

COLLABORATIVE GOVERNANCE APPROACH IN PREVENTION OF SEXUAL VIOLENCE AGAINST CHILDREN IN ISLAMIC BOARDING SCHOOL

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Abstract

The seriousness of the Government in preventing sexual violence against children can be seen from the formation of Law of the Republic of Indonesia Number 35 of 2014 concerning child protection. Prevention of sexual violence against children needs to get more attention through collaboration carried out by stakeholders. Many cases are not reported because the victims are helpless and ashamed. Currently, prevention of sexual violence is only focused on rehabilitation, and not focused on the initial stages of prevention. This requires collaboration between actors to be able to build commitment and trust in carrying out prevention. The purpose of this study is to describe collaborative governance in preventing sexual violence against children in Islamic boarding schools in Riau Province. This study uses a descriptive qualitative research method with data collection methods through stages of observation, interviews, and documentation. The research sample consisted of 30 people. The existing data is grouped, analyzed and summarized the findings. The results of this study are that collaboration between stakeholders is quite good, this can be seen from the full awareness of stakeholders to be able to synergize in preventing sexual violence in Islamic boarding schools. The Pekanbaru City Women's Empowerment, Child Protection and Community Empowerment Service provides educational information and socialization to the community so that children do not become perpetrators and victims of sexual violence. The formation of the PPKS task force is the beginning of the process of preventing sexual violence in Islamic boarding schools.

Keywords: Collaborative Governance, Prevention, Sexual Violence, Children

Abstrak

Keseriusan Pemerintah dalam mencegah kekerasan seksual terhadap anak dapat dilihat dari terbentuknya Undang-Undang Republik Indonesia Nomor 35 Tahun 2014 tentang perlindungan anak. Pencegahan kekerasan seksual terhadap anak perlu mendapat perhatian lebih melalui kolaborasi yang dilakukan oleh para pemangku kepentingan. Banyak kasus yang tidak dilaporkan karena korban tidak berdaya dan malu. Saat ini, pencegahan kekerasan seksual hanya difokuskan pada rehabilitasi, dan tidak difokuskan pada tahap awal pencegahan. Hal ini memerlukan kolaborasi antar aktor untuk dapat membangun komitmen dan kepercayaan dalam melakukan pencegahan. Tujuan dari penelitian ini adalah untuk

mendeskripsikan tata kelola kolaboratif dalam pencegahan kekerasan seksual terhadap anak di pondok pesantren di Provinsi Riau. Penelitian ini menggunakan metode penelitian kualitatif deskriptif dengan metode pengumpulan data melalui tahapan observasi, wawancara, dan dokumentasi. Sampel penelitian berjumlah 30 orang. Data yang ada dikelompokkan, dianalisis dan dirangkum temuannya. Hasil dari penelitian ini adalah kolaborasi antar pemangku kepentingan cukup baik, hal ini dapat dilihat dari kesadaran penuh para pemangku kepentingan untuk dapat bersinergi dalam pencegahan kekerasan seksual di pondok pesantren. Dinas Pemberdayaan Perempuan, Perlindungan Anak, dan Pemberdayaan Masyarakat Kota Pekanbaru memberikan informasi edukasi dan sosialisasi kepada masyarakat agar anak-anak tidak menjadi pelaku dan korban kekerasan seksual. Pembentukan satuan tugas PPKS merupakan awal dari proses pencegahan kekerasan seksual di pondok pesantren.

Kata Kunci: Tata Kelola Kolaboratif, Pencegahan, Kekerasan Seksual, Anak

Introduction

The presence of children in a nation is the successor to ideals and struggles that must be protected and their rights guaranteed. However, cases of violence against children still occur in society. This is a challenge for the government to this day. Article 28b of the 1945 Constitution clearly states that children have the right to live, grow and develop, and receive protection from violence or discrimination. The role of the government in implementing policies is important in determining decisions and directions in guaranteeing children's rights. The problem of violence is becoming more complicated every time and requires definite steps in resolving public problems.

The World Health Organization (WHO) defines violence against children as all forms of physical, sexual, neglect, mental, exploitation, neglect, and other things that threaten the health and development of children. Sexual violence against children has short-term and long-term consequences¹. Children who experience sexual

violence will experience mental disorders in the future²

Law of the Republic of Indonesia Number 35 of 2014 concerning Child Protection, Article 1 paragraph 15a states that violence is an act that can cause pain either physically, psychologically, or sexually. This type of violence can be done anywhere and anytime. Some factors that cause this violence to occur, namely the culture in society which places men in a higher position and women in a lower position. This causes a decline in women's rights which leads to acts of violence. Early marriage gives rise to acts of violence that are not yet emotionally mature³. Economic factors where women are economically dependent on men because they do not have personal income

According to Unicef, as many as 120 million girls and boys under the age of 20 have experienced sexual violence⁴. Meanwhile, statistics in Africa show that four out of ten girls have experienced sexual violence by the age of 15⁵. Densely populated cities are more likely to experience sexual violence⁶. Children who have

¹ Rosana E. Norman et al., "The Long-Term Health Consequences of Child Physical Abuse, Emotional Abuse, and Neglect: A Systematic Review and Meta-Analysis," *PLoS Medicine*, November 2012, <https://doi.org/10.1371/journal.pmed.1001349>.

