, the RT Head acts as the breaker of social apathy by instructing residents at the security post not to hesitate to interfere in neighbors affairs for the sake of child safety.

Leadership assistance also comes vertically from the Bulungan Regency DP3AP2KB. To compensate for the lack of cash funds, the agency provides capacity building through free psychologist mentoring and legal training for cadres. This intellectual facilitation injects self-efficacy for village women, giving them the provisions to face perpetrators of violence (Suastuti et al., 2020).

D Collaborative Process

The collaborative process operates through a cycle of dialogue, trust building, commitment, shared understanding, and intermediate outcomes (Ansell & Gash, 2008). Face-to-face dialogue in this village is not conducted through rigid formal bureaucratic meetings but utilizes a program insertion strategy. Cadres (boundary spanners) insert violence prevention materials into cultural forums such as dasawisma social gatherings, majelis taklim (religious study groups), and neighborhood watch posts. This strips away citizens psychological tension regarding vulgar/taboo issues (Arofah, 2022).

Trust building is executed through the wager of confidentiality. Considering violence is a disgrace, female cadres use a heart-to-heart approach in private spaces so victims feel safe. This trust is reinforced by the accompaniment of uniformed personnel, which successfully drastically reduces reporters' anxiety (Oktafien, 2020). Commitment remains maintained through strong social solidarity, compensating for the states failure to provide funds (Fajrianti et al., 2022).

Although commitment among civil and state apparatuses is high, health workers at the basic service facility level often face commitment hampered by limited access to information. The lack of patient data supply from the community, severed due to shame, causes the medical sectors commitment to often become dormant. PATBM cadres must work extra hard to persuade parents to bring their children to health facilities for trauma healing mentoring and forensic medical examinations (visum), as citizens often cover up childrens bruises as normal accidents to hide domestic violence.

In navigating these collaborative stages, PATBM cadres become key actors, serving as boundary spanners. They are agents tasked with stitching together two often opposing worlds: the rigid state legal bureaucracy and the flexible yet closed communal cultural reality. Without these boundary spanners proficiency in conducting informal door-to-door mediation, the dialogue and commitment-building process would only stagnate as rhetoric at the village office meeting table without ever touching the root of the problem in residential alleyways.

The toughest challenge is building a Shared Understanding regarding the asymmetry of positive law vs. customary law. Collaboration successfully makes customary leaders realize that state law (police intervention) is not meant to destroy tradition but to protect childrens rights, which cannot simply be redeemed with customary fines (Mahmuddin & Mansari, 2022). The grassroots community mindset shifted: from apathetically ignoring a neighbor childs cries to becoming anonymous reporting agents.

This cycle culminates in monumental Small Wins. Legally, this synergy successfully imprisoned a child sexual predator for 7 years without being mitigated by customary fine interventions (providing a deterrence effect). Socially, cadres succeeded in registering dropout children to

equivalency education institutions (Sukmawati et al., 2022). This victory is reinforced by the Anti-Violence Movement Declaration, a sociological consensus that binds the moral commitment of all village figures not to tolerate violence against children (Susandi, 2022).

Supporting and Inhibiting Factors of Collaborative Governance

A Supporting Factors

PATBMs success heavily relies on the communitys high social capital, which manifests into a militant volunteer spirit. The selfless dedication of health workers, teachers, and PKK cadres provides positive energy capable of patching the financial shortfall of the village government bureaucracy. The community realizes that protecting children is preserving the future of their own civilization. This collective motivation aligns with Ansell and Gashs (2008) concept, where a sense of interdependence strengthens commitment among actors.

Another crucial supporting factor is the humanistic synergy of the security apparatus (TNI/Polri). The transformation of Babinsa and Bhabinkamtibmas into equal partners and protective servants destroys the psychological boundary of citizens fear of state institutions. Quick responses via WhatsApp and the willingness to physically escort reporters provide an absolute safety net for civilian cadres, distinguishing this collaborative practice from traditional bureaucratic styles (Susanti & Monica, 2020).

B Inhibiting Factors

The most fundamental obstacle threatening the lifeblood of collaboration is the financial resource crisis due to the Village Fund Budget deficit for PATBM. Flaws in the institutional design that exclude Input Cost Standards (SBM) for volunteer operations force cadres to bear transportation costs for mentoring and medical examinations personally. The absence of safe houses and logistics is prone to cause collaborative inertia if not immediately intervened by affirmative fiscal decentralization policies (Wibowo & Haryono, 2022).

From a sociocultural dimension, reporting effectiveness is battered by the thick walls of patriarchal culture and the preservation of the family disgrace stigma. The social construction that normalizes violence as a parents disciplinary right causes mass bystander effect syndrome and citizens reluctance to report (under-reporting). Additionally, the existence of legal pluralism (the tug-of-war between state criminal enforcement and peaceful settlement options via customary fines) often prolongs the bureaucratic path to justice for children suffering from trauma (Rinah et al., 2022).

D. Conclusion

Based Collaborative governance in organizing PATBM in Tanjung Selor Timur Urban Village shows dynamic, adaptive, and inclusive characteristics amidst limitations. In terms of Starting Conditions, power asymmetry and the covering up disgrace culture are salvaged by the high social capital of Health Workers and PKK. The Institutional Design innovates to break bureaucratic rigidity

through digital communication SOPs, despite failing in operational budget allocation certainty. Facilitative Leadership is successfully distributed; village apparatus provides legitimacy, security forces provide physical guarantees, and RT breaks social apathy. The Collaborative Process successfully produces small wins (such as detaining child predators and reintegrating dropouts) thanks to a strong trust-building strategy based on confidentiality and informal dialogue. The main supporting factors are humanistic military/police synergy and volunteer militancy, while the biggest inhibitors are the village fund crisis, strong patriarchal cultural barriers, and customary legal pluralism.

Based on the conclusions, the recommendations for optimizing the collaborative governance of the PATBM program are focused on three main areas. First, for the Local and Village Governments, there is an urgent need to reform the budget posture (APBD/APBDes) to explicitly allocate unexpected operational funds for PATBM volunteers, such as transportation costs for mentoring, initial medical examination (visum) financing, and the provision of safe houses, as well as facilitating intensive dialogue forums to align customary law settlement mechanisms with positive law. Second, for PATBM administrators and community volunteers, it is necessary to continue intensifying educational infiltration strategies into residents informal cultural spaces to deconstruct the family disgrace stigma, balanced with capacity building such as basic paralegal training for cadres. Third, for future researchers, it is highly recommended to specifically examine the effectiveness of digital communication technology adaptation (such as WhatsApp groups) in accelerating collaboration responses at the grassroots level, as well as conducting comparative studies with pilot project villages of the Women-Friendly and Child-Caring Village (DRPPA) to formulate the most ideal and sustainable collaborative governance formula.

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