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BUILDING ADMINISTRATIVE CAPACITY: TACKLING DOMESTIC VIOLENCE AMIDST THE COVID-19 PANDEMIC

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Abstract

The implementation of Covid-19 mitigation policies has hindered the effective functioning of public services. During the Covid-19 pandemic, domestic violence cases remained hidden due to victims' limited access to reporting channels, despite the government's efforts in establishing P2TP2A and SEJIWA psychological services. The persistently high incidence of domestic violence prompted Farazmand (2009) to advocate for increasing the state's administrative capacity to confront unforeseen challenges. This article examines Indonesia's approach to addressing domestic violence during the pandemic through Farazmand's Administrative Capacity Building recipe, utilizing a descriptive qualitative methodology with a literature study. The analysis reveals a pressing need for preventive services in Indonesia, such as social marketing and the implementation of artificial intelligence (AI) technology in creating applications that can proactively combat domestic violence, aligning with Farazmand's notion of "anticipatory" administrative capacity.

Keywords: administrative capacity; domestic violence; covid-19.

Abstrak

Implementasi kebijakan mitigasi Covid-19 telah menghambat fungsi efektif dari layanan publik. Selama pandemi Covid-19, kasus kekerasan dalam rumah tangga tetap tersembunyi karena akses korban untuk melaporkan terbatas, meskipun pemerintah telah berusaha mendirikan layanan P2TP2A dan SEJIWA. Tingginya insiden kekerasan dalam rumah tangga yang tetap berlangsung mendorong Farazmand (2009) untuk menganjurkan peningkatan kapasitas administratif negara dalam menghadapi tantangan-tantangan tak terduga. Artikel ini menguji pendekatan Indonesia dalam menangani kekerasan dalam rumah tangga selama pandemi melalui resep Pembangunan Kapasitas Administratif Farazmand, dengan menggunakan metodologi deskriptif kualitatif dengan studi literatur. Analisis mengungkapkan kebutuhan mendesak akan layanan preventif di Indonesia, seperti pemasaran sosial dan implementasi teknologi kecerdasan buatan (AI) dalam menciptakan aplikasi yang dapat secara proaktif melawan kekerasan dalam rumah tangga, sejalan dengan konsep "antisipatif" kapasitas administratif Farazmand.

INTRODUCTION

The outbreak of the Covid-19 pandemic in Indonesia has significant implications for social welfare issues. In addition to the increase in poverty rates, this pandemic has caused another serious problem: the rise in violence against women. The findings of a 2020 survey by the National Commission on Violence Against Women (Komnas Perempuan) reflect this trend. According to a report from detik.com (2021), during the pandemic, there has been a 75% increase in violence against women, two-thirds of which are cases of domestic violence, as stated by the Public Communication Team of the National Covid-19 Handling Acceleration Task Force, represented by Dr. Reisa Broto Asmoro. As of the latest data from the Ministry of Women's Empowerment and Child Protection, there were 18,261 cases of domestic violence in Indonesia as of October 2022, with 79.5% of the victims being women (metrotv, 2022).

One of the government's strategies to break the chain of Covid-19 transmission is through the Large-Scale Social Restrictions or PSBB policy, which includes school and workplace closures, restrictions on religious activities, and limitations on activities in public places or facilities. With various restrictions, more people are staying at home.

However, this situation can create various new problems within families, including domestic violence, especially for families whose economies have been affected by the pandemic. The burden on women has also increased as they have to take care of household duties, help their children with learning, and/or find additional income (Susiana, 2020). The increase in stress, family burden, and economic difficulties ultimately triggers domestic violence.

One form of violence against women is domestic violence or violence within the household. In general, violence against women, as defined by Article 1 of the United Nations Declaration on the Elimination of Violence against Women in 1993, refers to gender-based violence that leads to or is likely to result in physical, sexual, or psychological suffering or harm. This includes threats, coercion, and arbitrary deprivation of liberty. On the other hand, domestic violence, as outlined in Law No. 23 of 2004 concerning the Elimination of Domestic Violence (E-DV Law), encompasses any acts perpetrated against someone, particularly women, that result in physical, sexual, psychological, and/or neglectful harm within the household. This includes threats, coercion, or illegal deprivation of liberty within the household

(Article 1 paragraph 1).

