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A comparative study in partnership: what made MARAC successful and what can Korea learn from MARAC?

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Abstract

Domestic violence has become an important social issue at present, regardless of the developed and developing countries. South Korea has also recently stepped up government measures regarding the seriousness of domestic violence, but it still lacks efforts to support victims of domestic violence. Therefore, as a way to solve these problems, this study seeks to examine the victim support program in relation to overseas cases, particularly in the United Kingdom, where the national response to domestic violence is systematically implemented, and to make a proper comparative review of Korean cases.

The research methodology analyzes the success factors and limitations of the UK Multi Agency Risk Assessment Conference (MARAC) from a new governance perspective rather than merely an analysis of the effectiveness of the multi - agency support system to support victims of domestic violence. And to draw policy implications for the "Regional Solidarity for the Safety of Children and Women (RSSCW)" case. To this end, Chapter 2 reviewed the literature on domestic violence, and Chapter 3 described the model of "collective governance" as a theoretical framework for analysis. Chapter 4 conducted an analysis of the British "MARAC" and Korean "RSSCW" cases, and Chapter 5 as a conclusion explained policy implications and limitations of research.

As a result, the UK and Korea are similar, but they respond to domestic violence through other systems. First, in relation to the motivation for participating in the multi-agency response system, if the UK agencies cooperate to enhance the effectiveness of victim support, the Korean agencies can cooperate to enhance the effectiveness of the agency's victim support project. Second, in relation to the leadership of the Multi-agency response

system, the UK exercises leadership by law enforcement agencies such as the police, while in Korea, the heads of local governments and representatives of private organizations jointly exercise leadership. It is difficult to assess superiority because each has different strengths and weaknesses. Third, in relation to the Institutional Design, Britain's "MARAC" is a voluntary partnership with no legal basis for its formation. On the other hand, Korea's "RSSCW" is a nationwide partnership based on law. In the former case, the effectiveness of voluntary participation by the agency is high, but the lack of coercion makes the agency less accountable. The latter case, on the other hand, guarantees participation through coercion, but lack of spontaneity can reduce effectiveness.

The results of the comparative studies show that the difference of leadership and the background of the formation of the multi-agency response system between the UK and Korea has resulted in the difference of the results of the cases. Therefore, it is important to design leadership and institutional design according to background and structural situation of each country.

Acknowledgement

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List of Abbreviations

CAADA: Coordinated Action Against Domestic Abuse

COR: Coordinated Community Response

IDVA: Independent Domestic Violence Adviser

DAIP: Domestic Abuse Intervention Programs

DVIP: Domestic Violence Intervention Project

MARAC: Multi Agency Risk Assessment Conference

MOGEF Ministry of Gender Equality and Family

RSSCW Regional Solidarity for the Safety of Children and Women

UK: United Kingdom

UN: United Nations

VAWA Violence Against Women Act

WHO: World Health Organization

WSU:　Women's Safety Unit

WVPC: Women's Violence Prevention Council

Chapter one: Introduction

1.1 Background to the research

Domestic violence has remained in the periphery of social problems but has recently

emerged as a major societal issue in the past two decades. Domestic violence is now

recognized as a serious human rights issue for women. (Garcia-Moreno et al., 2005). Many

health problems caused by domestic violence are now recognised, but the response of the

public health sector is still lacking in many countries (Garcia-Moreno et al., 2005). The

United Nations (UN), a leader in the global effort to eradicate violence against women,

emphasized the nation's responsibility for ending the global spread of spouse violence

among the types of violence against women. The request by the United Nations General

Assembly in December 2003 to prepare for the first in-depth study of forms and practices

of violence, was an important opportunity for member states to deal with violence against

women (UN, 2010).

Meanwhile, developed countries such as the United States and the United Kingdom have

provided various laws and institutions to cope with domestic violence. The characteristics

of the US domestic violence prevention system are as follows: First, the Violence Against

Women Act (VAWA) was enacted to provide an integrated approach to prevent violence against women such as domestic violence, sexual violence and stalking. Secondly, it adopts mandatory arrest or preferred arrest, making it compulsory to arrest domestic violence offenders (Frederick, 2000). Representative of the domestic violence response system in the in the United States, the 'Duluth model', a community intervention model, is a strong legal response to the domestic violence offenders centered on the judicial system. It is a model to carry out a program for the compulsory arrest and punishment of the perpetrator. This also includes various elements such as crisis intervention programs, legal systems, health systems, and social services (Domestic Abuse Intervention Programs: DAIP, 2017).

Next, in the United Kingdom (UK), in 1970, domestic violence was considered a social issue that needed national intervention due to the influence of the women's rights movement. In the 1990s, various parts of the UK began to cope with domestic violence together by forming an integrated organization, such as a forum or a consultative body for dealing with domestic violence (Grace, 1995). The revision of the Family Law Act 1996 provided the basis for legal punishment for domestic violence offenders (Choudry and Herring, 2006). In addition, the Multi Agency Risk Assessment Conference (MARAC) model, which was evolved in Cardiff and the success of MARAC led to the implementation of MARAC in

several other jurisdictions in England, Wales and Scotland (Robinson and Tregidga, 2007),

a community cooperative system for the protection of domestic violence victims, includes

police, probation officers, Independent Domestic Violence Advisers (IDVAs), child shelters,

and residential support organizations. It is also evaluated as an effective model for the

protection of domestic violence victims and for cooperation between institutions in cases

of abuse and violence that occur or are at risk in the home (Robinson, 2004).

