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## Collaborative Governance to Prevent Child Sexual Abuse in Bogor Households

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**Abstract:** This study examines collaborative governance strategies in preventing child sexual abuse within household settings in Bogor Regency. The increasing rate of child sexual violence indicates weaknesses in protection systems and suboptimal coordination among stakeholders. Collaboration among local governments, educational institutions, law enforcement, civil society organizations, and families is the primary focus of this research. A qualitative approach was employed to explore the dynamics and effectiveness of inter-actor collaboration in addressing the complexity of child abuse. The Ansell & Gash collaborative governance model serves as the analytical framework, encompassing initial conditions, institutional design, facilitative leadership, and collaboration processes. Findings reveal that existing collaborations are not yet fully integrated, hindered by low public awareness, weak intersectoral coordination, and unequal access to rehabilitation and reporting services. Proposed prevention strategies include institutional capacity strengthening, establishment of formal coordination mechanisms, and enhancement of community literacy on child sexual violence. These findings offer significant contributions to collaborative governance practices in addressing complex social issues and provide a replicable model for regions with similar characteristics.

**Keyword:** Child Sexual Abuse, Household Environment, Collaborative Governance, Child Protection, Prevention Strategy, Inter-Agency Collaboration, Bogor Regency.

## INTRODUCTION

Sexual violence against children remains a critical human rights issue with profound implications for sustainable development. Global frameworks, such as the Sustainable Development Goals (SDGs), underscore the elimination of violence against children as integral to broader objectives of justice and gender equality. Despite the existence of national and regional regulations, Indonesia continues to experience a rising incidence of child sexual abuse, particularly within domestic settings.

**Table 1. Number of Violence Against Children in Indonesia (2019-2023)**

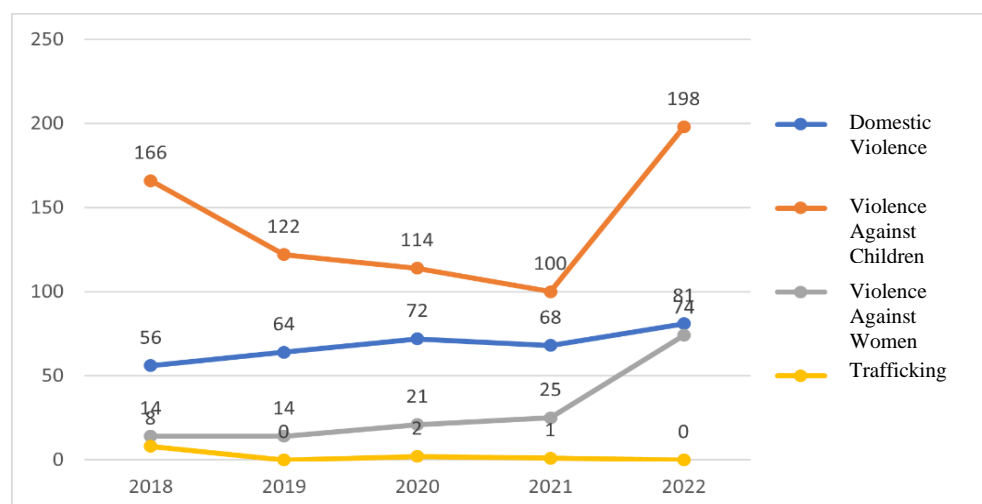
No.	Year	Number of Cases	Types of Violence		
			Physique	Psychic	Sexual
1	2019	11.055	3.400	2.527	6.454
2	2020	11.264	2.899	2.734	6.969
3	2021	14.446	3.429	3.592	8.699
4	2022	16.106	3.746	4.162	9.588
5	2023	18.175	4.410	4.511	10.932

Source: Processed Data, Simfoni of the Ministry of PPPA, 2023

The incidence of violence against children has been increasing annually (Amalia, 2016; Bestary et al., 2023; Rahmawati, 2014), particularly sexual violence, as shown in Table 1, which indicates a rise from 2019 to 2023. Each victim may experience multiple forms of violence. The 2021 Youth Profile Report (UNICEF, 2021) highlights the increasing prevalence of violence among children aged 13 to 17 in Indonesia.

