

## Collaborative Process for Preventing Violence Against Women and Children in Makassar City

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### ABSTRACT

*This research aims to find out and describe how the collaboration process is structured in the process of preventing violence against women in the city of Makassar. Through good collaboration between the government, NGOs, communities, and victims, it is hoped to create an environment that is safe and free from violence against women and victims. Children in the city of Makassar. The research method used is a qualitative approach with data collection techniques through interviews and document review. The research data was then analyzed in the phases of data reduction, data presentation, and conclusions. One of the indicators used is the collaborative process. The results of this research have shown that the collaboration process under collaborative governance did not operate optimally and was not fully effective, although several indicators were met, such as in building cooperation in the implementation of the prevention of violence against women and children in the city of Makassar, stakeholders meet regularly every quarter, particularly in the form of coordination meetings. In addition, cooperative governance is implemented with sustained commitment and the government participates in supporting violence prevention, particularly in the form of budget and infrastructure support. However, this research shows that there are still indicators that are not met and thus hinder the success of the cooperation. The regulations issued by the mayor are still in the finalization phase, and there is still an increase in violence against children. Based on the research results, the researchers suggest to the government the need for monitoring and evaluation to strengthen the role of the private sector, academia, business, NGOs, mass media, and society to enhance commitment and improve coordination between the realized.*

### Introduction

In the last decade, violence against children has been one of the social phenomena that continues to increase, both quantitatively and qualitatively. Recently, the phenomenon of violence against women and children has increased both quantitatively and qualitatively. However, some of the published figures are only the number of cases reported or cases received by service and protection institutions. Ironically, social environments such as families and schools that are supposed to protect children are actually contributing to the increasing level of violence against children and women (Suradi, 2013). In Indonesia, violence data

recorded 23,901 cases from 38 provinces in Indonesia. The most cases of violence, namely 1131 cases of violence were in South Sulawesi, 670 of which were cases of violence against children and women spread across 24 cities/districts.

Meanwhile, specifically in Makassar City, there are 488 cases of violence against women and children were recorded in 2022, which is the highest number of cases among the 24 cities/districts in South Sulawesi. Of these, 200 were cases of violence against children. From these cases, there was an increase in violence against women and children of 18.16% in 2022 compared to 2021.

Various types of violence, such as rape, sexual harassment, and domestic violence often occur and have a negative impact on victims and their families. Sexual violence against women is not the same as other criminal offenses (Sumera, 2013). Sources of violence can come from various sources, one of which is from gender assumptions, which define violence as gender violence due to inequality between power and power in society (Narwoko & Suyanto, 2013). (Narwoko & Suyanto, 2005).

The government has enacted a law on child protection, namely Law No. 35 of 2007 and Law No. 21 of 2007, which discusses the Eradication of Trafficking in Persons (PTPPO). (Puspitasari & Rodiyah, 2022).. The Makassar City Government Policy related to child protection has been explained in Makassar City Regional Regulation No. 4 of 2017, which discusses the Regional Medium Term Development Plan (read: RPJMD) for 2014-2019 and Regional Regulation No. 5 of 2018 concerning child protection (Anasiru, 2011).

Basically, everything that results from an act of violence is an act that results in psychological, sexual, emotional, physical, and material damage (Arif Sipahutar, 2022). Child protection is a measurable way to prevent and stop violence, exploitation, and inappropriate treatment of children such as sexual exploitation for commercial purposes, child trafficking, child labor and traditions that endanger children such as female circumcision and child marriage (Hidayat, 2021). Solutions offered to solve the problem of violence against women have also been carried out by various groups, both community organizations and government organizations.

In solving the problem of violence against children and women, collaboration is an exciting challenge and offer to do. With good collaboration between the government, NGOs, communities, and victims, it is hoped that an environment that is free and safe from violence against women and children in Makassar City can be created. This research was conducted to find out and analyze the process of actor collaboration in the prevention of violence against women and children in Makassar City. This research is very supportive of efforts to prevent violence, especially in the city of Makassar, which is the city/district that has the most cases of violence in South Sulawesi, so success depends on the commitment of government officials at various levels. The participation of NGOs and the community is significantly dependent on law enforcement (Tenri et al., 2013).