In Korea, the "Act on the Prevention of Domestic Violence and Protection, etc. of Victims"

and " Act on Special Cases concerning the Punishment, etc. of Crimes of Domestic Vio-

lence" were enacted in the National Assembly in 1997, and the grounds for institutional

intervention in social affairs has been established. In 2011 and 2013, comprehensive

measures for the prevention of domestic violence had been announced at the national

government level, and policies for the prevention of domestic violence had been continu-

ously promoted. There had also been efforts to improve victim protection, related investi-

gations and support systems for judicial institutions (Ministry of Gender Equality and Family:

MOGEF, 2016). However, after that, the number of facilities and services to support victims

of domestic violence had increased, but it was difficult to provide effective services for

victims because of lack of expertise and links between institutions (Byeon et al., 2009).

Regarding the domestic violence response system, in the United States, the Duluth model focuses on programs that correct the perpetrator's violent behavior and mandatory arrests, but the UK MARAC model is based on victim-oriented principles to isolate the victim from the abuser and to cooperate with various community agencies to solve the victim's problems. Korea's regional solidarity is closer to the MARAC model than the Duluth model because it focuses on the protection of victims of domestic violence.

This study analyses cases of partnership organization and management to effectively support victims of domestic violence through the case analysis of the UK's multi-agency support system for domestic violence victims and draw policy implications. This partnership is that the institutions related to the issue can effectively cope with social problems through mutual collaboration under the situation of limited financial support from the government and in a complex social environment in which "wicked issues" cannot be solved by a single agency (Lowndes et al., 2012). In the past, research on the support system for victims of domestic violence has focused on the analysis of the effectiveness of facilities or councils (Robinson, 2004) or prescriptions such as strengthening public-private partnership system or providing employee incentives to improve policy performance (Kim, 2002; Byeon, 2010). However, the purpose of this study is to analyze the multi - agency support system for

victims of domestic violence by analyzing the success factors and limitations of MARAC from a new governance perspective rather than merely analyzing effectiveness, and to derive policy implications for Korean cases. In other words, this study allows MARAC to be analysed and evaluated with objective theoretical frameworks from the perspective of partnership models shown as a new response to the wicked assumptions of modern society. In other words, the study will allow MARAC to be analysed and evaluated with objective theoretical frameworks from the perspective of partnership models shown as a new response to the wicked issues of modern society, so that policy implications of MARAC cases can be applied in a similar case in Korea, not in a fragmentary application, but in an objective application along with comprehensive understanding..

1.2 Research aim and questions

The purpose of this study is to find out how domestic violence responders in the UK effectively coped with domestic violence issues, in spite of the constraints of resources, through the Multi-Agency Risk Assessment Conferences (MARACs) and to draw policy implications to be applied to similar institutions in Korea.

So, for this, the following questions will be analysed in the research:

• What background and factors have made the MARACs partnership model successful

in the UK?

• What are the advantages and limitations of each MARAC partnership model case in

terms of the 'Collaborative Governance' model (Ansell et al., 2008)?

• How can the policy implications, theoretical frameworks and case studies be applied

to similar institutions in Korea?

1.3 Structure of research

This study is composed of four chapters excluding introduction.

Chapter 2 provides a literature review of domestic violence and the MARAC. The concept

and theoretical discussion on domestic violence and the current state of do-

mestic violence in the UK and Korea and social costs are discussed. Finally, I will

review the simple background and concepts related to MARAC, as well as its

functions and roles.

Chapter 3 sets out the methodology of this study. As a conceptual framework for this

case study, the research method will be introduced with a focus on the description of the "Collaborative Governance" model.

Chapter 4 analyses the role of MARAC in the UK using the framework presented in Chapter 3 and examines Korea's 'Regional Solidarity for the Safety of Children and Women' (RSSCW) for comparison.

Chapter 5 concludes the dissertation and recommendations relevant to policy, limitation of this study.

Chapter two: Literature Review

2.1. Introduction

Domestic violence can be defined as 'the acts of one of the family members intentionally using physical force on another family or suffering through mental abuse' (Kim, Jae-yeop et al., 2010). According to Straus & Gelles (1990), domestic violence is a violence among family members and is an act that is intended to cause physical pain to another person. Domestic violence is physical, mental, or property damage that occurs among family members, and it has the characteristic of being repeated in intimate relationships including family, unlike general violence (Yoon Dukkyung, 2013), and is traditionally tolerated within the boundaries of the family, so the problem is serious (Kim, Jae-yeop et al., 2010). Straus & Gelles argued that domestic violence was a historical phenomenon, not a new phenomenon, and spreading across cultures. In addition, when social violence increases, domestic violence also increases along with the intensity of the actions. Therefore, the increase in violence in the family propagates more violence and leads to an increase in its intensity. Therefore, if social violence increases, family violence tends to increase and this acts as a

positive feedback loop leading to an increase in the violence in society, which again in-

creases violence in the family (Straus & Gelles, 1986).