This trend reflects significant challenges in the implementation of laws and policies despite their existence. UNICEF further reports that interpersonal violence ranked as the third leading cause of adolescent mortality in 2016. Such violence can drive children toward risky behaviors, including smoking, alcohol consumption, and even suicidal ideation (Ligina et al., 2018). Data from Simfoni KemenPPPA (2023) identifies Bogor Regency as the area with the highest number of child sexual abuse cases in West Java, totaling 1,696 incidents, correlating with its large population. The increase is influenced by structural and cultural factors, such as households prone to aggressive behavior, poor parental emotional regulation, economic pressures, and social norms that justify corporal punishment. Additionally, social stigma and lack of awareness result in many cases going unreported, while limited access to support services hinders effective intervention.

According to the Dinas Pemberdayaan Perempuan dan Perlindungan Anak, Pengendalian Penduduk dan Keluarga Berencana (DP3AP2KB) Bogor Regency, violence against children in Bogor Regency has risen annually, with 198 reported cases in 2022 (Figure 1). The prevailing patriarchal culture and social stigma surrounding sexual violence victims impede prevention and response efforts.

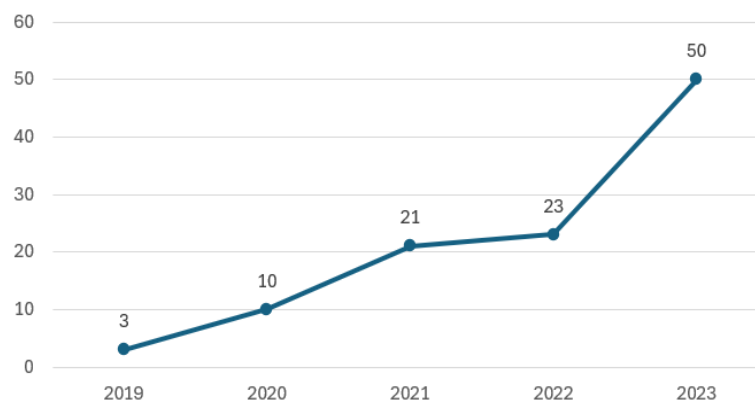


Source: Processed Data, DP3AP2KB Bogor Regency, 2023

**Figure 1. Number of Violence Against Children in Bogor Regency 2018-2022**

Figure 2 illustrates the upward trend in reported cases of child sexual abuse in Bogor Regency from 2019 to 2023. In 2019, three cases were reported, rising to ten cases in 2020. The upward trend continued in 2021 with 21 cases, followed by a slight increase to 23 cases in 2022.

A significant surge occurred in 2023, with the number of cases escalating sharply to 50. This data reveals a consistent year-on-year increase, with the most dramatic rise observed between 2022 and 2023. The escalation underscores the growing severity of child sexual abuse in Bogor Regency and highlights the urgent need for more effective prevention and intervention measures by relevant authorities.



Source: Processed Data, DP3AP2KB of Bogor Regency, 2024

**Figure 1. Number of Sexual Violence in Bogor Regency 2019-2023**

The Government of Bogor Regency has issued several local regulations, including Regent Regulation No. 47 of 2022 and Regional Regulation No. 3 of 2023 concerning the Implementation of a Child-Friendly Regency. However, these regulations have yet to significantly reduce the incidence of sexual violence. Data from 2024 indicate persistently high rates of sexual abuse, suggesting a gap between policy formulation and on-the-ground implementation.

Collaborative governance has been introduced as a strategic approach to address this challenge. Government agencies, civil society organizations, and law enforcement officer have initiated joint efforts, such as public awareness campaigns and social services provided through health centers. Nevertheless, coordination remains suboptimal. Institutional silos, the absence of integrated mechanisms, and public distrust continue to undermine the effectiveness of these initiatives.