The Regional Technical Implementation Unit for the Protection of Women and Children in Makassar city should be able to reduce the number of violence against

children and women. However, the fact is that the level of violence is still relatively high. This shows that there are obstacles in terms of policy implementation including the extent of involvement of the elements involved in preventing violence against women and children in Makassar city. Given the importance of the efforts that the government must make, NGOs, communities, and other partnerships in handling and preventing violence against children and women. It is hoped that this collaboration supported by many parties will increase the space for cooperation, institutional development and network formation in dealing with violence against children and women in Makassar (Sulaiman, 2021). With good collaboration between the government, NGOs, and the community, it is hoped that a safe and violence-free environment can be created for women and children in Makassar City.

In this study, the problem-solving approach was carried out using the theory by Ansell & Gash that developed a collaborative governance model with four main variables: starting conditions, institutional design, leadership, and collaboration processes (Ansell & Gash, 2008).

The researcher chose the theory of the collaboration process because she saw comprehensive and appropriate elements used to solve the problem. The collaborative process is the most crucial component of collaboration (Arundinasari, 2022). Collaborative process theory, also known as collaborative governance Regime (CGR), explains the dynamic and cyclical collaboration process. This process produces a temporary impact before creating the main implications and then adapting to the temporary impact. Before leading to the main impact and adaptation to the temporary impact. With good collaboration between the government, NGOs, communities, and victims, it is hoped that a safe and accessible environment for violence against women and children can be created in Makassar City.

Several studies have discussed collaboration to prevent violence against women and children, one of which is the research on Actor Collaboration in Handling Violence Against Women in Aceh Tamiang District, this study aims to analyze violence against women in Aceh Tamiang District. The results showed that the communication built by the Office of Village Community Empowerment, Women's Empowerment, and Family Planning still needs to be improved.

In addition, the importance of academic involvement in providing opportunities for women victims of violence to continue their education to a higher level (Sari et al., 2021). Another study that discusses the same thing, namely Collaborative Governance in the Prevention of Child Violence in Bojonegoro Regency, the results of this study indicate that the collaboration of actors in the prevention of violence against children in Bojonegoro Regency has not run optimally and has not been fully effective and there are still several indicators that have not been met.

The novelty of this research from previous research lies in the locus and focus of research, as for the locus of this research, namely at the Integrated Service Center

for Women and Children Empowerment and at the Makassar City Child Empowerment and Protection Office.

The importance of this research is to find out and analyze how the process of actor collaboration in preventing violence against women and children in Makassar City. The results of this research can also serve as a reference for the government and all those involved in preventing violence in order to maintain and build the government's capacity to implement and work together in reducing the problem of violence against women and children.

## Literature Review

### *Collaborative Governance*

Collaborative governance is the right instrument to use in addressing a problem. Because collaborative governance creates "shared ownership" of the problem. Different factors have different ways of looking at a problem. Creating an understanding of the roles of actors is problematic. To ensure that all parties have the same understanding of a problem, actors function as mediators in formulating a shared understanding of a problem (Ansell, 2011).

The collaborative governance model approaches four main variables: starting conditions, institutional design, leadership, and collaboration process. The four variables are further divided into several sub-variables (Ansell & Gash, 2008) which are as follows:

The first variable: the collaboration process, begins with the existence of power resources, knowledge asymmetry or conditions between actors with different resources. Then, the prehistory for cooperation or conflict (initial trust level) which is the history of previous conflicts between actors that affect the level of trust. The imbalance of resources and the previous history of conflict between the actors affect the incentives for participation. At this point, the incentives for and constraints on the participation of collaboration leaders should embrace all parties involved.

The second variable, institutional design, relates to the rules and protocols of the collaboration. Institutional design is critical to establishing the legitimacy of the process in a collaboration. (Ansell & Gash, 2008). Institutional design consists of a description of the actors who will be involved in the collaboration process. The third variable, facilitative leadership, is significant in encouraging stakeholders to work together and foster a passion for collaboration.