As part of efforts to combat this domestic violence issue, for the past two decades, Coor-

dinated Community Response (CORs) has spread worldwide as one of the pro-active coun-

termeasures to combat violence against women (Hague et al., 2001). In relation to this

global trend, the UK has also established a multi-agency cooperative system to cope with

the domestic violence problem and protect the victims, not just by solving the problems

at the government or the police level but also working with communities to engage in

active intervention projects on domestic violence issues (Kim, 2014).

2.2. Domestic Violence

Theoretical concept

In the literature on domestic violence, the definition of violence is a mixture of the concept

of consultation focusing on physical violence and sexual abuse, or the broader concept

including emotional violence and economic violence (Kilpatrick, 2004; Winstock, 2007).

While no consensus has been reached among scholars for the definition of violence, recently, with the emphasis on the views of the victim, agreements have been brought together in broad concepts, including emotional and economic violence and sexual and emotional abuse, neglect and control (Winstock, 2007). In particular, control is the most frequent form of violence, which is reported to have a negative effect independently of physical violence (Murphy & Cascardi, 1993). In this regard, Street and Arias (2001) emphasize that emotional violence not only causes serious mental suffering but also is a form of violence that threatens physical health. Recently, the World Health Organization (WHO) emphasized emotional violence in a comparative survey of domestic violence in 11 countries (García-Moreno et al., 2005).

Legal definition

In the UK, although the law does not directly specify domestic violence, definitions of domestic violence and abuse have undergone changes over time in the public domain, and in April 2013, a more broad definition was applied, which, unlike the previous includes, non-physical abuse behaviour, violence in relationships and coercive control in domestic violence. Domestic abuse is defined by the Home Office (2012, p19) as follows:

"Any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been intimate partners or family members regardless of gender or sexuality. The abuse can encompass but is not limited to: psychological, physical, sexual, financial or emotional.

Controlling behaviour is: a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive control is: an act or pattern of acts or assaults, threats, humiliation and intimidation or abuse that is used to harm, punish or frighten their victim".

On the other hand, the definition of domestic violence in Korea, according to Article 2, "Act on Special Cases concerning the Punishment, etc. of Crimes of Domestic Violence" in Korea, domestic violence is:

"An act involving physical, mental, or property damage among family members" and "*the scope of family members include spouses (including those who are actually married) or those who have had spousal relationships with themselves or with their spouses*" (Domestic

Violence Special Act 2017. (c.1)(a.2.).

The concept of domestic violence first expanded from violence against women to violence against wives and husbands, and gradually to violence against children and elderly parents. The forms of domestic violence have also been extended from the concepts of physical violence in the past to a wide range of concepts encompassing emotional violence, economic violence, neglect, control, and sexual abuse (MOGEF, 2018).

Types of Domestic Violence

Domestic violence can be classified in two ways. First, classification is based on the relationship between the offender (actor) and the victim, including violence against children, violence against a wife, violence against a husband, violence against old parents. This classification is based on who is subjected to the violence within the family, and it can be used to pinpoint the time of the violence. The second category is classified as domestic violence, such as physical violence, economic violence, emotional violence, neglect, and sexual abuse. Previous studies on domestic violence have mainly focused on direct violence such as physical violence or sexual abuse. However, recent studies have defined domestic violence as indirect violence such as emotional violence, economic violence, control, and neglect (Kim et al., 2010).

Domestic Violence Theory

Theories explaining domestic violence are mainly classified into first, Psychological Theory which primarily explains the causes of domestic violence as innate aggressive, alcoholic, or narcotic, and second, Social-Psychological Theory which explains the causes of domestic violence through social learning, exchange and interaction, and third, Sociocultural Theory which explains the causes of domestic violence through social resource conflict systems or cultural norms (Gelles and Straus, 1979).

·○ Psychological Theory

Psychological theory, an initial approach to the cause of domestic violence, is understood from the perspective that an actor exercising domestic violence has some personal char-acteristics. Therefore, important consideration is given to the biological (physical) factors of the individual, psychopathological factors and the use of alcohol in the understanding of the cause of domestic violence. When looking at the macroscopic view of the impact of the social environment on the causes of human behavior, parts of an individual's mental health tend to be overlooked. This implies that the environment does not determine indi-viduals but the mental characteristics of each individual interacts with the environment and manifests itself in various forms of behavior, and it should be reminded that personal

characteristics should not be overlooked when trying to identify individual behavioral

causes (Dutton, 1998).