² Majid. Ezzati, *Comparative Quantification of Health Risks: Global and Regional Burden of Disease Attributable to Selected Major Risk Factors* (World Health Organization, 2004).

³ M B R Lestari, "Assessing The Rights of Women Victims of Home Violence During The Covid-19 Pandemic," *Lex Scientia Law Review* 4, no. 2 (2020): 12–24, <https://doi.org/10.15294/lesrev.v4i2/40946>.

⁴ UNICEF, "World Health Organization Report Part Title: Child Sexual Abuse Report Title: Comparative Quantification of Health Risks Report Subtitle: Global and Regional Burden of Disease Attributable to Selected Major Risk Factors," 2022.

⁵ UNICEF, "Ending Violence Against Women And Children In Asia And The Pacific: Opportunities And Challenges For Collaborative And Integrative Approaches 2 Ending Violence Against Women And Children In Asia And The Pacific: Opportunities And Challenges For Collaborat," 2021.

⁶ Carolina Sartini Stocco et al., "Sexual Violence against Children and Adolescents in Paraná State: Geospatial

experienced sexual violence will have external impacts and excessive stimulation of the brain⁷. The impact of sexual violence causes trauma in children, this trauma makes them more susceptible to poor academic performance and negative school experiences⁸. The trauma that exists affects learning, social behavior, emotional and psychological functions in achieving education⁹. Based on research conducted by Fry et al (2018), as many as 13% of girls who experience sexual violence no longer want to go to school¹⁰. Research conducted by Nikischer (2014) found that adolescent girls who experience sexual violence do not want to continue their education because of the trauma they experience¹¹. The fear and shame that arise make victims not try to seek help. Sexual violence against children damages the physical, psychological, and future in the future, ultimately worsening the victim's social and economic system. The recurring incidents of sexual violence have caused the standardization of preventive measures and acceptance in handling cases of sexual violence to not be properly considered¹². Prevention of sexual violence is a concern for all groups.

Many factors influence each other and cause cases of violence against children in Indonesia. According to data from the Ministry of Women's Empowerment and Child Protection, in 2020 the number of cases of violence against children in Indonesia reached 5,640 cases, dominated by cases

of sexual violence. Sexual violence against children is an act committed by a person, adult or child, with the aim of obtaining sexual pleasure by involving minors or children who have not reached adulthood. According to applicable laws and regulations in sexual activity. Child sexual violence includes physical and non-physical sexual violence. Suradi in Suwandi, et al. (2019), states that physical sexual violence is violence that directly attacks a person's body parts with the intention of fulfilling sexual satisfaction, such as touching, holding, or kissing a child's genitals, incest (sexual relations with family), penetration, oral sex, intercourse, sodomy, and rape¹³. While non-physical sexual violence is a sexual act without physical contact, such as showing and displaying pictures, videos, and others that contain pornographic elements. This classification of sexual violence is not widely known by the public and victims of sexual violence.

In 2023, the number of cases of sexual violence in Indonesia reached 10,542 cases, this is evidence of an increase in cases of sexual violence against children. In detail, the PPA Symphony found data on cases of sexual violence against children in 2023 which can be seen in the table below:

Table 1. Data on Cases of Sexual Violence Against Children in Indonesia in 2023

Analysis and Main Socioeconomic Indicators,” *Jurnal de Pediatria* 100, no. 5 (September 1, 2024): 498–504, <https://doi.org/10.1016/j.jpmed.2024.03.014>.

⁷ Susan Rubin Suleiman, “Judith Herman and Contemporary Trauma Theory,” *WSQ: Women's Studies Quarterly* 36, no. 1–2 (March 2008): 276–81, <https://doi.org/10.1353/wsqr.0.0016>.

⁸ Micah E. Johnson, “The Effects of Traumatic Experiences on Academic Relationships and Expectations in Justice-Involved Children,” *Psychology in the Schools* 55, no. 3 (March 1, 2018): 240–49, <https://doi.org/10.1002/pits.22102>.

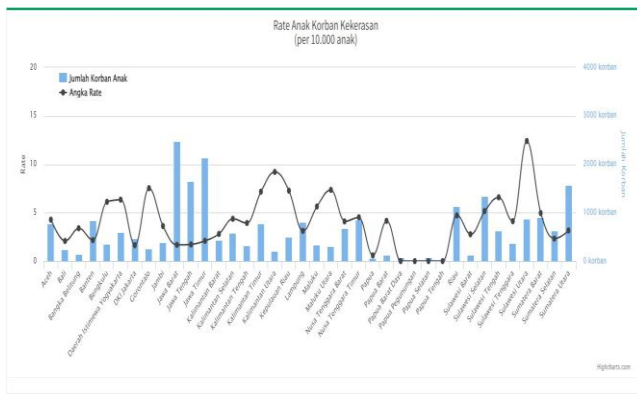
⁹ Laura E. Henkhaus, “The Lasting Consequences of Childhood Sexual Abuse on Human Capital and Economic Well-Being,” *Health Economics (United Kingdom)* 31, no. 9 (September 1, 2022): 1954–72, <https://doi.org/10.1002/hec.4557>.