The practice of collaboration is carried out through several stages, Ansell & Gash (2008) divide the stages of the collaboration process as follows:

- a. Face-to-face dialogue: The collaborative governance process starts with a face to face dialogue with all stakeholders involved. This face to face dialogue is critical to determining opportunities and group benefits, so it is a hallmark of process-oriented collaborative governance.

- b. Trust building Collaboration is an effort by stakeholders to trust each other, not only for negotiation purposes. The collaboration process must start with building trust.
- c. Commitment to process In the collaboration process, commitment is defined as the desire or motivation of the participants to participate in the collaboration governance. To avoid the risks that exist in the collaboration process. Then stakeholders must be seriously committed.
- d. Shared Understanding In a collaborative process, each actor must have the same perception of how to achieve the process goals, which means stakeholders must agree on what they can achieve together.
- e. Intermediate outcomes in the collaboration process are outputs which are the results of the process that achieve the goals, the benefits of the collaboration and the few wins from the collaboration.

### *Violence Against Women and Children*

According to the World Health Organization (WHO) that violence is an act of physical force and threat of force against oneself, an individual or a group of people or a community that causes death, psychological harm, trauma, and developmental abnormalities or deprivation of physical strength and power. It also includes physical, psychological, sexual, emotional abuse and lack of attention.

In almost all countries, violence is considered a recurring and increasing problem. Violence against children (*child abuse*) also known as violence against children is an event where people who should be responsible for protecting children against physical, and mental abuse, which will be a threat to the health and well-being of children (Hartanti & Salsabila, 2020).

### *Forms of Violence Against Women and Children*

Physical, psychological and sexual violence can be a form of violence experienced by every child. Here are some types of violence that can be experienced by children including (Kurniawansyah & Dahlan, 2022):

- a. Physical Violence  
Physical violence usually perpetrated by children at school includes beating, strangling, banging the victim, and other physical violence.
- b. Psychic Abuse  
Psychological abuse is not like physical abuse because it does not leave a visible mark on the physical body, but psychological abuse includes neglect, terror, and frequent comparisons of things in the child with others, which are usually carried out by teachers, parents, friends and people around who are influential in his life.
- c. Verbal Abuse

Verbal abuse, including insults, cursing and teasing, is a form of violence that is ignored and considered a joke but can affect children's psyches.

d. Sexual Violence

This form of violence includes sexual abuse, harassment, and rape.

## Research Methods

This research was conducted at the Regional Technical Implementation Unit for the Protection of Women and Children in Makassar City. This research uses a descriptive qualitative approach method, which is carried out through research stages in the field, namely including: the stage of research preparation, then data collection, data processing and data analysis, the stage of compiling research results, and the last stage of reporting research results. The initial stage of research preparation is by preparing research instruments in the form of interview guidelines which are then used as a basis for conducting in-depth interviews with research informants. The research instruments were prepared based on the draft research problems that had been found. The collection stage was done through interviews, documentation, and document review. In the form of documents on the strategic plan for preventing violence against women and children in Makassar City, as well as documents on government programs in preventing violence against women and children.

Document review is carried out by conducting an in-depth study of report documents and regulations related to research issues, such as Laws Governing The Elimination Of Domestic Violence and Law No. 35 of 2014 Governing Child Protection. Data processing and analysis of research data can be done by presenting, coding, reducing, and drawing conclusions. The data obtained based on the results of informant interviews is then validated by triangulating the research data. The informants in this study include the Head of the Women's Empowerment and Child Protection in Makassar, the Head of the Women and Children Protection Division, the Head of Technical Implementation Unit for Women's Empowerment and Child Protection (UPT PPA) Makassar, active and inactive shelter managers, parents of victims of child abuse, Makassar Police, and Child Observation Institutions.

Furthermore, the research results that have been processed are analyzed using qualitative analysis described in sentence form. The stage of compiling research results is the stage where research data is processed and compiled according to the analysis carried out. The research result reporting stage is the stage where the research results are compiled and reported on the progress of the research results.