·○ **Social-Psychological Theory**

Unlike Psychological theory, which explains the causes of domestic violence in individual

characteristics, social psychological theory finds its causes in individual social experiences

such as interaction with society. First, Social Learning Theory sees violent behaviors as

products of learning, learning through ones environment as well as from the behaviors of

others (Bandura, 1973). The home is a primary social environment which teaches the roles

in the home and how to deal with stress and frustrated desires. In this case, when the

parents or other people solve the stress or frustrated desires through violent behavior

during the early life of the child, the grown children are more likely to use violence in

adulthood because they not only justify violence but also learn that it is a means of prob-

lem solving. Second, Conflict Theory says conflicts inevitably arise due to differences in

power or values among members in a heterogeneous group of genders or generations

which are caused by conflicts in the unequal distribution of resources and power. In the

case of family violence, it appears that violence occurs when other measures to manage

conflicts among family members fail (Straus, 2005). Thirdly, Family Systems Theory sees the

family as a social system of purpose, pursuit and adaptation, and regards domestic violence as the product of the system. This theory sees the cycle of violence as one which continually exists and remains stable (Gelles, 1993).

 ·○**Sociocultural Theory**

Socio-cultural theory seeks to view domestic violence from a macro level, with emphasis on social conditions such as social values, structures, norms, and institutions, as well as individual social psychological aspects. First, Structural Theory focuses on the differential distribution of violent factors such as stress, frustration, and deprivation. It is understood that violence occurs more frequently in certain societies, such as the poor and overcrowded areas (Steinmetz and Susman, 2013), and that individuals in the structure of poor social environments experience relatively greater setbacks and often resort to violence in response to frustration or deprivation. Second, the Feminist Theory explains domestic violence with a focus on gender and power (Yllo, 1993). According to feminist theory, violence against women by men is never a personal or domestic issue, and this is the emergence of a historical and cultural male dominance system and a political issue (Dobash & Dobash, 1979). Therefore, male-oriented socio-cultural characteristics, gender discrimination, and patriarchal social structure are considered as the main factors of domestic violence. Third,

Cultural Theory is the viewpoint that domestic violence is not evenly distributed within the social structure, and that discrimination according to the socioeconomic position of the family is due to the function of cultural norms and values related to violence. In other words, domestic violence is more frequent in family members who are exposed to violent culture or in subculture rather than family members who feel deprivation and stress or lack resources to resolve conflicts (MOGEF, 2007).

These theories about domestic violence analyze the reasons of domestic violence from the standpoint of their own and help us understand domestic violence. However, many theories developed by scholars in various fields also have limitations that domestic violence is not fully accounted for because it is highly complex and has a variety of aspects. Thus, an understanding of domestic violence will have access to a more accurate understanding when approaching it from a perspective of various personal, family and social environments and continuous social changes.

Current Status of Domestic Violence

The situation of domestic violence in the UK can be found in 'Crime Survey for England and Wales (CSEW)' conducted by the Home Office and the Office of National Statistics.

According to the recent CSEW Domestic Violence Statistics (ONS, 2017), the level of domestic violence in the UK has declined over the past decade, from 2.7 million at the end of March 2005 to 2 million in 2016/17. Police Recorded Crime data, however, show that the number of domestic violence in England and Wales has increased year by year since 2007/08, with 943,628 victims recorded in 2014/15 (Strickland et al., 2018). The reason for the difference between these two surveys is that Police Recorded Crime data is based on cases reported to the police However, CSEW is inevitably different because it is an estimated statistic that examines the number of cases of domestic violence or abuse experienced through computers in household surveys.

According to the Ministry of Gender Equality and Family Statistics (MOGEF) in Korea, domestic violence counselling commissioned by the Domestic Violence Counseling Center is steadily increasing from 260,452 cases in 1999 to 296,104 cases in 2015 (MOGEF, 2017). Because of the changes in consciousness about domestic violence, domestic violence reports and arrests has increased more rapidly. Domestic violence reported a large increase from 160,272 in 2013 to 227,727 in 2015, and the number of cases of domestic violence arrest has increased by more than four times from 8,762 in 2012 to 40,822 in 2015 (National Police Agency (NPA), 2016).

Social costs of domestic violence

Estimating the annual total loss due to domestic violence and abuse in the UK, the annual total loss due to physical violence in the UK in 2001/2002 was estimated at 22.9 billion pounds. Of these, £ 3.1 billion (13.5% of the total loss) is used by agencies that are funded by the government, such as the criminal justice system, health care, social services, housing provision and civil legal services, in particular, the criminal justice system appears to spend more than £ 1 billion a year (Walby, 2004). In 2008/2009, the annual total cost of domestic violence decreased to £ 15.7 billion (Walby, 2009), based on a decline in the number of domestic violence and abuse cases.

Domestic violence costs in Korea were estimated to be 680 billion won (£ 453 million), direct costs such as the criminal justice system, medical expenses, social welfare service, and civil legal service cost based on 2007 statistics, indirect costs such as economic losses and emotional costs amounted to 1.3 trillion won (£ 866 million) (Moon, 2009).

