

COLLABORATIVE GOVERNANCE IN ADDRESSING CHILD SEXUAL VIOLENCE: A CASE STUDY OF MAKASSAR CITY, INDONESIA

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Abstract

This study studies governance dynamics collaborative in handling cases of sexual violence against children in Makassar City, Indonesia. Using a qualitative case studies approach, data collected through interviews, reviews documents and observations involving five Main institutions: Technical Implementation Unit for the Protection of Women and Children (UPTD PPA), Makassar City Police (Polrestabes), Social Services, Health Services, and Legal Aid Institute (LBH Makassar). Findings show that collaboration plays a crucial role in ensuring integrated services for the victim. Strengthening factors collaboration covering willingness For compromise, effective communication, commitment, mutual trust, sharing information, exchange knowledge, and decision making risk together, as described by Schöttle et al. (2014). However, the challenges such as sectoral ego, bureaucratic rigidity, limited funds, and poor coordination consistently hinder optimal results. This study concludes that strong leadership, clear division roles and digital systems references are very important to increase coordination and protection of victims.

Keywords: Governance collaborative, violence sexual to children, Makassar, multi-stakeholder collaboration Schöttle model

INTRODUCTION

Early childhood is an important period that becomes the initial foundation for the future of a child's life. nation. By Because That, need existence effort For prepare generation successor so that grow and develop optimally, including moral, physical or motoric, cognitive, language, and social-emotional aspects. Child need guarded, protected, as well as supported in develop talent And its potential according to their interests. Families and the state have a responsibility to pay special attention to children's growth and development (Lewoleba , KK, & Fahrozi , MH, 2020).

According to Law Number 23 of 2002 concerning Child Protection, Article 1 Paragraph 1, a child is defined as an individual who has not reached the age of 18 years, including those who are still in Content. Every child has the right to receive equal treatment regardless of economic, social, racial, or other background. Child protection encompasses all efforts aimed at ensuring their safety and rights. Children have the right to protection so they can live, grow, develop, and participate optimally in accordance with human values, and to be protected from violence, exploitation, and discrimination.

In addition, Law Number 23 of 2002 in Chapter III Article 13 stipulates that every individual Which responsible answer on parenting child own obligation For protect they. However, in reality, many children still experience violence, both from their parents and those around them. In fact, some parents are unaware that their children are victims of violence from other family members. This situation demonstrates that many parties are still unable to fulfill their roles and responsibilities in protecting children.

Wrong One form violence Which often experienced children is violence sexual. Based on data UNESCO in Fitriani (2016), case violence sexual to child covers around 50%-62% of the whole case violence Which happen. In a way general, violence sexual involving child in various activities sexual in where they only made into as object satisfaction need perpetrator. Perpetrator This violence can be an adult, an older child, or an individual with a more mature understanding of activity sexual as well as own strength more big compared to victim (ECPAT in Noviana, 2015).

The complexity of handling cases of sexual violence against children requires multi -actor collaboration. Because a number of reason fundamental. First, problem This need approach multi -disciplinary that includes legal, health, psychological, and social aspects. Second, the limited resources and capacity of each institution in handling cases comprehensively. Third, effective coordination is needed to prevent program overlap and optimize treatment outcomes. Fourth, an integrated referral system is crucial to ensure victims receive holistic services.

Challenges in building effective collaboration include coordination and role sharing. And not quite enough answer, as well as alignment procedure Work between institutions. Obstacles like ego Sectoral differences, differences in program priorities, and budget constraints often hamper the implementation of cooperation.



Because That, required joint effort To create synergy Which is strong And ensure every The parties have the same commitment to achieving the goal of handling cases of sexual violence against children.

From a Public Administration perspective, collaboration is a very relevant approach to address complex public problems or what are often referred to as wicked. problems. This collaboration involves a process in which various stakeholders work together to formulate and implement solutions on public problems which No can be completed in an optimal way by One institution only. Ansell and Gas (2008) define collaborative governance as an arrangement which involves one or more public institutions together with non-governmental parties in the decision-making process collective that is formal, consensus-based, and deliberative. The purpose of the process This is to design or implement public policies and manage public programs.