## Results and Discussion

The results and discussion of the research focus are presented with reference to the stages of the collaborative process in the prevention of violence against women and children in the city of Makassar as follows :

### *Face to Face Dialogue*

The initial process in implementing the prevention of violence against women and children is a direct meeting between relevant stakeholders to discuss how to make and establish regulations, how to ensure budget fulfillment, and how to equalize the vision and mission to achieve program goals. The stakeholders in question include the Government, Non-Governmental Organizations (NGO), families and communities, the private sector and the media. Stakeholders play an essential role in the process of preventing violence against women and children. They are individuals, groups, or organizations that have an interest, involvement, or responsibility for this issue. Collaboration and active participation from various stakeholders can help build a holistic and practical approach to preventing violence against women and children.

So that in the process of preventing violence against women and children in Makassar, stakeholders routinely hold meetings and coordinate with the parties involved, as stated in the interview by Hapidah Djalante, who serves as Chairperson of the Women and Children Empowerment Division, in the following quote:

*"To build cooperation, we have coordination meetings with shelters, and there Coordinate meetings with networks and discuss what problems occur. The case may be the same, but the solution is different from one region to another. This coordination meeting is held periodically, namely per quarter"* (interview, August 25, 2023)

In addition, this was also emphasized by Syahbuddin who served as Chairperson of the Women's and Children's Empowerment Division, in his interview as follows:

*"I see that what is done by DP3A is good because it is sustainable, and there are many meetings involving us so that we are helped by the assistance they provide because, indeed this child under the law must be assisted to be easy to do"* (interview, August 24, 2023).

Based on the results of the interview above, it can be understood that in building cooperation to prevent violence against women and children in Makassar, stakeholders have held regular meetings, namely by holding coordination meetings with community shelters and networks to discuss case resolution of existing problems and steps to be taken in overcoming these problems, considering that each case has a different type of problem so it is important to discuss and hold meetings. The meetings are held at the Office of Women's Empowerment and Child Protection, which ensures the rights of children and women so that the fulfillment of these rights needs to be protected.

Apart from that, the Office of Women's Empowerment and Child Protection routinely conducts education and socialization to the community; in this case in Makassar city there is a Makassar city children's forum located in sub-districts and villages. This sub-district is included in the community shelter. The importance of including them in the children's forum is that children can be used as 2P agents,

namely pioneers and reporters, so that by including them in the children's forum, children can be more unrestrained and feel more open to venting with their peers. In addition, each community shelter administrator educates the community, in this case parents with caregivers in the village. Several shelters are the locus for violence prevention that are piloting sexual violence in the online realm. The usual socialization is through social media to appeal to the community.

### *Trust Building*

Trust is one of the elements that must be built thoroughly during the collaboration process. To achieve mutually agreed goals, relevant stakeholders must have a sense of trust in each other (Machruf et al., 2020). To gain the trust of others involved, some stakeholders use different approaches. In this case, the approach is to ensure that stakeholders have the capacity. In addition, it also ensures that activities or programs carried out in the prevention of violence against children and women have benefits. Likewise, shelter administrators are given trust by working voluntarily, and carrying out their roles and functions properly and ensuring that the community can trust them. The task of the Shelter is to continue to educate at the community level related to the prevention of online and online child abuse.

The administrators involved in the Shelter have a high social spirit so they are considered capable of campaigning to the community regarding the prevention of violence against women and children, as it is known that the highest trust in a social community environment is usually community leaders. In addition, by building good trust, appointments are made directly to the tasks and responsibilities assigned based on their respective duties and functions.

### *Commitment to Process*

After direct discussion and trust-building between stakeholders, the implementation of collaborative governance resulted in a commitment to achieve the collaboration goals. All stakeholders involved are committed to the goals to be achieved according to their respective roles in the process of preventing violence. In order to implement collaborative governance with sustainable commitment, the government's involvement in supporting the prevention of violence against children and women in Makassar is in the form of budget support and infrastructure such as cars, although the operational costs provided are still minimal, besides that government support for institutions involved in violence prevention, for example one of the foundations in the city of Makassar has been supported by UNICEF to carry out activities related to prevention such as training funds, Standard Operational Procedure (SOP) Preparation Fund. As stated by arafah who serves as a Technical Officer for the Child Protection Program in collaboration with UNICEF as follows:

*"For budgeting support, each has a budget. The baKTi foundation itself has funds supported by UNICEF to carry out prevention-related activities, such as training funds SOP Development Funds. In terms of the Makassar city government, in this case the Makassar DP3A, they have an allocation of APBD funds to strengthen the*



*Community Shelter. For example, each has a budget to strengthen capacity and coordination for shelter residents” (interview August 23, 2023).*

Meanwhile, from the side of the Makassar city government, in this case Women's Empowerment and Child Protection Office in Makassar, they have allocated Regional Revenue and Expenditure Budget (APBD) funds to strengthen the community shelter. For example, each has a budget for strengthening shelter residents' capacity and coordination. All parties involved have a common goal in preventing violence against women and children.

### *Share Understanding*

The process of collaborative governance requires shared Understanding among stakeholders. In collaborative governance, ground rules are important because they provide legitimacy for stakeholders to act. In efforts to prevent violence against women and children, there is a clear legal basis or rules for collaborating with other parties, namely in The Law Governing Criminal Acts Of Sexual Violence No. 12 of 2022. This Law regulates various forms of prevention of criminal acts of sexual violence, protection, handling and restoration of victims' rights, coordination between the local government and the central government and international collaboration so that the prevention of victims of sexual violence can be carried out effectively. (Law of the Republic of Indonesia, 2022). In addition, the Position, Organizational Structure, Duties and Functions and Work Procedures of the Office of Women's Empowerment and Child Protection have been regulated in Makassar mayor regulation No. 91 of 2016. (Regulation of the Mayor of Makassar, 2016). The description of the duties and functions of each element, it will further clarify the main tasks and functions of each in carrying out their duties.

With more effective law enforcement, stakeholders are expected to enforce stronger laws against perpetrators of violence against women and children, including the handling of cases quickly, reasonably and efficiently at the legal level. However, specifically in Makassar, based on field findings, it can be concluded that in preventing violence against women and children, the city government is still preparing Restorative Justice regulations through mayoral regulations. These regulations will later become a forum for comprehensive resolution for victims of violence.

### *Intermediate Outcomes*

In the implementation of collaboration in the process of preventing violence against women and children in Makassar, there are outcomes expected by stakeholders, namely a decrease in the number of violence, but based on the data obtained, the data on violence is increasing, especially on data on violence against children both physically and sexually, so that the collaboration process

can be said to have not run optimally. This is evidenced by the increase in the number of violence in the past year. As illustrated in the following table

**Table 1.** Data on cases of violence against women and children in 2020-2022

No.	Year	Case
1	2020	467
2	2021	413
3	2022	488

*Source: UPT PPA Makassar, 2023*

According to the Makassar Women and Child Protection Agency (DP3A), there were 488 cases of violence against women and children in Makassar in 2022. This figure is an increase if we compare the number of violence cases that occurred in 2021, which was 413 cases. The occurrence of an increase in the number of cases of violence in Makassar City in 2022 was also explained by one of the informants in this study, namely Arafah, who serves as a Technical Officer for the Child Protection Program in collaboration with UNICEF, in his interview he stated that:

*"The data on violence is now increasing, namely data on child abuse, both physical and sexual violence. However, currently what is experiencing an increase is sexual violence against children. So, with these conditions, it is important to continue to prevent rather than treat, including improving coordination with the stakeholders involved" (Interview, August 24, 2023).*