2.3. Multi-Agency Risk Assessment Conferences (MARAC)

Establishment of Multi-Agency Fora

The main goal of the multi-agency integration strategy is to elaborate and implement the directions, examples and guidelines of the Domestic Violence Intervention Project (DVIP). In the late 1980s, as the existing system of responding to domestic violence was raised to be inadequate, an experimental 'inter-agency collaboration project' was first launched in order to improve relevant clauses and promote good practices, with some reflections suggesting that the existing domestic violence response system was quite inadequate. Since then, more successful multi-agency forums followed, prompting the multi-agency forum to declare the government's policy platform on domestic violence in the late 1990s, and since 1995, it has become an important task for the Home Office, and is still being renewed (Kim, 2003). Currently, at least 290 special multi-agency forums in the UK are producing regional cooperation reports (SafeLives, 2019).

Multi-Agency Risk Assessment Conferences (MARAC)

A MARAC is a meeting that shares information about the highest risk domestic violence incidents in a local area. Representatives from police, health and other local agencies will attend. Meetings are usually held monthly or biweekly, and each meeting discusses an average of 16 cases (SafeLives, 2019).

Objectives and Participating Agencies

The rationale for the multi-agency cooperation forum is to sponsor abused women and children and specifically guarantee safety services. Therefore, the goal of the forum is to come up with achievable and agreed practical action guidelines. Agencies participating in multi-agency forums include each local government and special agencies. Police, probation offices, medical services, shelters, women's support and aid projects, community projects and volunteer groups are largely involved. Among them, the centre of the forum is also the police and shelter (the Women's Aid and shelter movement) (Kim, 2003).

As part of the domestic violence prevention policy, the central and local governments support and recommend the multi-agency cooperation forum movement, draw up many practical proposals, examples, and recommendations and regulations related to the forum, and encourage appropriate resource procurement and participation in public institutions. By and large, forum members are organized as agreed representatives of their organizations, capable of actual influence. As the forum movement progresses, it needs an operational organization whose responsibilities are clear, and can be composed of small groups with specific objectives and deadlines (Kim, 2003).

Key roles and functions

Multi-agency forums exchange information and perform cooperative functions. In addition to these information exchange roles, the multi-agency forums also promote monitoring of domestic violence, pointing out and improving problems in the domestic violence response system, promoting interagency cooperation projects and educational preventive activities. In particular, these forums will set up nationwide domestic violence response strategies which will be used as legal data for future legislative bodies and contribute to legislative activities. In addition, a systematic evaluation system is established so as not to be limited to formal forums, which include factors such as safety improvement, policy changes and service user satisfaction (Kim, 2011)

Chapter three: Methodology

3.1. Aim of research

In Korea, MARAC is frequently mentioned as an advanced case in relation to the support system for victims of domestic violence. This level, however, refers to the case of MARAC as a major success story for domestic violence victims, and it refers to the need and effect of such a multi-agency support system. In the UK, which is the home of MARAC, evaluation studies have been conducted in various ways. However, there are no theoretical studies on the success factors of MARAC using the theoretical framework of partnership. Therefore, this study aims to examine what factors influenced performance and efficiency through case analysis of MARAC model from the viewpoint of collaborative governance based on the research data.

3.2 Research design and method

The MARAC model is one of the representative partnership models. To date, evaluation studies on the performance of MARAC models have shown that evaluating processes or performance (Robinson, 2004), assessing benefits (Robinson, 2006), evaluating satisfaction from a stakeholder perspective (Robinson & Tregidga, 2005) Case-by-case analysis and

evaluation have been conducted with authors' subjective criteria. However, in order to ensure the consistency and objectivity of the evaluation of the MARAC model, a common framework for case analysis is needed. Therefore, in order to systematically compare and analyze MARAC cases, it is necessary to establish an analysis framework based on the evaluation model.

As an analytical framework for this purpose, Ansel and Gash (2008) propose a 'Collaborative Governance' model as a conceptual theoretical framework for analyzing and evaluating partnership cases. The authors created a conceptual framework through a meta-analysis of 137 articles that attempted to show which conditions or factors positively affect the efficiency or effectiveness of collaborative governance. Therefore, in this study, I analyze the success factors and limitations of the MARAC case through the analysis using the 'Collaborative Governance' model of Ansel and Gash. In addition, I would like to find policy implications and institutional improvement tasks applicable to the Korean situation through a comparative analysis of Korean cases.

MARAC case study analyzes the success factors of the partnership model in the field of support for victims of domestic violence by examining the structure, environment and

performance of MARAC through a more theoretical and systematic analysis than the frag-

mentary analysis so far. Based on these results, more systematic and effective policy impli-

cations can be found when applying the partnership model for victim support. On the

other hand, through this work, partnership models with various environments and re-

sources, locally in the same country, systematically check their strengths and weaknesses

and supplement to strengthen the vulnerable areas based on the results of an objective

analysis. It will provide the theoretical basis for capacity building.