Previous research has extensively discussed actor collaboration, with similarities in the qualitative research method family. However, each study differs in its approach and theory. Like previous research, this study also focuses on analyzing collaboration between actors in addressing a societal problem. However, this study differs in that it utilizes the Collaborative Theory. by Schottle, Hagsheno and Gehbauer (2014) who explained the strongest factors that most influence collaboration, including: Willingness to compromise, communication, commitment, mutual trust, information exchange, knowledge sharing, and a shared willingness to take risks. This study uses qualitative methods to examine and assess the collaborative process of actors in handling cases of sexual violence against children in Makassar.

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

Emerson et al. (2012): collaborative governance regime and dynamic processes.

Collaborative Theory Governance explains that the collaboration process involves several interrelated stages that form a dynamic cycle. First, the dynamics of collaboration encompass the implementation of collaboration as seen from three main aspects: the mobilization of shared principles, shared motivation, and the capacity to take joint action. These three aspects form the foundation for effective collaboration between the involved actors. Second, collaborative action is the stage where various activities and interactions between actors are carried out directly. Each collaborative action has a temporary impact that then re-influences the dynamics of collaboration and shapes long-term results. Third, the impact and adaptation in the collaboration process refer to the results that emerge during the implementation of the collaboration. In this stage, there are two types of impacts: expected impacts (*small wins*), which are positive results that provide encouragement and enthusiasm for actors to continue collaboration, and unexpected impacts, such as the emergence of obstacles or barriers in the implementation of collaboration that require adaptation from all parties involved.

Ansell & Gash (2008): preconditions, institutional design, leadership, and dialogue.

Ansell and Gash in their journal Collaborative Governance in Theory and Practice compile a collaborative governance model based on results analysis to various literature. The model summarizes four variables the main thing that becomes foundation in the collaboration process, namely initial conditions, design institutions, leadership facilitative, and collaborative processes. First, the initial conditions own role are important before the start of the collaboration process because at the stage This there are various factors that can become supporters or inhibitors in building Work The same between stakeholder interests and between institutions and organizations. Second, design institutional covers rules and protocols that become the basis for implementation collaboration. This design must be inclusive and transparent in nature so that all parties can participate in an effective and equal way in the process of decision making. Third, facilitative leadership becomes an important element because in the collaboration process conflicts often appear, differences in interests, or high levels of distrust among the parties involved. Therefore, it is necessary capable leader accepted by all parties, trusted, and play a role as a reliable mediator to maintain balance and direction Work together. fourth, collaborative process covers a series of steps like face to face dialogue face, development trust, commitment towards the process, creation understanding together, until achieving middle class results that become the basis for achieving objectives together. Through this process, collaboration can produce strategic plans as well as decision-based agreements that reflect the commitment of all over parties involved.

Ansell and Gash's theory on collaborative governance provides a comprehensive framework for understanding interactions between public institutions and non-state stakeholder interests. With notice initial conditions, design institutions, leadership facilitative, and collaborative processes, theory This helps in formulating effective strategies for collective decision making in the context of modern government.

Schöttle et al. (2014): seven reinforcing factors — compromise, communication, commitment, trust, transparency, knowledge sharing, and risk-taking.

Collaborative Theory of Schöttle et al., (2014) became references in several studies as implemented by Yulianti Rianamasri (2024) Collaborative Governance in Resolving Safety Problems at Railroad Crossings Fire in Bandung City., Agustina Febri Yeni and Pradana Galih Wahyu (2023) Collaborative Governance in the Development of Study Programs Outside the Main Campus of Surabaya State University in the Regency Magetan., Ramadhani Nabilla Putri (2024) Collaborative Governance in Prevention of Efforts Mining Illegal Pasil in the Brantas River Area in the District Ngronggot Nganjuk Regency.



Previous Research

Several previous studies have provided important insights into collaborative governance and multi-actor cooperation in addressing social issues in Indonesia, including child protection. Research conducted by Arrozaq (2016), Dewi & Sudarmo (2023), and Anjaya & Prasetyo (2019) demonstrates that collaboration between government institutions and civil society organizations is a key element in the successful implementation of public policies, particularly in addressing complex social issues. These studies emphasize that successful collaboration requires shared commitment, inclusive institutional design, and leadership capable of building trust and facilitating collective decision-making.