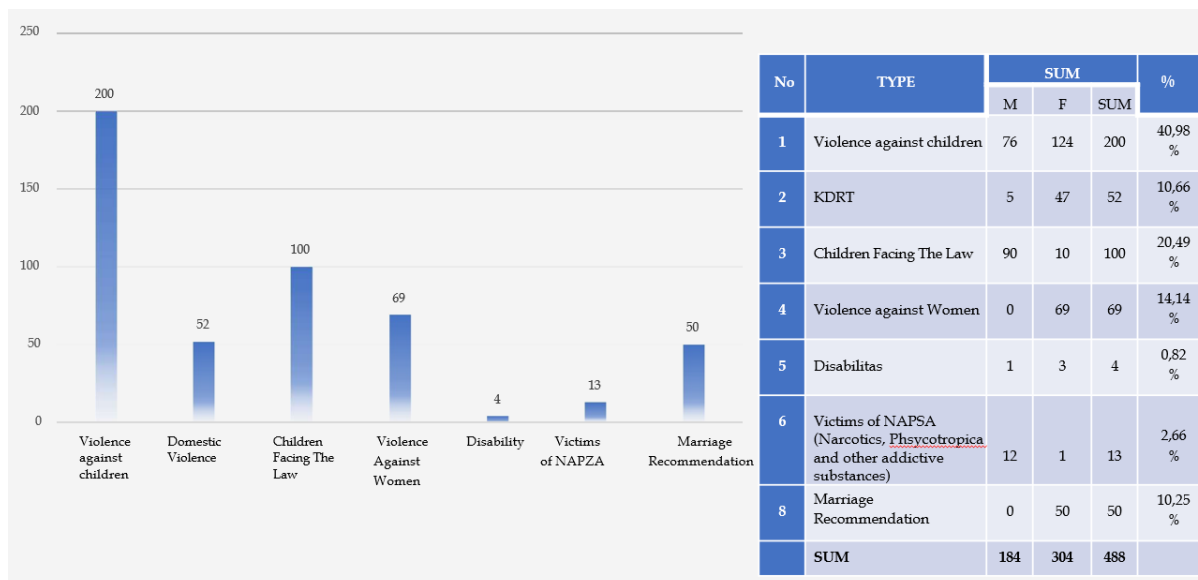
This was also reinforced by the Head of UPTD PPA Makassar City, who stated that :

*There has been an increase in cases of violence against children. However, the increase in recording is influenced by awareness, ease of service and public trust that there are institutions that can help. Maybe they also often see that if they report the perpetrator is arrested. I also began to know that there is a UPTD that has a safe house, so if I am threatened I can run to UPT, there is a psychologist, and maybe my problem can be handled. Because usually the cases that surface are the ones that dare to report, or get caught" (interview, August 25, 2023).*

Based on this interview, it can be seen that one of the causes of the increase in the recording of cases of violence is influenced by an increase in public awareness who are victims of violence to dare to report themselves to the authorities, with frequent socialization and the existence of a community complaint site in this case Regional Technical Implementation Unit (UPTD) makes the community confident that the report will be handled and followed up.

Thus, data can be obtained on the increase in cases in 2022 with various types of violence, as illustrated in the following table:

**Table 2.** Data on cases of violence against women and children in 2022

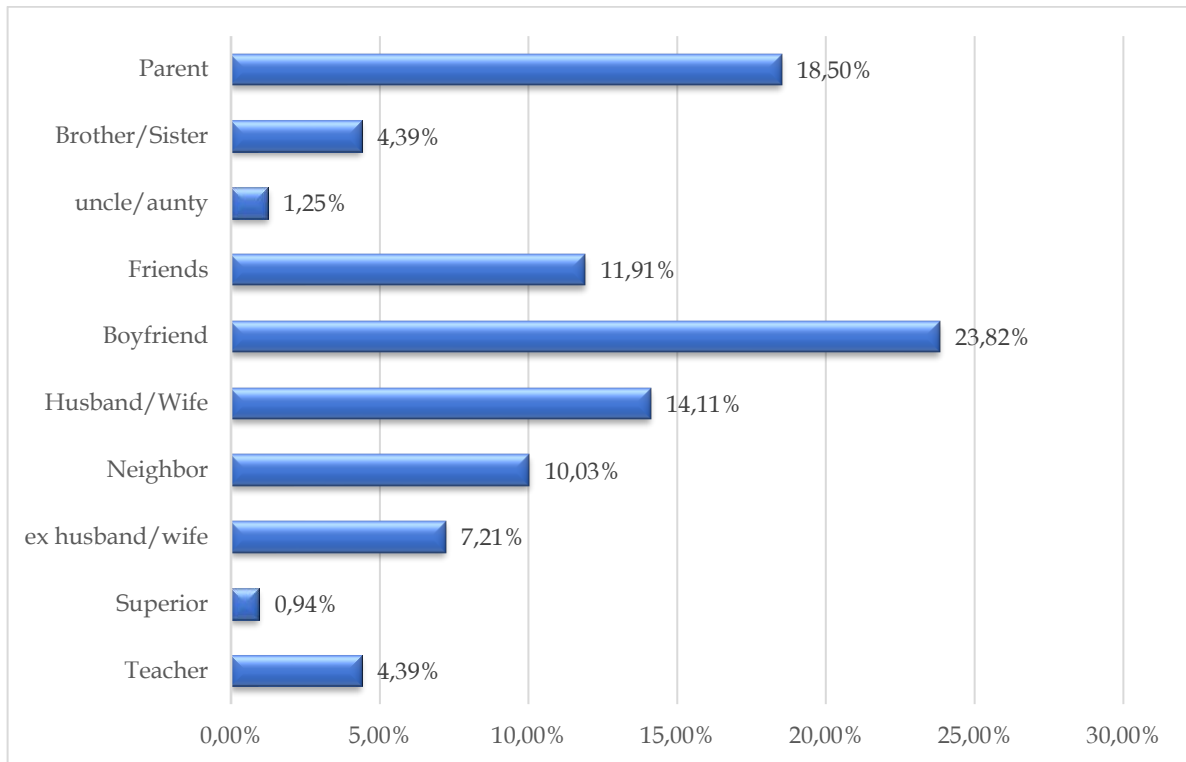


Source: UPT PPA Makassar City, 2022

Based on the data above, there were 200 cases of violence against children. Of these cases, there was an 18.16% increase in violence against women and children in 2022 compared to 2021. Violence against children ranks first in the DP3A Makassar record. In second place are 100 cases of children in conflict with the Law, followed by cases of violence against women, domestic violence and others. In 2022, there were 200 cases of violence against children (40.98%), followed by 100 cases (20.49%) of Facing the Law (ABH) 100 people (20.49%), violence against women 69 people (14.14%), domestic violence (KDRT) 52 people (10.66%). Furthermore, marriage recommendations for 50 people (10.25%), victims of drugs for 13 people (2.66%), and disability for four people (0.82%).

The violence experienced by each victim of violence comes from various groups, not only in the family and daily environment but from various groups, as described in the following table:

**Figure. 1.** Victims of Violence based on the relationship between the victim and the perpetrator



Source: UPT PPA Makassar city 2022

The diagram above illustrates the relationship between the victim and the perpetrator. The highest data is the relationship of "boyfriend/girlfriend". The term Dating Violence (KDP) has been introduced recently and this incident has become a particular concern for the government as the trend of violence in this relationship has increased.

## Conclusion

Based on the results of research that has been carried out related to the collaborative prevention of violence against women and children in Makassar, it can be concluded that the collaboration process in collaborative governance is going well as shown by the holding of evaluations and meetings that are held regularly to conduct face to face dialogues involving stakeholders directly both formal and non-formal, b) Trust Building, in this case an approach has been taken by ensuring that stakeholders have the capacity. In addition, it also ensures that the activities or programs carried out to prevent violence against women and children have benefits. c) Commitment to Process, to implement collaborative governance with a sustainable commitment, the government's involvement in supporting the prevention of violence against women and children in Makassar is in the form of budget and infrastructure support. d) Share Understanding, in an effort to prevent violence against women and children, there is a clear legal basis or rules for

collaboration, namely in the form of laws and mayoral regulations, although the regulations to be issued by the mayor are still in the completion stage. e) Intermediate Outcomes, In the implementation of collaboration in the process of preventing violence against women and children in Makassar city based on existing data, data on violence that occurs in Makassar city is still increasing so there is still a need to improve the evaluation of programs and stakeholders involved in the process of preventing violence against children and women, there is still a need to increase the government's contribution in supporting the prevention of violence both in the form of infrastructure and budget, besides that there is still a need for the realization of the completion of the mayor's regulation specifically regulating violence against children and women.

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