This study focuses on identifying the factors contributing to child sexual abuse within households and developing a strategic collaborative governance framework. It underscores the importance of structured interagency cooperation, enhanced public education, and accessible victim support systems. Emphasis is placed on community-based strategies and culturally sensitive interventions to strengthen child protection efforts in Bogor Regency.

## METHOD

Previous research related to this research provides a strong conceptual basis but has a different focus from this research. Miele et al. (2023) provided a global review of international guidelines for sexual violence prevention, while Wu et al. (2024) and Turner et al. (2024) examined school-based strategies, focusing on institutional readiness and the linkage between corporal punishment and sexual abuse. Tahan et al. (2024) introduced a technology-driven approach using robot-assisted psychological interventions for children. Rozikin et al. (2020) explored collaborative governance within the realm of e-Government innovation and digital literacy. Meanwhile, Enjolras et al. (2024) and McNaught (2024) addressed multi-actor collaboration in disaster response and climate-resilient development, respectively.

Collin-Vézina et al. (2015) reviewed the prevalence of child sexual abuse and highlighted prevention efforts primarily through offender management and school-based education programs.

In contrast, this study offers a novel contribution by emphasizing collaborative governance at the local level, specifically targeting the household environment—an area often overlooked in the existing literature. It employs the model by Ansell and Gash (2008) to examine how local government, law enforcement, education institutions, civil society organizations, and family units can form a coordinated framework to prevent child sexual abuse before it occurs. By shifting the preventive lens toward the domestic sphere and integrating multi-sectoral cooperation, this research fills a critical gap and presents a community-based governance strategy tailored to the local context of Bogor Regency.

This study employed a qualitative approach with a case study strategy to explore the experiences of child victims of sexual abuse within the context of local government policies and services. Data were collected through in-depth interviews, document analysis, and observation to gain a comprehensive understanding of the phenomenon (Hadi, 2021; Usman, 2009).

Grounded theory was applied to systematically develop theory based on the analysis of key elements of the phenomenon. Informants were selected purposively using a judgment sampling approach and consisted of seven key stakeholders: (KI-1) Head of the Dinas Pemberdayaan Perempuan dan Perlindungan Anak, Pengendalian Penduduk dan Keluarga Berencana (DP3AP2KB) Bogor Regency; (KI-2) Head of PKGA IPB; (KI-3) Commissioner of Komisi Perlindungan Anak Daerah (KPAD) Bogor Regency; (KI-4) Chair of the Regional Forum Anak; (KI-5) Head of the UPTD for Child Protection at DP3AP2KB Bogor; (KI-6) Head of the Unit Perlindungan Perempuan dan Anak (PPA) at the Bogor Police Department; and (KI-7) Head of the Dinas Pendidikan Bogor Regency.

The conceptual framework draws on the relationship between causal factors of sexual violence—such as dysfunctional families, perpetrator dominance, and permissive norms (WHO, 2002; Kempe & Kempe, 1976)—and multi-stakeholder collaborative prevention strategies. Ansell and Gash's (2008) collaborative governance model guided the formulation of strategies through role distribution, facilitative leadership, and collaborative processes. Secondary data from relevant documents complemented the findings from interviews and observations (Nilamsari, 2014). Data were analyzed using Miles et al.'s (2014) interactive model and triangulated to ensure validity. The researcher served as the primary instrument, supported by interview guidelines, recording devices, and field notes. In-depth interviews enabled the flexible and thorough exploration of informants' perspectives (Creswell, 2017; Anufia & Alhamid, 2019).

## RESULTS AND DISCUSSION

### Child Sexual Abuse and the Legal Framework for Protection

Sexual violence against children within the household constitutes a grave violation of children's rights and fundamental human values. Law No. 12 of 2022 on the Crime of Sexual Violence affirms prevention as a mandated responsibility of both the state and society. Article 78 explicitly states that prevention must be carried out by the central government, local governments, and the broader community.