More specifically in the context of child protection, Saragih (2024) found that collaborative practices in handling sexual violence against children in Tanjungpinang City still face various obstacles, such as budget limitations, lack of human resources, and minimal education and outreach regarding child protection to the community.

Similar findings were also seen in previous research in Makassar City, where even though cross-institutional coordination had been carried out regularly, cooperative governance had not been running optimally due to bureaucratic fragmentation and uneven implementation capacity.

However, there is a significant research gap. Most previous studies have focused on general descriptions of inter-agency coordination mechanisms, and few have explicitly analyzed collaboration processes through Schöttle's theoretical framework. et al. (2014). Focus on variables such as willingness to compromise, information exchange, trust between actors, and shared risk-taking has not been explored in depth in the context of addressing child sexual violence. Yet, these elements play a crucial role in determining the success of collaboration in the field.

Therefore, this study attempts to fill this gap by applying Schöttle's collaborative perspective. et et al. (2014) to analyze the dynamics of collaboration between the UPTD PPA, law enforcement officers, health agencies, and legal aid institutions in Makassar City. With this approach, the research is expected to provide a more comprehensive understanding of how trust, role allocation, communication, and shared commitment contribute to the effectiveness of handling cases of sexual violence against children in an urban context.

THEORETICAL FRAMEWORK

Based on the description above, the theoretical framework of this research can be formulated as follows: Collaborative Governance Theory (Schöttle et al., 2014)

Collaboration among institutions is understood as a process shaped by willingness to compromise, build trust, communicate, share information, and take risks together to achieve shared goals. In this research context, collaboration between UPTD PPA, Polrestabes Makassar, Dinas Sosial, Dinas Kesehatan, and LBH Makassar is viewed as a structured and strategic effort to handle child sexual violence cases effectively through synergy and mutual support.

Inter-Agency ooperation Perspective in Public Service Delivery

Public services—especially in sensitive and urgent cases such as child sexual violence—require multistakeholder cooperation. This perspective explains how coordination, division of roles, and standard operating procedures between government actors and civil society organizations shape the efficiency and effectiveness of case handling. It strengthens the view that fragmentation or sectoral ego may hinder integrated service delivery if not supported by strong institutional commitment.

Child Protection Governance Approach

The handling of sexual violence against children is seen not only as service delivery, but as part of a state obligation to ensure children's rights to safety, justice, and recovery. Each stakeholder—health, law enforcement, social services, and legal assistance organizations—functions as a rights-based protection system, emphasizing rehabilitation, legal protection, and long-term recovery for victims.

METHODOLOGY

This research uses a qualitative approach with a case study method, focusing on the dynamics of collaboration between actors in handling cases of sexual violence against children in Makassar City. A qualitative approach was chosen because it allows researchers to gain a deeper understanding of the collaboration process, coordination challenges, and the roles of each institution within the social, bureaucratic, and child protection contexts. The Makassar City case study is considered relevant because this region has a relatively high rate of cases of sexual violence against children and involves a variety of actors in its handling mechanisms.

The research location was determined in Makassar City, South Sulawesi, specifically agencies and institutions that handle sexual violence against children. This location was selected based on two considerations. First, Makassar City has empirically shown an increase in cases of sexual violence against children, necessitating an effective collaborative model. Second, Makassar City has an integrated service structure involving government institutions and legal aid organizations, providing a rich analytical space for the implementation of collaborative governance.

The research subjects consisted of various actors who played a direct or indirect role in the case handling



process, including: 1) UPTD PPA Makassar City as service coordinator; 2) Law enforcement officers (Makassar Police); 3) Social workers from the Department of Social Services; 4) Health workers from the Health Service; 5) Representative of LBH Makassar as legal advisor; 6) Community leaders or the victim's family to see the perspective of the service recipient.