3.3. Collaborative Governance as an Analytical Framework

Ansel and Gash (2008) reviewed 137 'Collaborative Governance' cases in the public sector

and selected the most key and common elements for the collaborative governance analysis

to summarize them as follows: The four main elements they extracted are 1. Starting Con-

ditions, 2. Facilitative Leadership, 3. Institutional Design, 4. The Collaborative Process. In

addition, a strategy for responding to the situation of each element was presented so that

the policy implications and the direction of institutional improvement could be referred to

in the partnership case study using this model. Therefore, this study focuses on the conceptual framework of Ansel and Gash (2008), and analyze the MARACs case in the U.K. and 'Regional Solidarity for the Safety of Children and Women (RSSCW)' in South Korea.

Analytical criteria (Ansel and Gash, 2008; pp. 548-561)

Starting Conditions

Imbalances in resources or power, incentives for stakeholders have to cooperate, and past history of conflicts and cooperation between stakeholders are key variables that may facilitate or hinder collaboration.

・○**Power/Resource Imbalances**

Unless some stakeholders have the ability, organization, status or resources to participate on an equal footing with other stakeholders, the collaborative governance process is likely to be affected by stronger actors. Therefore, if there is a significant power/resource imbalance between stakeholders that makes important stakeholders unable to participate in meaningful ways, a positive support strategy, such as granting authority and representation to those with weak powers, is required for effective collaboration management.

·○Incentives to Participate

Given the voluntary nature of participation in collaborative governance, incentives for stakeholders to engage in collaborative governance are important. If stakeholders can achieve their goals through one-sided or alternative means, the incentive to participate is low, while if the co-operative process is an exclusive forum for decision making, the possibility of increased motivation to engage stakeholders is high. In addition, incentives to participate in collaborative governance increases if stakeholders perceive that their goals are dependent on the cooperation of other stakeholders. Therefore, conflicting stakeholders, who are highly dependent on each other, can move on to a successful cooperation process

Thus, if there is a substitute place where stakeholders can pursue their goals unilaterally, collaborative governance will only work if stakeholders perceive that they are highly interdependent. And if the interdependence is on the condition that the collaborative forum is the exclusive venue, then the sponsors will be willing to pre-work to get an alternative forum to respect the outcome of the collaboration process.

·○Prehistory of Antagonism and Cooperation

Prehistory of hostility or collaboration among stakeholders will interfere with or facilitate collaboration. People with a history of conflict is likely to be express low levels of trust, which will eventually lead to low levels of commitment, manipulation strategies, and fraudulent communication. On the other hand, the history of successful past co-operation can create social capital and a high level of trust that create a good cycle of cooperation. Thus, if there is a history of antagonism amongst stakeholders, there is no possibility of success unless there is a high level of interdependence among stakeholders or if positive measures are taken to correct low reliability and social capital among stakeholders.

Facilitative Leadership

Leadership is essential for establishing and maintaining clear basic principles, building trust, facilitating dialogue and exploring mutual benefits. As the stakeholders fundamentally distrust each other, leadership should assume the role of an honest broker. However, when participation incentives are weak or power is asymmetric, leaders often have to intervene to place stakeholders at negotiation tables or empower weak actors. Thus, if conflict is

high and trust is low but power distribution is relatively equal and stakeholders are motivated to participate, collaborative governance can be successfully performed depending on the services of honest brokers that each stakeholder accepts and trusts. However, collaborative governance is more likely to be successful if there is a strong "organic" leader who commands the respect and trust of various stakeholders at the beginning of the process, if the power distribution is asymmetrical and the motivation for participation is weak or asymmetric.

Institutional Design

Institutional design refers to basic protocols and basic rules for collaboration that are important to the procedural justification of the collaborative process. The first condition for a successful collaboration is that it should include all stakeholders that are affected or interested in the problem, because only those groups that think there is a reasonable opportunity for participation are likely to develop commitment to the process. And wide participation should be actively pursued, not simply tolerated. Extensive inclusion is at the heart of the justification process based on the assertion that stakeholders have a broad consensus on the opportunities and policy outcomes. However, stakeholders may not be motivated to participate, especially if they find alternative places to realize their agenda.

When a collaborative forum is "the only game in town," it is easy to motivate stakeholders to participate, but on the contrary, when they are excluded, they can be forced to look for alternative places.

Clear ground rules and process transparency are another important institutional design feature. Both can be understood in terms of procedural legitimacy and trust building. Leaders are asking stakeholders to participate in good negotiations and seek the possibility of compromise and mutual benefit. However, stakeholders often enter a collaborative process in a skeptical mindset. They are sensitive to equity issues, worrying about the power of other stakeholders, and are aware of the possibility of manipulation. The legitimacy of the procedure depends, in part, on the perception of stakeholders that they have earned a "fair hearing". Clear and consistent ground rules reassure stakeholders. Process transparency means that stakeholders can be assured that public negotiations are 'real' and that the process of collaboration is not a cover for private transactions.

Collaborative governance is consensus-oriented, but consensus is not always achieved. Although consensus appears to facilitate the expression of individual perspectives and encourage more cooperation, consensus rules are often criticized as causing "least common denominator" outcomes. The last drafting design problem is the use of deadlines.