The government itself has established P2TP2A (Integrated Service Center for Women and Children Empowerment) under the Ministry of Women's Empowerment and Child Protection (KPPPA) which is spread across 34 provinces in Indonesia as a complaint and empowerment service for women and children as well as the SEJIWA service which is a free psychological consultation service for victims of domestic violence who need it (Kemenpppa, 2020). All of these services are in accordance with the violence handling protocol adopted from the Gender-Based Violence Guidelines developed by the Integrated Service Center for Women and Child Empowerment (P2TP2A) DKI Jakarta, Pulih Foundation, and Joint Service Provider Institutions of KPPPA and UNFPA in 2020. In addition, KPPPA also encourages UPTD PPA or P2TP2A service providers to be proactive in handling cases of domestic violence, which means they should not be passive and only wait for reports to come in (Kemenpppa, 2020). However, the number of domestic violence cases is still high and this high number has not been handled well. What went wrong?

In answering this question, Farazmand (2009) prescribed a concept that there should be efforts to enhance administrative capacity for every country to be able to face unforeseen challenges in the

future. Farazmand (2009), in his article *Building Administrative Capacity for the Age of Rapid Globalization: A Modest Prescription for the Twenty-First Century*, revealed that traditional administrative capacity is not sufficient to face new challenges in the future. There is a need to improve both theory and practice to develop new knowledge and skills and to be oriented towards surprise management in public organizations to face the challenges of the rapidly changing era of globalization. The task of managing government and administration in this era is indeed very complex and challenging, but such capacity is essential to manage quality government and complex public administration systems (Farazmand, 2009). However, Tankha (2009) argues that creating "anticipatory" and "prepared" capacity to face future challenges that cannot be predicted is difficult to implement in developing countries because, according to him, the most important thing for developing countries is to solve the problems they face today to provide the necessary foundation for building future administrative capacity before focusing on developing modern administrative capacity (Tankha, 2009).

The next question for discussion is whether Indonesia is ready to face current issues and future unforeseen challenges. What will be Indonesia's focus in developing its administrative capacity? This article aims

to examine Indonesia's administrative capacity by addressing the issue of domestic violence, which has become a pressing concern during the Covid-19 pandemic, and providing solutions based on Farazmand's (2009) "recipe" for developing administrative capacity.

THEORETICAL FRAMEWORK

Capacity development is a widely discussed concept in public policy and development literature, often linked with state capacity, policy capacity, managerial capacity, and administrative capacity. According to Haque et al. (2021), administrative capacity has become the most crucial dimension of state capacity, shifting from its original role as just one dimension. This recognition has led many developed countries to undertake administrative modernization and reform efforts since the 1950s to enhance their public sector capacity.

Janicke (2002) defines administrative capacity as a functional condition enabling the government to develop and implement programs effectively, solving implementation problems. UNDP (2006) explains it as the ability of individuals and organizations to perform functions efficiently and sustainably. El-Taliawi and Van Der Wal (2019) emphasize its connection to organizational-operational capacity, managing resources to achieve goals during policy implementation.

Effective implementation of

programs and policies is vital for a country's success. Even the most democratic policies lose relevance if the government lacks the capacity to implement them (El-Taliawi and Van Der Wal, 2019).

Farazmand (2009) stresses the importance of building administrative capacity, stating that traditional capacity might not suffice to meet future challenges. New knowledge, skills, and a surprise-management-oriented approach are needed in public organizations to cope with rapid globalization. Managing government and administration in this complex era is challenging, but essential for efficient public administration systems.

However, Tankha (2009) argues that creating an "anticipatory" and "prepared" capacity for unpredictable future challenges is difficult to achieve in developing countries. He suggests focusing on solving current problems as a foundation for building future administrative capacity, rather than immediately pursuing modern administrative approaches.

In building administrative capacity that is ready to face unforeseen challenges in the future, Farazmand (2009) specified it into 2 major steps that can be applied by the government, namely the revitalization of public service and administration and the design of strategic capacity.