¹⁰ Deborah Fry et al., “The Relationships between Violence in Childhood and Educational Outcomes: A Global Systematic Review and Meta-Analysis,” *Child Abuse and Neglect* 75 (January 1, 2018): 6–28, <https://doi.org/10.1016/j.chiabu.2017.06.021>.

¹¹ Andrea B Nikischer, “Dreams Deferred: The Impact of Sexual Assault during Dreams Deferred: The Impact of Sexual Assault during Adolescence on the Educational Outcomes and Life Choices of Adolescence on the Educational Outcomes and Life Choices of Women Women” (New Prairie Press New Prairie Press, 2014), <https://newprairiepress.org/aerc>.

¹² Stocco et al., “Sexual Violence against Children and Adolescents in Paraná State: Geospatial Analysis and Main Socioeconomic Indicators.”

¹³ Joko Suwandi, “Karakteristik Kekerasan Seksual Terhadap Anak Perempuan Di Wonogiri Dan Boyolali,” *Jurnal Pendidikan Ilmu Sosial* 29, no. 1 (2019).



Source: SIMFONI-PPA, 2023

Data released by Simfoni PPA states that 57.5% of victims of violence are children aged 13-17 years. In that age range, children should get their rights at home and at school to learn and get the best education. Educated individuals are less likely to commit or experience violence¹⁴. The reality is the opposite, schools that should be a safe space and the best place for children to learn and seek knowledge have become places that are prone to cases of sexual violence, one of which is Islamic boarding schools. The National Commission on Violence Against Women stated that Islamic boarding schools are ranked second highest as places that are very prone to cases of sexual violence in Indonesia. Departing from public problems that continue to increase and occur in many sectors and scopes. Cross-sector collaboration is needed to prevent sexual violence against children in Islamic boarding schools.

The problem of sexual violence against children in Islamic boarding schools is a problem that cannot be done by one party alone. Prevention of sexual violence needs to be done through policies driven by political leaders in

accelerating the preparation of a comprehensive action plan.¹⁵ There needs to be cooperation and collaboration with other parties, both from the government, private and community sectors. Through an approach that emphasizes the prevention of sexual violence against children based on the theory of Ansel and Gash, namely through the Collaborative Governance approach which emphasizes four focuses, namely initial conditions, institutional design, facilitative leadership and collaboration processes. Involvement and cooperation are needed between government, private and community institutions which are summarized in one common goal, namely the collaborative governance approach. The application of Collaborative Governance, stakeholders collaborate to find solutions to realize social justice and meet public needs. The resulting solution aims to form a commitment and responsibility in resolving the problem of sexual violence. Therefore, through this approach, it is hoped that it will be able to increase the "public value" which is summarized in efforts to prevent sexual violence in Islamic boarding schools..

The formation of collaborative governance is intended as a system that handles complex issues in identifying common problems through knowledge and information needs, the final result of which is to achieve outputs in the form of policies, management plans and actions in the field.¹⁶ Collaborative Governance is a governance structure of one or more public institutions that involves stakeholders in a collective decision-making process, oriented towards consensus in determining public policy¹⁷. Public organizations

¹⁴ Naasegnibe Kuunibe et al., "Effects of Education and Age on the Experience of Youth Violence in a Very Low-Resource Setting: A Fixed-Effects Analysis in Rural Burkina Faso," *BMJ Open* 13, no. 10 (October 18, 2023), <https://doi.org/10.1136/bmjopen-2022-071104>.

¹⁵ Marie Lou Avouac et al., "Intersectoral Professionals' Understanding of the Prevention of Sexual Violence against Children, Their Role and That of the GP: A Study Using Semi-Structured Interviews: Prevention of Sexual Violence against Children," *Archives de Pediatrie*,

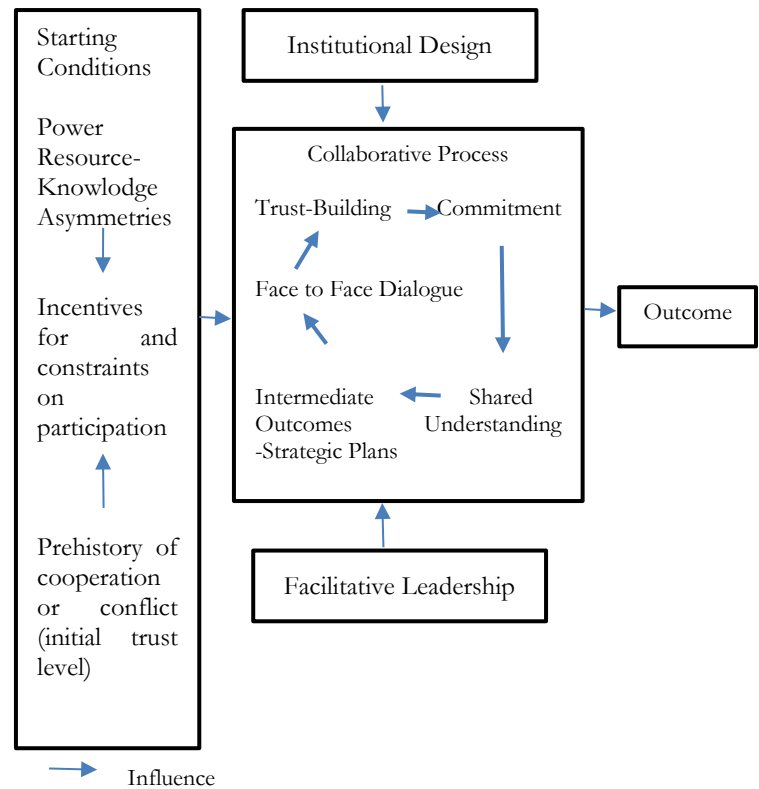
February 1, 2025, <https://doi.org/10.1016/j.arcped.2024.11.004>.