### Contributing Factors to Child Sexual Abuse

Based on theoretical frameworks by Finkelhor (1984), WHO (2002), and Kempe & Kempe (1976), five major factors contribute to the occurrence of sexual violence against children in household settings: (1) dysfunctional family environments, (2) perpetrator control, dominance, and power, (3) socioeconomic vulnerability, (4) permissive social norms, and (5) involvement of close individuals in repetitive patterns of abuse. **Dysfunctional families** often create unsafe environments for children. KI-6 stated, "*Broken families and divorce are primary triggers for children becoming vulnerable to abuse.*" KI-1 added, "*Children are often left in the care of unfit parents, including biological fathers who may become perpetrators.*" KI-7 noted,

*“Divorce can lead to a loss of motivation in school-aged children, particularly when they are forced to choose which parent to live with outside their hometown.”*

Perpetrators frequently **exert power and dominance** over their victims. KI-1 explained, *“The perpetrator would give the child Rp50,000 after each incident, making the child feel like they were receiving a gift”*. KI-3 revealed, *“Many perpetrators use threats of violence to silence their victims”*. KI-4 emphasized, *“Family pressure often leads victims to remain silent, especially when the perpetrator is a close relative”*. **Poor socioeconomic** conditions significantly increase the risk of abuse. KI-6 explained, *“Children from low-income families are more likely to become victims due to lack of supervision at home”*. KI-2 noted, *“Children are often left with relatives because their parents are working, but those same relatives may become perpetrators”*. However, KI-5 emphasized, *“Many cases actually occur in upper-income families, so it’s not just about poverty or wealth, but rather about weak oversight and unhealthy relationships”*.

**Permissive social norms** and a culture of silence prevent abuse from being immediately uncovered. KI-1 revealed, *“Children often disclose the abuse only after it has occurred two or three times”*. KI-4 explained, *“Victims typically show behavioral changes such as becoming withdrawn and fearful of encountering the perpetrator”*. KI-3 stated, *“Shame and fear of social exclusion lead victims or their families to conceal the incident”*. Perpetrators are often individuals **known to the victim**, and the abuse tends to be repetitive. KI-1 stated, *“The perpetrator could be the biological father, stepfather, or uncle, and the abuse may persist from fourth to sixth grade”*. KI-6 noted, *“Stepfathers are the most frequent perpetrators in household cases we handle”*. KI-4 added, *“Close relationships make victims afraid to report, as the perpetrator is part of the family”*. KI-3 highlighted, *“Abuse is not a one-time event but often continues for years because no one knows about it”*. KI-7 confirmed, *“School reports often reveal that the perpetrator lives in the same house or is a neighbor”*. These five factors are interrelated and form a complex and concealed pattern of sexual abuse. This condition suggests that prevention efforts must focus on strengthening families, educating communities, and ensuring safe and trustworthy reporting mechanisms for children.

### Analysis of Collaborative Governance

To assess the effectiveness of the implemented strategies, it is crucial to analyze them through the framework of Collaborative Governance as proposed by Ansell and Gash (2008). This model emphasizes that the success of cross-sector collaboration depends on three core elements: Collaborative Process, Institutional Design, and Facilitative Leadership, all of which are influenced by Starting Conditions. Initial conditions reflect the lack of community and family readiness. KI-1 stated, *“Victims’ families often do not know where to report and ultimately choose to remain silent”*. KI-7 added, *“Children lose their sense of safety due to a lack of communication with their parents”*. KI-2 observed, *“The community is never involved in dialogue or collaborative forums”*.

The institutional design does not yet support cross-sector integration. KI-5 pointed out, *“The Regional Child Forum only functions as a reporter and lacks broader authority”*. KI-3 asserted, *“Villages do not have a collaborative structure to address sexual violence”*. KI-1 noted, *“Schools and the education office have not established partnerships with child protection agencies”*. Facilitative leadership is not yet evident at the local level. KI-6 disclosed, *“There are no community leaders who dare to act as child protectors”*. KI-4 stated, *“The children’s forum and community groups are not empowered as agents of change”*. KI-5 added, *“All actors are still working independently without synergy”*.