Data collection techniques included four main methods. First, in-depth interviews with key informants to explore experiences and the dynamics of collaboration between actors. Second, participant observation of service processes, coordination, and victim assistance. Third, document review of service standard operating procedures (SOPs), child protection regulations, case reports, and technical guidelines from relevant agencies. Fourth, analysis of media and official agency reports to strengthen the empirical findings.

The data analysis technique was conducted inductively using an interactive analysis approach, which includes data reduction, data presentation, and conclusion drawing. The analytical framework uses Schöttle's collaboration theory. et et al. (2014) which includes indicators of willingness to compromise, communication, commitment, trust, information exchange, knowledge sharing, and shared risk-taking. The analysis process was carried out by categorizing field findings thematically and then linking them to a theoretical framework to interpret the effectiveness and challenges of inter-institutional collaboration.

With this methodology, the research is expected to provide a comprehensive picture of how collaboration between actors in handling cases of sexual violence against children in Makassar City is not only an administrative procedure, but also part of a child rights protection mechanism that involves commitment, trust, and cross-institutional coordination.

RESULTS AND DISCUSSION

Reinforcement Factor

Compromise: Interviews indicate that relevant actors actively align their roles and responsibilities to form a collective agreement in handling cases of sexual violence against children. The Head of the Makassar UPTD PPA Rapid Response Team (TRC) emphasized that each Regional Apparatus Organization (OPD) carries out its duties collaboratively (e.g., the Health Office conducts medical examinations and physical recovery of victims, the Social Service provides long-term rehabilitation, the Makassar City Police conducts investigations, and the Makassar Legal Aid Institute (LBH Makassar) assists in the legal process) as "our shared responsibility." Statements from Makassar City Police investigators also underscored the importance of coordination for aligning legal procedures, for example, by exchanging counseling reports from the UPTD PPA and social reports from the Social Service to ensure complete case files. Similarly, the Social Service stated that they must coordinate in providing long-term social rehabilitation services to victims, even caring for victims from 2015 until recovery. Overall, this coordinated division of roles between institutions allows for comprehensive and effective victim care and strengthens synergy within the collaborative team.

Communication: Field findings indicate that communication between actors in handling child sexual violence cases in Makassar City is open and structured. Formal communication procedures include the use of shared WhatsApp groups, phone calls, official letters, and face-to-face meetings when necessary. The Head of the TRC UPTD PPA explained that with the centralized WhatsApp group, every time a new case arises, relevant agencies are immediately informed and invited to participate. Officers often contact partners by phone or visit partner offices (LBH, Polrestabes, Social Services, etc.) to coordinate victim handling. Representatives of the Makassar Polrestabes and LBH Makassar echoed this sentiment, confirming that inter-agency communication is primarily via phone and text messages, with direct coordination only occurring when urgent or necessary (for example, referring victims for psychological examinations). The Health Service added that their routine communication also runs smoothly via chat. WhatsApp and phone calls are used whenever new cases emerge. Communication intensity increases when there are urgent cases requiring swift action, while regular communication is maintained to ensure all parties remain informed.

Commitment: Commitment between parties has been proven to be very high in handling cases of sexual violence against children. Informants revealed that all agencies have been bound by an official cooperation agreement (MOU) to align vision and strengthen coordination. The Head of the TRC emphasized that all OPDs (Social Services, Health Services, City Police, Makassar Legal Aid Institute) have "agreed through an MOU or cooperation agreement... to unify the vision so that the process of handling sexual violence can be involved by all." In practice, the Makassar City Police also demonstrated a strong commitment by measuring the success of cases based on the achievement of the court stage (P-21) and the final verdict for the perpetrator. Furthermore, the Health Service stated that it has an MOU with DP3A, Social Services, and City Police as a legal basis that binds the commitment between agencies. With this formal agreement framework, various parties affirmed their willingness to contribute fully—both in providing resources and professional staff—despite the challenges faced in the collaborative process.