¹⁶ Therese Bjärstig et al., "Collaboration as a Policy Instrument in Public Administration: Evidence from Forest Policy and Governance," *Environmental Policy and Governance*, October 1, 2024, <https://doi.org/10.1002/eet.2099>.

¹⁷ Chris Ansell and Alison Gash, "Stewards, Mediators, and Catalysts: Toward a Model of Collaborative Leadership," *The Innovation Journal: The Public Sector Innovation Journal*, vol. 17, 2012,

play a role in running the collaboration process by bridging the public-private gap. Collaborative governance brings together the interactive processes of many actors with different interests, perspectives and knowledge¹⁸. Collaborative efforts based on togetherness will realize the achievement of shared goals. The collaboration process usually begins with dialogue, negotiation, trust, commitment, shared understanding and evaluation. Collaborative governance is used to solve complex social problems by aligning the interests and perspectives of stakeholders¹⁹. At the collaboration stage, trust and mutual benefits indicate that both are interconnected and influence each other. The success of collaboration will form a facilitative institutional design and leadership. The basic rules, collaboration positions and membership require leadership from various actors that result in collaboration that can run well. Actors who collaborate with different resources can result in strengthening the prevention of sexual violence against children. The existence of trust and commitment is utilized by actors in collaboration for the prevention of sexual violence against children, which is a good role for the actors. Communities involved in collaborative governance have a positive impact on the policy implementation stage. Public officials have a role in designing and facilitating the process by considering the goals and collaboration of actors so that the results can be implemented²⁰. Political stability and long-term commitment are contributing forces in achieving politically determined goals in a collaborative process²¹. The following is a collaborative governance framework in preventing sexual violence against children:

Table 1. Collaborative Governance Model in Preventing Sexual Violence Against Children in Islamic Boarding Schools



Source : Ansell and Gash (2008)

The phenomenon of sexual violence against children in Islamic boarding schools is increasingly receiving attention from several researchers, such as (1) Indah Oktaviani's research (2024) "Gender inclusive education as an effort to prevent sexual violence in Islamic boarding schools" the root of the problem of sexual violence in Islamic boarding schools is caused by the hierarchy between kiai and students, the existence of a patriarchal culture and the total obedience of students to the kiai²². (2) Holy Ichda Wahyuni's research (2024) "Analysis of Violence Prevention and Gender Equity

<http://www.doleta.gov/usworkforce/documents/misc/wpaper3.cfm>.

¹⁸ Mark Bevir and David Richards, "Decentering Policy Networks: A Theoretical Agenda," *Public Administration*, 2009, <https://doi.org/10.1111/j.1467-9299.2008.01736.x>.

¹⁹ Ansell and Gash, "Stewards, Mediators, and Catalysts: Toward a Model of Collaborative Leadership."

²⁰ Serena Cinque, Annelie Sjölander-Lindqvist, and Camilla Sandström, "Frontline Bureaucrats in Wildlife Management: Caught in the Dilemma between Effectiveness

and Responsiveness," *Environmental Policy and Governance* 32, no. 1 (February 1, 2022): 17–28, <https://doi.org/10.1002/eet.1956>.

²¹ Bjärstig et al., "Collaboration as a Policy Instrument in Public Administration: Evidence from Forest Policy and Governance."

²² Indah Oktaviani et al., "Pendidikan Inklusif Gender Sebagai Upaya Pencegahan Kekerasan Seksual Di Pondok Pesantren" 18, no. 1 (2024): 43–54, <https://doi.org/10.24815.jsu.v18i1.39499>.

Approaches in Muhammadiyah Schools Based on Islamic Boarding Schools in East Java" in preventing sexual violence in Islamic boarding schools can use the main parenting strategy that applies child-friendly principles and minimizes physical punishment. However, education on preventing sexual violence is still not massive and has not been able to touch on substantive cross-gender areas ²³. (3) Research by B. Fitri Pebriaisyah (2022) "Sexual Violence in Religious Educational Institutions: Power Relations of Kyai towards Female Students in Islamic Boarding Schools) found that there is still a lack of gender mainstreaming programs. Sex education integrated into the Islamic boarding school curriculum is a preventive effort to prevent sexual violence ²⁴. (4) Research by Syafi'ul Anwar Anam (2023) "Training on the Implementation of Child-Friendly Schools at Mamba'ul Ma'arif Denanya Islamic Boarding School, Jombang" It was found that the training method with a lecture approach and practice in implementing child-friendly schools can make it easier for teachers to improve their understanding of preventing sexual violence and bullying in Islamic boarding school-based schools ²⁵. 5) Research by Zalsabil Ayusazky and Dian Suluh Kusuma Dewi (2023) "Trends of Child Violence in Indonesia and Its Governance" Through a qualitative approach from 437 journal articles to uncover moderate issues and trends about children experiencing violence. Child protection is carried out through the fulfillment of children's educational facilities and rights, collaborative governance is carried out by the