According to Ansell and Gash, the collaborative process relies on five foundational elements: face-to-face dialogue, trust building, commitment to the process, shared understanding, and intermediate outcomes. These elements are notably absent or underdeveloped in the implementation of the BAKTI ANAK initiative. Face-to-face dialogue



is nearly non-existent in collaborative practice. KI-1 stated, *“There are no formal or informal forums that bring together children, parents, schools, and village officials”*. KI-1 emphasized, *“Sexual violence remains a taboo subject and is not openly discussed”*. KI-3 noted, *“There are no safe community spaces for discussion”*. Trust building among actors is extremely weak. KI-4 explained, *“Victims often remain silent because they doubt they will be believed”*. KI-5 stated, *“Even the victim’s own mother frequently conceals the case due to a lack of faith in the system”*. KI-2 reported, *“There is very little trust in schools or government institutions”*.

Commitment to the process is also lacking. KI-6 stressed, *“Forums like FAD are given ceremonial roles rather than decision-making power”*. KI-3 added, *“Child protection is not yet part of the government’s development agenda”*. KI-7 revealed, *“Protection activities are not planned or sustained over time”*. Shared understanding among stakeholders remains fragmented. KI-1 stated, *“The public often views sexual violence as a taboo issue or something that could not happen in their own family”*. KI-5 observed, *“Parents are not yet seen as primary actors in child protection”*. KI-1 mentioned, *“Schools focus more on formal academics than on moral education”*.

The failure of the collaborative process is reflected in the lack of intermediate outcomes. KI-5 stated, *“There are no indicators showing improvements in reporting or reductions in cases”*. KI-6 emphasized, *“Efforts by schools, UPTDs, and child forums are still operating in silos with no real synergy”*. KI-2 concluded, *“There is no visible change in public awareness or victims’ willingness to speak out”*. There is no evidence that the collaborative process has produced tangible outcomes in strengthening child protection systems. There has been no increase in community participation, no integrated policy framework, and no development of a responsive ecosystem to address child sexual abuse.

## CONCLUSION

The primary factor impeding the effectiveness of child sexual abuse prevention within households is the presence of permissive social norms. These norms foster a culture of silence that enables abuse to occur without collective resistance. Victims are often trapped by social pressure, stigma, and fear of reporting. The failure to build trust between victims and their surrounding environment results in the absence of safe channels for disclosure. The lack of collective commitment from families, neighbors, schools, and public service institutions exacerbates the situation.

Schools, in particular, tend to ignore cases experienced by their students. The collaborative process has not succeeded in creating shared understanding among stakeholders. Face-to-face dialogue is rare, trust has not developed, and community participation remains minimal. Educational efforts—primarily conducted through digital media—are unidirectional and do not foster meaningful citizen engagement. The shortcomings in implementing the Collaborative Governance framework are evident in the absence of inclusive dialogue, weak inter-party trust, and insufficient collective commitment. The strategies employed have yet to catalyze a shift in social norms at the community level. Outreach efforts remain top-down in nature and fail to empower communities in a substantive way. The strategy to strengthen the prevention of child sexual abuse within households focuses on revitalizing cross-sector collaboration through community-based social norm transformation. Village and sub-district governments act as primary facilitators, supported by the Dinas Pemberdayaan Perempuan dan Perlindungan Anak, Pengendalian Penduduk dan Keluarga Berencana (DP3AP2KB), sub-district heads, and the Dinas Pendidikan. Face-to-face dialogue spaces involving children, parents, teachers, community leaders, and government actors serve as critical platforms for building mutual understanding. Local facilitators—including neighborhood heads (RT/RW), religious leaders, and community mobilizers—are systematically trained by DP3AP2KB in collaboration with the Dinas Kesehatan, the Dinas Pendidikan, and the Kementerian Agama.

These trainings emphasize local values and trauma-sensitive communication. In addition, community-based child protection awareness forums are established in each village and sub-district. These forums are tasked with organizing public education and child protection campaigns that are grounded in local wisdom and cultural context, promoting a more inclusive and responsive approach to preventing abuse.

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