Figure 1. Administrative Capacity Building Framework

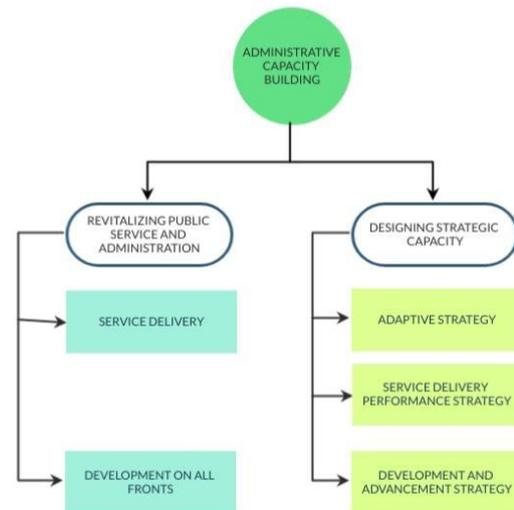
Source: Data processed from Farazmand (2009)

Revitalization of Public Service and Administration

Reviving public service and administration is imperative to tackle crises and governance problems. Regrettably, there has been a global decline in the ability to handle challenges and deliver public services over the past 25 years. Without restoring institutional capacity and legitimacy in public service and administration, we cannot effectively solve global crises or meet future challenges. Revitalizing and reinforcing public service and administration means emphasizing the responsible role of government. Throughout history, two essential functions of public administration stand out: providing public services and continuously striving for development in all areas.

- a. First, the government provides services to the public, including security and non-security services. Security services ensure safety and order, while non-security services aim to promote fairness, justice, and opportunities for individuals and reduce poverty and discrimination. To improve public service, we need to revitalize institutions and engage citizens, ensuring transparency, accountability, and ethical behavior

to prevent corruption.



- b. Second, continuous development is crucial for progress in society. It means striving for better living conditions, supporting sustainable growth, and reducing poverty, disease, and injustice. Development also helps to tackle crime, insecurity, terrorism, conflict, and war.

Designing Strategic Capacity

Creating a macro strategic capacity to handle policies and administration in a fast-changing era requires implementing three primary strategies with enduring objectives that guide public policy and administration. These strategies include the adaptive approach, service delivery performance strategy, and development and advancement strategy. While they can be adjusted to address evolving societal needs, their fundamental strategic interests remain unaltered.

- a. Adaptive Strategy: The adaptive

strategy has two main parts. First, it involves reacting to changing conditions to improve the government's effectiveness and efficiency in public administration. Second, it goes beyond maintaining the status quo by proactively planning for the future, creating and changing environmental conditions to align with organizational or national goals rather than just responding to external changes.

- b. The Service Delivery Performance Strategy comprises two main spheres: ensuring security through national defense and protection systems, and directly or indirectly providing other public services both domestically and internationally. These two aspects, security and non-security services, are interlinked and mutually reinforce each other. For instance, initiatives aimed at alleviating poverty, enhancing employment opportunities, and improving public health and infrastructure not only contribute to individual security but also boost overall government performance. In the globalized world, these organizational arrangements play a pivotal role in achieving efficient and effective service delivery, which is vital for maintaining system stability

and functionality.

- c. Development and Advancement Strategy: The strategy for development and advancement involves moving beyond adaptiveness and performance. It requires continuous efforts for development, growth, and progress. Developed countries focus on advancing in science, technology, education, and governance and administrative systems. Similarly, developing countries adopt various approaches and strategies to accelerate their development by enhancing existing capacity, acquiring knowledge and technology, and strengthening human resources and organizational leadership to manage development and improve governance.

METHOD

This article uses a descriptive qualitative method with literature review. Qualitative method is an approach or exploration to explore and understand a central phenomenon based on social issues (Creswell in Raco, 2018). The social issue was obtained by the author from several relevant sources related to the situation of domestic violence in Indonesia and the problems arising from the Covid-19 pandemic. The data obtained were in the

form of words which were then analyzed through a process of interpretation and understanding of the words. The words were then connected to various sources that served as references.

In the literature review stage, a search was conducted for theoretical foundations obtained from secondary sources using content analysis, which is a scientific analysis of the message content of data. The literature review was carried out by examining books, accredited journals, and credible literature that was relevant to the researched problem to obtain written basis and opinions (Nazir, 2013).

RESULT AND DISCUSSION

Revitalizing Public Services and Administration Service Delivery

The government plays a vital role in offering a wide array of public services, encompassing justice, security, and provisions for individuals and private companies. Besides conventional services like healthcare and education, administrative services, including licensing, are governed by administrative process regulations. Service delivery refers to any interaction with the public administration, where customers (citizens, residents, or companies) seek or provide data to manage their affairs or fulfill their tasks (OECD, 2019). These services should be provided in an efficient, predictable, reliable, and user-friendly

manner. With the rapid adoption of information and communication technologies, delivering electronic services proves to be an effective way to reduce costs in terms of time and money for both customers and the government.

Accessibility to public services is ensured.