district/city government through the child-friendly city program ²⁶. (6) Research by Citra Pragitha Rahmawati and Diana Hertati (2003) "Collaborative Governance in Handling Sexual Violence against Children in the City of Surabaya" shows that the collaboration carried out by the Surabaya City government through the Women's Empowerment and Child Protection Service and Population Control and Family Planning of the City of Surabaya as the leading sector related to the protection of women and children. The contribution of stakeholders in the successful handling of sexual violence against children in the City of Surabaya shows the active involvement of actors, both government, private and community ²⁷. (7) Research by Frangky Tielung et al (2023) "Collaborative Governance in Handling Victims of Violence Against Women and Children Through Safe Houses of the Ministry of Women's Empowerment and Child Protection" shows that the collaboration model in safe houses requires initial conditions accompanied by good institutional dimensions ²⁸. The collaboration process is carried out by strengthening the formation of trust between institutions and commitment from each stakeholder. From several previous studies, it can be concluded that the focus of research on sexual violence against children in Islamic boarding schools is still very minimal. In practice, the ideal collaborative process is difficult to achieve, sometimes the results obtained are contradictory and may not always achieve the initial goal. Through collaborative governance, we want to see how stakeholders achieve a level of

²³ Holy Ichda Wahyuni, Agus Budiman, and Fajar Setiawan, "Analisis Pencegahan Kekerasan Dan Pendekatan Adil Gender Pada Sekolah Muhammadiyah Berbasis Pesantren Di Jawa Timur," 2024.

²⁴ Bz. Fitri Pebriaisyah, Wilodati Wilodati, and Siti Komariah, "Kekerasan Seksual Di Lembaga Pendidikan Keagamaan: Relasi Kuasa Kyai Terhadap Santri Perempuan Di Pesantren," *SOSIETAS* 12, no. 1 (June 30, 2022): 1–14, <https://doi.org/10.17509/sosietas.v12i1.48063>.

²⁵ ul Anam et al., "Pelatihan Implementasi Sekolah Ramah Anak Di Pondok Pesantren Mamba'ul Ma'arif Denanyar Jombang," *ABISATYA: Journal of Community Engagement*, vol. 1, 2023, <https://journal.unesa.ac.id/index.php/abisatya>.

²⁶ Zalsabil Ayusazky, Dian Suluh, and Kusuma Dewi, "Trend In Child Violence In Indonesia And Governance," vol. 21 (Jurnal Administrasi Publik, 2023).

²⁷ Citra Pragitha Rahmawati and Diana Hertati, "Collaborative Governance Dalam Penanganan Kekerasan Seksual Pada Anak Di Kota Surabaya," *Jurnal Noken: Ilmu-Ilmu Sosial* 9, no. 1 (October 5, 2023): 1–10, <https://doi.org/10.33506/jn.v9i1.2616>.

²⁸ Frangky Tielung, Nurliah Nurdin, and Neneng Sri Rahayu, "Collaborative Governance Penanganan Bagi Korban Kekerasan Perempuan Dan Anak Melalui Rumah Aman Kementerian Pemberdayaan Perempuan Dan Perlindungan Anak," *Jurnal Pembangunan Dan Administrasi Publik* 5, no. 1 (2023): 55.

influence in preventing sexual violence against children in Islamic boarding schools in Riau Province. This study attempts to describe the collaborative governance model in preventing sexual violence against children in Islamic boarding schools in Riau Province.

This study uses a descriptive qualitative approach method. The research location was at the Darul Qur'an Al-Karim Islamic Boarding School, Sari Galuh Village, Tapung District, Kampar Regency. The data collection stages began with observation, interviews, and documentation. Observations were carried out by observing the activities of students during class hours and activities outside of school activities in the Islamic boarding school area. The interview process stages were carried out with students and teachers to assess the extent of knowledge about sexual violence. The in-depth collaboration stage was carried out through Forum Group Discussions (FGD) with stakeholders. The number of samples in this study was 50 people. The sample was obtained using the Purposive Sampling Technique through certain considerations. Documentation in the form of reports of cases of sexual violence in Riau Province. After the data was obtained, data grouping and data analysis were carried out.