Trust Mutual trust between actors is a strong foundation for collaborative efforts in addressing child sexual violence. The primary strategy for building trust is regular communication and coordination. The TRC Chair emphasized that they "regularly communicate and coordinate with partners" so that all assistance (counseling, rehabilitation, legal assistance, etc.) can be delivered effectively and build trust. Furthermore, informants noted that maintaining the confidentiality of victim data is a crucial step in strengthening trust; for example, a Social



Services officer stated that victims' personal information is only known to those directly involved. Good initial communication is essential: a Legal Aid Institute (LBH) representative stated that they begin coordination on child cases with direct communication, ensuring psychological and social assessments before proceeding with joint handling. The City Police (Polrestabes) also acknowledged that maintaining effective communication is crucial to prevent a dent in trust in partners. Thus, trust between agencies is strengthened through open information, active coordination, and accountability for actions (e.g., through transparent reporting mechanisms). The resulting environment allows collaboration to proceed without undue suspicion, ensuring that all parties are confident that their partners will carry out their responsibilities effectively.

Exchange Knowledge: The exchange of knowledge and information between agencies is considered very important but has not been optimally implemented. Research results show that, in general, the flow of information exchange has been running intensively according to procedures; case information is conveyed routinely based on operational standards, so that treatment decisions are based on accurate data. However, various obstacles reduce its effectiveness: sectoral egos, delayed responses Inter-agency communication and the lack of utilization of shared information have resulted in collaboration not being fully effective. Consequently, transparency and information exchange indicators have not been fully implemented optimally.

Challenge

Inter-agency collaboration in handling cases of sexual violence against children in Makassar City still faces a number of complex obstacles. One major issue is **sectoral egotism**, where each agency tends to work independently according to its mandate and authority. This attitude leads to suboptimal coordination and often leads to overlapping tasks in the field. However, handling cases of sexual violence against children requires cross-sectoral synergy to ensure victims receive comprehensive protection and recovery.

Furthermore, there are **limited resources**, both in terms of budget and the number of professionals such as psychologists, social workers, and child counselors. These limitations result in delays in case handling and less than optimal support for victims. In some cases, relevant institutions have even had to compromise on the division of roles because not all have adequate resource capacity.

Further obstacles arise in the form of lengthy and complex bureaucratic procedures. Inter-agency reporting and referral systems often take a long time due to multiple administrative mechanisms. As a result, service delivery, particularly counseling and social rehabilitation, is hampered and unresponsive to victims' emergencies. This is exacerbated by overlapping policies and a lack of system integration between agencies. In addition to coordination and administrative barriers, data inconsistencies also arise between social institutions and legal institutions. Differences between social reports and the investigation reports (BAP) from law enforcement officers often cause confusion and delay the investigation process. This data inconsistency is an indicator of weak communication and information exchange between the actors involved.

All of these obstacles illustrate that collaborative efforts in addressing sexual violence against children still require strengthening communication, shared commitment, and integration of inter-agency work systems. Without concrete steps to address sectoral egos, strengthen resources, simplify procedures, and standardize data across institutions, the effectiveness of collaboration in child protection will be difficult to achieve optimally.

Leadership Role

In handling cases of sexual violence against children in Makassar City, the UPTD for the Protection of Women and Children (PPA) plays a facilitative role, leading the way and ensuring effective coordination and monitoring of each case. As an institution under the auspices of the Makassar City Women's Empowerment and Child Protection Agency (DP3A), the UPTD PPA is not only tasked with receiving reports and assisting victims, but also plays a crucial role in aligning efforts between relevant agencies, such as the Makassar Police, the Social Services Agency, the Health Agency, and the Makassar Legal Aid Institute (LBH).

As a facilitative leader, the UPTD PPA ensures that each institution fulfills its role according to its capacity and responsibilities, and maintains harmonious coordination between parties. This facilitation function includes developing cooperation mechanisms, holding coordination meetings, and monitoring the legal process and victim rehabilitation. Thus, the UPTD PPA serves as a control center connecting all stakeholders to ensure integrated case handling and victim-centered interests.

Implications Policy

Based on the results of research on actor collaboration in handling cases of sexual violence against children in Makassar City, there are several **policy implications** that need to be considered by the local government and related institutions so that the effectiveness of case handling can be increased sustainably.