Deadlines are important for all formal projects, but deadlines can limit the scope of discussions arbitrarily because collaborative meetings can be endless. Deadlines also weaken the continuing nature of collaborations, which inadvertently reduce incentives for long-term collaboration. Therefore, it should be 'realistic' if the timetable is used in the collaborative form.

The Collaborative Process

The process model of collaborative governance is sometimes described as developing collaboration step-by-step. However, the collaborative process is a cyclical rather than a linear one, and cooperation often seems to depend on the achievement of good circulation between communication, trust, promise, understanding and results. And this circular process is important at every collaborative stage because the feedback of the initial collaboration can have a positive or negative impact on future collaboration.

·○Face-to-Face Dialogue

Face-to-face dialogue among stakeholders is the basis for all collaborative governance. As an agreement-oriented process, it is central to breaking down stereotypes and other bar-

riers to communication and building trust, mutual respect, shared understanding and commitment to the process

·○Trust Building

Lack of trust among stakeholders is a common starting point for collaborative governance. When there is a prehistory of antagonism among stakeholders, building trust is the most prominent aspect of the initial collaboration process, and a time-consuming process that requires long-term efforts to achieve collaborative results. Thus, if the previous history was hostile, policy makers or stakeholders should budget time for effective therapeutic trust building. If they can't justify the time and expense they need, they should not start a cooperative strategy.

·○Commitment to the Process

The level of commitment to stakeholder co-operation is an important variable in the success or failure of the collaborative governance. Commitment is closely related to the original motives for participating in cooperative governance. Interested parties may want to participate to ensure that their views are not ignored or to secure legitimacy to their status or to fulfill their legal obligations.

Commitment also involves a tricky dilemma, if stakeholders need to move in a direction that is not fully supported, an up-front willingness to adhere to the results of the review is needed to be committed to the collaborative process. And a clear, fair and transparent process is important because it depends on the trust that other stakeholders will respect your views and interests. The additional dimension of commitment is sometimes referred to as "process ownership." Ownership of the process implies shared responsibility for the process. Collaborative governance is the transfer of "ownership" of decision-making from agencies to stakeholders acting collectively. The stakeholders are now in the process of joint decision-making with other stakeholders who hold dissenting opinions.

While mandatory forms of cooperation may be important when typical participation incentives are weak, mandatory cooperation may disguise the lack of substantive commitment of stakeholders. Thus, even if cooperative governance is mandatory, achieving a "buy in" is an essential aspect of the collaborative process. And the high interdependence among stakeholders is likely to improve commitment to cooperation, but it may also strengthen incentives. Therefore, collaborative governance strategies are particularly appropriate for situations where continued collaboration is needed.

·○Shared Understanding

At some point in the collaborative process, a common understanding of what stakeholders can achieve jointly should be developed. A shared understanding can also mean an agreement on the definition of a problem or an agreement on the relevant knowledge needed to resolve the problem. The development of shared understanding can be seen as part of a larger "cooperative learning process."

·○Intermediate Outcomes

Collaboration is more likely to follow when the possible purposes and advantages of collaboration are relatively specific and a "small victory" of the collaboration is possible. Intermediate outcomes can, in their own right, represent tangible outputs, but can emerge as an important outcome of the process essential to building momentum for successful collaboration. And these small victories can contribute again to the cooperative process, encouraging a virtuous cycle of trust building and commitment. Thus, when there is a lot of antecedent antagonism and a long-term commitment to trust building is required, the intermediate result of producing small wines is particularly important. If stakeholders or policy makers cannot anticipate such a small victory under these circumstances, they

should probably not take a cooperative path.