RESULTS AND DISCUSSION

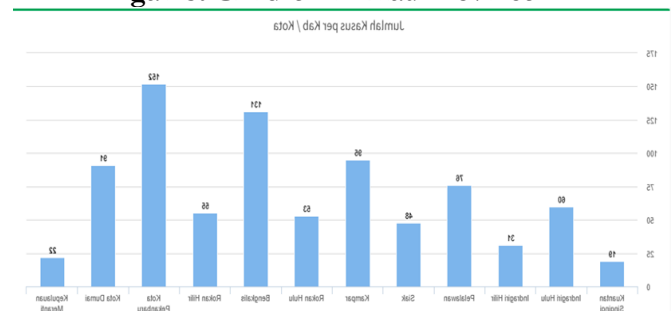
Collaborative Governance in preventing Sexual Violence against Children

Initial conditions

The success of collaboration depends on both formal (rules, procedures) and informal (facilitative leadership, trust, commitment, shared understanding) factor ²⁹. The Collaborative

Governance process begins with conditions that have occurred long before the collaboration process is present. The background that is owned becomes a supporter of a collaboration or even becomes an obstacle in the implementation of the collaboration that will be carried out. One of the provinces in Indonesia which is also an area with the highest number of cases of violence is Riau Province which is ranked 6th with the highest number of cases of sexual violence in Indonesia. This condition clearly has an impact on the welfare of the community in terms of physical, spiritual, and social needs and is a real form of failure to realize the rights of children and women in Riau Province. Based on the child protection policy, every child has rights that must be fulfilled, one of which is protection from sexual violence. This means that Riau Province is not yet capable enough to provide protection for children because the number of cases of sexual violence is still high. The details of the number of cases that can be seen related to cases of sexual violence in Riau Province are as follows:

Table 2. Data on Cases of Sexual Violence Against Children in Riau Province



Source: SIMFONI-PPA, 2023

From the table of sexual violence against children, information on the number of cases of sexual violence against children reached 572 cases from 12 districts and cities in Riau Province. With Pekanbaru City as the capital of Riau Province, it has the highest number of cases of sexual violence, namely 152 cases. Child protection is very important and requires collaboration from all parties so that the problem of violence against children can be resolved. Child protection is

²⁹ Carmine Bianchi, Greta Nasi, and William C. Rivenbark, "Implementing Collaborative Governance: Models, Experiences, and Challenges," *Public Management*

Review 23, no. 11 (2021): 1581–89, <https://doi.org/10.1080/14719037.2021.1878777>.

closely related to five pillars, namely parents, family, community, government, local government, and the state. The five are interrelated as organizers of child protection. The attitude of collaboration is sometimes only symbolic, where communication and dialogue arise but there is no guarantee that all important aspects and perceptions are considered properly³⁰. Collaboration is formed from trust between actors through continuous learning and mutual respect for one another³¹.

From this total, cases of sexual violence against children were also found in a number of Islamic boarding schools in Riau Province. The number of cases of sexual violence that occurred in Islamic boarding schools can be detailed in the following table:

Table 1.3 Data on Cases of Sexual Violence Against Children in Islamic Boarding Schools in Riau Province

Year	Sexual violence case	Perpetrator	Victim
2019	Islamic boarding school in Tarai Bangun Village, Tambang District, Kampar Regency	Teacher	Student
2020	Al-Ikhlasiah Islamic Boarding School, Kubu District, Rokan Hulu Regency	Teacher	Student

³⁰ Maria Johansson et al., "How Stakeholder Representatives Cope with Collaboration in the Swedish Moose Management System," *Human Dimensions of Wildlife* 25, no. 2 (March 3, 2020): 154–70, <https://doi.org/10.1080/10871209.2019.1698081>.

³¹ Chris Ansell and Alison Gash, "Collaborative Governance in Theory and Practice," *Journal of Public Administration Research and Theory* 18, no. 4 (October 2008): 543–71, <https://doi.org/10.1093/jopart/mum032>.

2021	Batu Panjang Islamic Boarding School, Rupert District, Bengkalis Regency	Teacher	Student
2023	RQ Islamic Boarding School, Mantias Village, West Tebing Tinggi District, Meranti Islands Regency.	Kiyai	Student

Source: Processed by researchers, 2022

The researchers' findings are evidence that sexual violence against children can occur anywhere, including in the realm and place where children learn and gain knowledge. Cases of sexual violence often occur in Islamic boarding schools³². Many of the major cases involving modern Islamic boarding schools are cases of sexual violence committed by kiai, ustadz or gus against their female students³³. Islamic boarding school-based education has more cases of sexual violence than general educational institutions.³⁴. In fact, many cases of sexual violence against children in Islamic boarding schools have not been reported. This is due to the strong power relations between the perpetrator and the victim, as well as the emergence of threats from the perpetrator to the victim because of the perpetrator's respected position. The data above illustrates that several Islamic boarding schools are places where parents

³² Gilang Sefta Trihadi et al., "Analisa Fenomena Kekerasan Seksual Di Lingkungan Pesantren Dalam Sudut Pandang Agama" 1 (2023): 1–1, <https://doi.org/10.11111/nusantara.xxxxxxx>.

³³ Hikmah Bafaqih and U Laila Sa'adah, "Pesantren Ramah Santri, Respons Mencegah Kekerasan Di Pesantren / Hikmah," *Respons Mencegah Kekerasan Di Pesantren / L&ECOM*, vol. 4, 2022.

³⁴ National Commission on Violence Against Women, 2022

entrust their children as a safe place to get an education, but on the contrary, the Islamic boarding school environment is a place prone to cases of sexual violence. This case of sexual violence has long been a public problem that has not been resolved until now. Thus, it can be concluded that in the sub-focus, the initial conditions can be said to be good. This is indicated by the initial conditions in the form of many cases of violence that exist and occur in the education sector.