First, an integrated Standard Operating Procedure (SOP) is needed across agencies to clarify the coordination mechanism and workflow in handling cases of sexual violence against children. This SOP is crucial for unifying the steps taken by the UPTD PPA, the Social Service, the Health Service, the City Police , and the Makassar Legal Aid Institute (LBH Makassar) to prevent overlapping roles or delays due to differing procedures between agencies . With uniform guidelines, each agency can work synergistically to support the protection and recovery of victims.

Second, the development of an integrated digital referral and online case tracking system is needed. This system



will allow involved agencies to share real- time data on the victim's condition, the stage of treatment, and ongoing legal follow-up. The use of information technology is expected to reduce data inconsistencies between social and legal reports and expedite the service process for victims.

Third, the government needs to reallocate and optimize budget allocations to strengthen trauma recovery and social reintegration programs for victims. Limited resources have been a major obstacle to providing long-term support. Adequate budgetary support will ensure victims receive not only emergency services but also ongoing assistance to help them adapt socially and psychologically.

Furthermore, capacity building is a crucial step in strengthening policy implementation. Intensive training is needed for field workers and paralegals to equip them with the skills to handle cases sensitively involving children. This includes empathetic communication skills, trauma management, and an understanding of human rights-based child protection principles.

Finally, it's necessary to establish public awareness programs focused on increasing community participation in preventing and reporting cases of sexual violence against children. Educational campaigns through social media, schools, and community settings can foster a culture of caring and strengthen social networks for early detection and response to cases of violence.

CONCLUSION

The research results show that the implementation of collaborative governance in handling cases of sexual violence against children in Makassar City has had a positive impact on improving child protection. Through coordination between the UPTD PPA, the Makassar City Police, the Social Service, the Health Service, and the Makassar Legal Aid Institute (LBH Makassar), the victim care process has become more integrated and responsive. This collaboration has successfully created a mutually supportive working mechanism between institutions, particularly in the areas of legal assistance, psychological recovery, and social rehabilitation for victims.

However, effective collaboration still faces institutional barriers and resource constraints . Sectoral egos, lengthy bureaucratic procedures, and a lack of budget and professional staff are factors that hinder optimal case handling. These obstacles demonstrate that inter-institutional cooperation still needs to be strengthened through a more open and integrated coordination system.

multi- stakeholder collaboration in this context depends heavily on sustained commitment, shared trust, and transparent coordination among stakeholders. These three aspects are the main foundation for building synergy between institutions to ensure the comprehensive achievement of the common goal of protecting children from sexual violence.

Therefore, future policies need to focus on integrating digital-based services that enable rapid and accurate information exchange between institutions, as well as strengthening collaboration mechanisms through the development of integrated standard operating procedures (SOPs), human resource capacity building, and sustainable budget support. This will enable more adaptive, efficient, and victim-centered collaboration to ensure children's rights in Makassar City.

Recommendation For Future Research

This research provides an in-depth overview of actor collaboration in handling cases of sexual violence against children in Makassar City. However, to broaden understanding and enrich scientific studies in the field of collaborative governance, several future research directions can be developed.

First, a comparative analysis is needed between Makassar City and other cities in Indonesia, each with its own distinct social and institutional characteristics. This comparison is crucial for identifying variations in the effectiveness of collaboration, coordination models, and management strategies implemented by each local government. This will allow for the identification of best practices . *practices*) that can be adapted to strengthen child protection systems in various regions.

Second, future research should incorporate quantitative approaches to more objectively measure collaborative outcomes, for example by assessing victims' levels of psychological recovery, speed of case resolution, or recipient satisfaction. These measurements would complement qualitative findings with measurable empirical data, allowing for a comprehensive evaluation of the effectiveness of inter-agency collaboration.

Third, it is crucial to develop research that directly includes the voices of children and victims in the process of assessing service effectiveness. Victims' perspectives will provide a more humane and contextualized understanding of the extent to which protection services truly meet their needs. This participatory approach can also help design more inclusive and victim-centered policies.

By expanding the scope of research towards cross-regional comparisons, quantitative approaches, and direct involvement of beneficiaries, it is hoped that subsequent research will be able to make a greater contribution to strengthening collaborative governance and child protection policies in Indonesia.

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TPM Vol. 32, No. 4, 2025 ISSN: 1972-6325 https://www.tpmap.org/



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