In addressing issues related to criminal policy, such as domestic violence, in Indonesia there are two approaches: the penal approach or criminal law enforcement which is repressive in nature, and the non-penal approach or without criminal law enforcement which is more preventive (Mubarok, 2016). Dealing with domestic violence through the criminal justice system can be done through the victim reporting the case to the Women and Children Service Unit (UPPA) in several police agencies under the criminal investigation unit (Satreskrim). Meanwhile, the non-penal approach to handling domestic violence is carried out by the government under the coordination of the Ministry of Women's Empowerment and Child Protection (KPPPA).

According to Bonaparte (2012), the implementation of laws protecting women from domestic violence faces several obstacles such as (1) victims withdrawing their complaints for various reasons, such as for the psychological well-being of children or family integrity, victims depending on perpetrators economically, victims being afraid of the perpetrator's threats, and

normative reasons; (2) the lack of evidence caused by victims not directly reporting the case, resulting in difficulties in conducting a medical examination and avoiding children from becoming witnesses. When in normal situations victims are already hesitant to report their cases, in this pandemic situation, efforts to handle domestic violence cases are expected to become even more difficult due to restrictions and fears of Covid-19 or economic difficulties as a result of the pandemic.

In addition to these factors, another factor that affects this issue is the government's lack of firmness in enforcing the law in accordance with applicable regulations, resulting in the frequent release of domestic violence perpetrators (Tirto, 2021).

Development on All Fronts

The importance of development on all fronts is inseparable from the factors that cause domestic violence. Because this issue is very complex with multifactorial causes, it is necessary to develop all sectors to reduce violence. According to the results of the SPHPN in 2016, there are four factors causing sexual and/or physical violence against women committed by partners, including social and economic factors.

In terms of economic factors, women from households with low welfare levels are more likely to experience physical and/or sexual violence. Women from households in

the poorest 25% are 1.4 times more likely to experience sexual and/or physical violence than those in the wealthiest 25%. The economic aspect is the dominant factor in violence against women compared to education. This is also indicated by the occupation of the perpetrators, who are mostly laborers. As we know, labor wages in Indonesia are relatively low, which has an impact on family welfare. This situation has been further exacerbated by the Covid-19 pandemic, which has caused many heads of households to lose their jobs due to massive layoffs.

Social culture is also a factor, and according to the Ministry of Women Empowerment and Child Protection (kemenpppa) in 2018, women who are concerned about potential threats are 1.68 times more likely to experience violence than those who are not worried. Additionally, women living in urban areas are 1.2 times more likely to experience violence than those living in rural areas.

However, it is also important to understand that among the many factors causing domestic violence, equality in the family is the key to stopping it. In addition to developing the economic and social sectors, the government has a duty to educate the public about the concept of equality. The involvement of various parties, including the government, society, mass media, and others, is necessary. This is why the role of the state

in educating its citizens is important. Policies that take into account the conditions of vulnerable groups, especially women, are needed. The government should implement effective and targeted policies for the protection of women, including mental health services, handling and supporting victims of violence, and increasing women's empowerment (kemenpppa, 2020).

Designing Strategic Capacity

Creating a comprehensive macro strategic capacity to handle policies and administration in a fast-changing era entails employing three primary strategies with enduring goals that direct public policy and administration: the adaptive strategy, service delivery performance strategy, and development and advancement strategy. While these strategies can be altered, established, and fine-tuned to address evolving societal needs, their fundamental strategic interests remain unalterable.

Adaptive Strategy

The adaptive strategy comprises two key components: firstly, a responsive approach that adjusts to changing conditions, enhancing the government's capacity and the efficiency of public administration. Secondly, it involves going beyond the current state by proactively devising innovative strategies. Regarding the first, the government itself has established P2TP2A (Integrated Service Center for Empowerment of Women and Children) under the Ministry

of Women's Empowerment and Child Protection (KPPPA), which is spread across 34 provinces in Indonesia as a complaint service and empowerment of women and children. The P2TP2A spread across 34 provinces is a form of government responsiveness, especially the Ministry of Women's Empowerment and Child Protection in addressing cases of violence against women and children. In addition, the government, especially KPPPA, also encourages service provider institutions such as UPTD PPA or P2TP2A to be proactive in handling cases of domestic violence through a mechanism of direct intervention, which means not being passive and just waiting for reports to come, but directly going into the field (Kemenpppa, 2020).