Institutional Design

Ansell and Gash explain that institutional design is able to suppress legitimacy or basic rules in the collaboration process. The State and Government of the Republic of Indonesia have the obligation and responsibility to respect and guarantee the human rights of every child without distinguishing between ethnicity, religion, race, class, gender, ethnicity, culture and language, legal status of children, birth order of children, and physical and/or mental conditions. The presence of the state and government as the party responsible for providing support for facilities and infrastructure in the implementation of child protection. Regulations regarding the obligations and responsibilities of the state and government are contained in the provisions of Article 21 and Article 22 of the Law on Child Protection. Article 23 and Article 24 of the Law on Child Protection regulate state and government guarantees for the implementation of child protection.

The seriousness of the Indonesian Government in preventing and handling sexual violence against children can be seen from the Regulation of the Minister of Religion No. 73 of 2022 concerning the prevention and handling of sexual violence in educational units and the latest Regulation of the Minister of Education, Culture, Research, and Technology No. 46 of 2023

concerning the Prevention and Handling of Violence in Educational Units. In the Pekanbaru City area, there are still many acts of violence against children, cases of victims of violence against children are actually much more than those recorded because the victims do not report their cases.

By definition, sexual violence against children includes acts of sexual behavior that are categorized as touching a child's genitals, ordering a child to touch an adult's genitals, sexual intercourse, incest, rape, sodomy, exhibitionism, and sexual exploitation³⁵. The laws and regulations governing the forms of sexual violence are still very limited in their explanation of the form and scope. The existing laws and regulations have not been fully able to respond to the facts of sexual violence that occur and develop in society. As a form of child protection and prevention of violence, there must be action taken by the authorities and society as a whole³⁶. Investigation, prosecution, and trials of sexual violence cases also still do not pay attention to the rights of victims and tend to blame the victims. In addition, prevention efforts and community involvement are still needed to create an environment free from sexual violence.

Efforts to prevent sexual violence in the Darul Qur'an Al-Karim Islamic boarding school environment by forming a PPKS (Prevention and Handling of Sexual Violence) task force. The role of teachers, principals, and the Foundation are the core of this PPKS task force. The PPKS task force was formed as an initial effort to handle cases that occur in the Islamic boarding school environment. The role of the PPKS task force in the school environment aims to be able to embrace all parties who are committed to creating a child-friendly environment. Basically, many cases of sexual violence against children are cases that simply disappear without any follow-up. This is because

³⁵ Manukrishnan and Krishnamani Bhagabati, "Surviving Childhood Sexual Abuse: A Qualitative Study of the Long-Term Consequences of Childhood Sexual Abuse on Adult Women's Mental Health," *Journal of Psychosexual*

Health 5, no. 4 (October 2023): 253–62, <https://doi.org/10.1177/26318318231221948>.

³⁶ Manukrishnan and Bhagabati.

there is no strong support for victims to be able to report these acts and the emergence of a sense of shame from the victim to want to report these acts. The power relations held by the perpetrators also suppress the victim's sense of openness to be able to report the case. The existence of a task force is an initial stage to be able to protect and provide first aid if a case of sexual violence occurs in the Islamic boarding school environment.

Facilitative Leadership

As a leading sector in the field of child protection, the Women's Empowerment and Child Protection Service as well as Population Control and Family Planning strives to provide service facilities that can accommodate children's needs. These efforts are not only in the form of handling victims but also prevention efforts with the existence of Family Learning Centers and Community-Based Crisis Centers. In this case, the Women's Empowerment and Child Protection Service as well as Population Control and Family Planning of Riau Province. Prevention of Sexual Violence Against Children carried out by the Women's Empowerment, Child Protection and Community Empowerment Service of Pekanbaru City is carried out through Education and Socialization to the community so that children do not become perpetrators and victims of sexual violence. In addition to the PPA Service, prevention is also carried out by the Pekanbaru Police, by conducting socialization to schools, the community and law enforcement, so that law enforcement officers can understand sexual violence as regulated in the Law and can increase understanding regarding the prevention and handling of sexual violence. As well as strengthening the reporting system in order to accelerate the handling process and provide protection for victims and be more active in conducting socialization to the community so that they know the procedures for reporting cases of violence. As a leading sector in the field of child protection, the Women's Empowerment and Child Protection Service as well as Population

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Collaboration Process

In this collaboration, the basis for handling sexual violence against children across sectors is regulated in the Riau Provincial Regulation. Prevention of the rampant sexual violence against children requires the best prevention efforts. At this time, the strategy for preventing sexual violence against children is more focused on individual rehabilitation therapy at the tertiary level

for victims and survivors³⁷. There is also prevention that is more focused on future prevention and at the same time improving cases of sexual violence that have occurred. There are two stages in prevention that must be carried out by the government, namely primary prevention is all actions aimed at reducing health problems³⁸ in this case all dangerous actions, by eliminating or reducing the possibility of dangerous phenomena occurring³⁹. Meanwhile, secondary prevention focuses on screening and early diagnosis to immediately carry out intervention quickly and appropriately⁴⁰. Currently, the focus of preventing sexual violence is no longer limited to individuals. Ecological and structural changes, such as economic factors, social norms, and community attitudes, are beginning to be seen in improving parental capabilities and building a safe environment for children and families. In Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence, Article 79 paragraph (2) stipulates that prevention of criminal acts of sexual violence is carried out through the following areas: education; public facilities and infrastructure; governance and institutions; economy and employment; social welfare; culture; information technology; religion; and family.

In the collaboration process, it can be done and started from the participation of various sectors in accordance with the Law regulated in Article 85 which reads:

- 1) The community can participate in the prevention, assistance, recovery, and monitoring of Sexual Violence Crimes;
- 2) The Role and Role of the Community in Prevention as referred to in paragraph (1) is

realized by: increasing literacy about Sexual Violence Crimes to all levels of society so that they can prevent the occurrence of sexual violence crimes, and socializing laws and regulations governing sexual violence crimes

- 3) Community Participation in Victim Recovery as referred to in paragraph (1) is implemented through: providing information about incidents of sexual violence to law enforcement, government agencies, and non-governmental organizations; monitoring the implementation of Prevention and Victim Recovery; supporting the implementation of Victim Recovery; providing emergency response assistance to victims; and helping to submit protection applications.
- 4) The role of families in preventing sexual violence crimes in this law is regulated in Article 87 which reads: strengthening education in the family, both in terms of morals, ethics, religion, and culture; building quality communication between family members; building emotional bonds between family members; strengthening the role of fathers, mothers, and all family members so that a protective character is built; protecting and avoiding family members from the influence of pornography and access to information containing pornographic elements; and protecting family members from negative environmental influences and free association.

Actively managed partnerships will foster trust between stakeholders.⁴¹ and a collaborative

³⁷ Javita Narang et al., "Therapeutic Interventions with Child and Adolescent Survivors of Sexual Abuse: A Critical Narrative Review," *Children and Youth Services Review* (Elsevier Ltd, December 1, 2019), <https://doi.org/10.1016/j.childyouth.2019.104559>.

³⁸ Avouac et al., "Intersectoral Professionals' Understanding of the Prevention of Sexual Violence against Children, Their Role and That of the GP: A Study Using Semi-Structured Interviews: Prevention of Sexual Violence against Children."

³⁹ Michael C.. Seto, *Pedophilia and Sexual Offending against Children: Theory, Assessment, and Intervention* (American Psychological Association, 2008).

⁴⁰ Avouac et al., "Intersectoral Professionals' Understanding of the Prevention of Sexual Violence against Children, Their Role and That of the GP: A Study Using Semi-Structured Interviews: Prevention of Sexual Violence against Children."

⁴¹ Huanming Wang and Bing Ran, "Network Governance and Collaborative Governance: A Thematic Analysis on Their Similarities, Differences, and

spirit and giving a voice to its members⁴². In the collaboration in handling sexual violence against children, it is known that the building of mutual trust between the government, NGOs, and the private sector is created because of an attitude of mutual dependence. In this case, it means that each actor involved in the collaboration in handling sexual violence against children has their own competence and capacity so that each actor can complement each other's shortcomings and realize that each actor needs each other. In addition, the cooperative attitude shown by the actors is also considered to have influenced the building of trust in each collaborating actor. This means that each actor can support each other in efforts to handle sexual violence against children. The commitment in the collaborative governance process for handling sexual violence against children in the city of Surabaya begins with the interests of the actors. The existence of these interests triggers motivation to collaborate in handling problems related to sexual violence against children in terms of handling cases.

Conclusion

Stakeholders through the collaboration that has been built have instilled commitment and trust in preventing sexual violence against children. The vulnerability of Islamic boarding schools to cases of sexual violence requires all stakeholders to support each other's prevention programs as early as possible. It can be seen in the field that the Government through the Women's Empowerment and Child Protection Service and Population Control and Family Planning of Riau Province has taken an important role in committing together to be the front guard in protecting children's rights. The commitment that has been built can be seen from the provision of education and socialization of acts of sexual violence to the community. Through the Pekanbaru Police, socialization has been carried

out to schools, communities and law enforcement, so that law enforcement officers are carried out to facilitate understanding of sexual violence seen from the law and provide information on how to handle criminal acts of sexual violence. The process of collaboration with the community in building awareness, knowledge and skills. The community can participate in preventing sexual violence through their home environment first. Parents play a role in building good communication in providing information about sex education. Meanwhile, the role of the principal, teachers and Foundation with a strong commitment to preventing sexual violence in Islamic boarding schools through the formation of the PPKS task force in the school environment. The formation of this task force aims to prevent it as early as possible in the school environment. The Task Force needs to create a new ecology and environment that is child-friendly. The many cases of sexual violence in Islamic boarding schools are due to the lack of information and knowledge of children, parents, teachers, principals, and people around children about this form of sexual violence. Basically, prevention is carried out when the case has occurred, while we need action and prevention before the case occurs. Through ecological changes, it will be a good start for the freedom of children's activities in any environment.

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⁴² Ansell and Gash, "Collaborative Governance in Theory and Practice."

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