Regarding the second element, the government has also launched the Healthy Mental Psychology Service (SEJIWA) which aims to respond to public concerns in dealing with problems during the pandemic, especially for women and children who are vulnerable to experiencing psychosocial problems such as threatened mental health quality (stress, anxiety, depression, economic pressure). To address this, professional and coordinated handling is needed across services, so SEJIWA was created to provide a platform for the public to get consultation, education, and assistance, especially related to women and children's issues in the midst of the pandemic, including

domestic violence problems (Kemenpppa, 2020). All of these services are in accordance with the violence handling protocol adopted from the Gender-Based Violence Guidelines developed by the Integrated Service Center for Empowerment of Women and Children (P2TP2A) of DKI Jakarta, Yayasan Pulih, and Joint Service Provider Institutions with the Ministry of Women's Empowerment and Child Protection and UNFPA in 2020.

SEJIWA service is an adaptive form of government by providing services that are appropriate to the dynamic environmental conditions, in this case, the presence of Covid-19 which can impact mental health.

Service Delivery Performance Strategy

In delivering services as previously explained, the Government, particularly KPPPA, has made efforts in handling cases of violence by establishing P2TP2A, a mechanism for handling cases, and providing consultation services through SEJIWA. However, this handling protocol for violence cases cannot run smoothly if the public has a lack of knowledge regarding access to these services. Therefore, there is a need for Social Marketing aimed at reaching out to the public, educating them about domestic violence and promoting the Government's program related to the handling protocol of domestic violence cases. Social marketing can be in the form of infographic posters that will be displayed on two different media, advertising billboards and social media. Both

require different designs. By marketing the product through social media, it is hoped to reach more people, considering that there are 140 million Indonesians who use Facebook (suara.com, 2021); 69.2 million Indonesians who actively use Instagram (goodnewsfromindonesia.id, 2020); and 19.5 million Indonesians who use Twitter (kominfo.go.id, 2021). The goal of social marketing is to help victims and potential victims of domestic violence to always be vigilant and prepared for the possibility of domestic violence. It also aims to guide domestic violence victims to the appropriate parties by reporting cases of domestic violence through the KPPPA hotline or P2TP2A and contacting SEJIWA's psychological counseling services.

Development and Advancement Strategy

The key to achieving strategic capacity for development and advancement lies in surpassing mere adaptive levels or performance stages. This entails persistent endeavors towards growth and progress. Advanced nations consistently pursue development in science, technology, education, and other programs that enhance their ability to manage governance and administrative systems. Developing countries, on the other hand, must adopt various approaches and strategies to accelerate the development process. This involves augmenting existing capacities, acquiring knowledge and technology,

investing in human resources, and fostering effective organizational leadership to enhance development governance.

In addressing the issue of domestic violence, the involvement of information technology in policy implementation is necessary. Various services have been provided by the government to handle domestic violence cases. One important aspect to consider is preventive measures to prevent domestic violence from causing physical harm to victims and potential victims. In terms of prevention, the government can utilize artificial intelligence (AI). AI is a simulation of human intelligence modeled in machines found in computers, cell phones, electronic devices, and so on (Nilsson, 2014). AI has the ability to capture and recognize the voice of each person, with their own unique characteristics (Rutkin, 2015). Therefore, AI technology can be used for preventive action as an application that can automatically record when smartphone users emit danger signals. When the warning signal in the application lights up, it will immediately connect to the local P2TP2A, so that domestic violence can be prevented quickly.

CONCLUSION

The surge in cases of domestic violence during the Covid-19 pandemic requires the government to reflect on and improve the shortcomings of its public

services and administration. Farazmand (2009) argues in his article *Building Administrative Capacity for the Age of Rapid Globalization: A Modest Prescription for the Twenty-First Century*, that anticipating administrative capacity is necessary to face future challenges by providing two main prescriptions: revitalizing public services and administration, and designing strategic capacities. Regarding the first, the Indonesian government has not been able to enforce policies based on existing laws, making it difficult to address the issue of domestic violence. Meanwhile, to create strategic capacity, the government has established P2TP2A in 34 provinces, implemented outreach mechanisms and counseling services through SEJIWA. However, there is a need for preventive services that will be useful for the public in addressing domestic violence through social marketing and the utilization of artificial intelligence (AI) technology to create applications that can prevent domestic violence as an "anticipatory" administrative capacity, as referred to by Farazmand. However, the implementation of AI may face its own challenges when applied in Indonesia, which is a developing country with a relatively high level of inequality. This presents a challenge for the government to build its administrative capacity in dealing with the increasing cases of domestic

violence during the pandemic.

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