Figure 1 A Model of Collaborative Governance
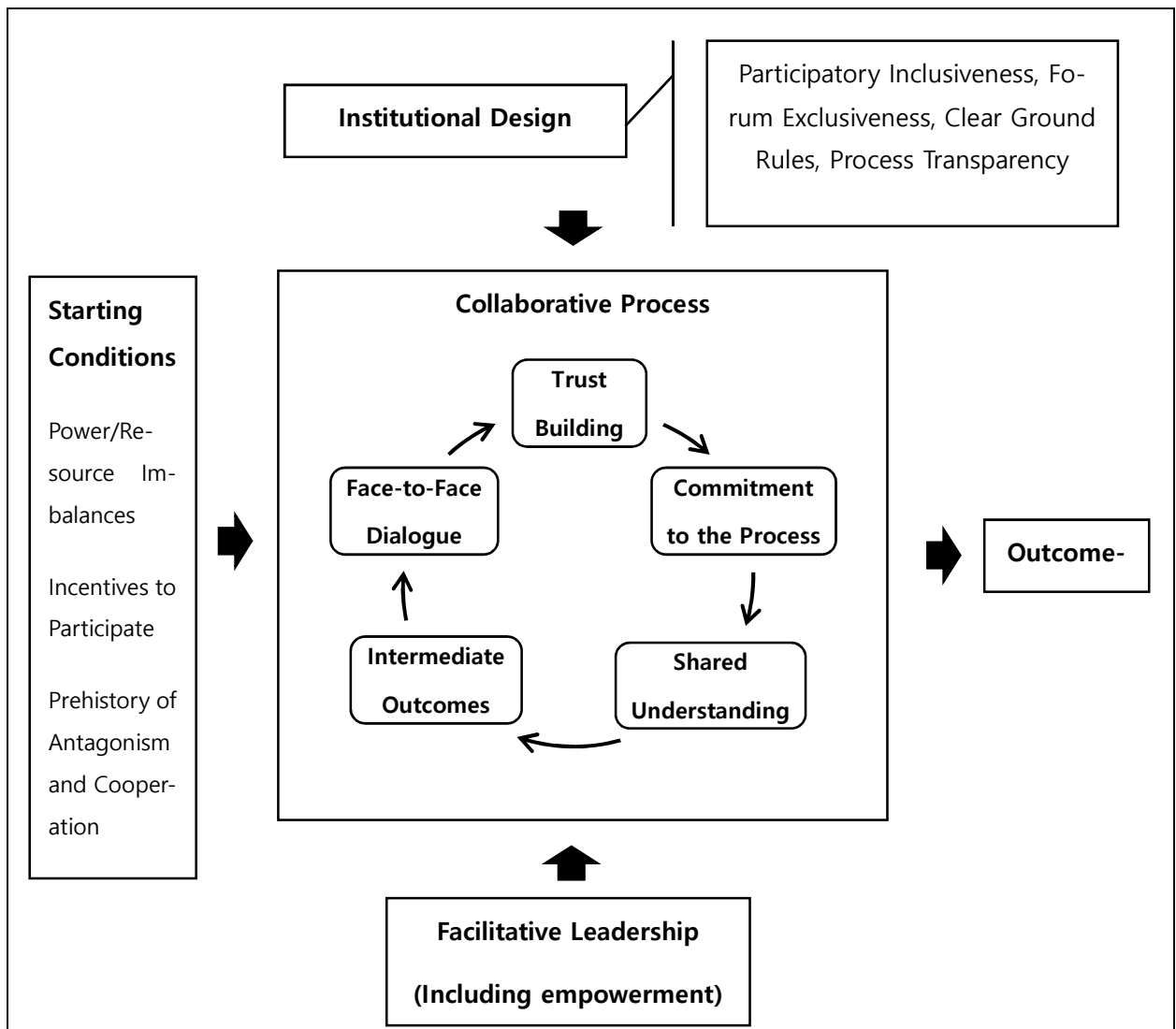
Source: Ansel and Gash (2008)

Chapter Four: Cases of multi-agency cooperation to address domestic violence

4.1. The Multi-Agency Risk Assessment Conferences (MARAC) case in the UK

4.1.1. Overview of MARAC

Domestic violence in modern society is a combination of various kinds of serious crimes ranging from sexual violence, child abuse, juvenile delinquency, to murder and the risk of harm. As well as being an individual and a family, it is a community and national problem that requires effective and systematic cooperation between the national institutions and the local communities in order to prevent the risk of domestic violence and protect the victims (Kim, 2011)

In the UK, MARAC is a collaborative response system at the community level with the agencies involved in domestic violence. Systematic use of scientific risk assessment tools to combat crime and damage risks. It functions as an effective model to flexibly apply concrete issues to relevant institutions and communities without any legal basis for establishment (Kim, 2003)

MARAC deserves to be considered as a policy tool to respond to multiple risks in modern

society in that it first scientifically evaluates crime and damage risks, secondly, it is based

on community resources, and thirdly, it applies a method specialized to individual issues,

and results through flexible and effective cooperation between criminal justice and social

policy institutions. Currently, MARAC, which operates throughout the UK, is considered an

effective working model for safe protection of domestic violence victims. The system was

established as a group of procedures to promote interagency cooperation in cases of abuse

and violence and those at risk in their home (Kim, 2014)

4.1.2. Characteristics of MARAC model

MARAC is a meaningful example of policy in the context of UK criminal justice reform

aimed at redefining the victim to the central position of the criminal justice system.

Through the risk assessment of MARAC, institutional co-operative protection interventions

for high-risk victims of domestic violence are also central to the National Domestic Vio-

lence Delivery Plan of the UK Home Office in 2006.

MARAC started in 2003 in Cardiff, UK. The purpose of this system is to prevent the recur-

rence of crime and damage systematically by sharing information concerning high risk

cases of domestic violence between regional unit of 16 agencies such as police, probation and municipal health, housing, and women's protection departments. (Robinson, 2004).

The key feature is the risk assessment and multi-agency approach. In other words, in accordance with the risk assessment procedure for domestic violence cases, specialized multi-agency cooperative countermeasures are taken on the issues considered to be the most dangerous. (Robinson and Tregidga, 2007).

It is also an important feature that, in the composition of MARAC, institutions other than the criminal justice system are involved with substantive representation. For example, regarding the health problems of victims, the viewpoints of health experts and the police and probation officers who are only responsible for criminal cases may be different. Victim-oriented agencies, such as the Women's Protection Division, provide information according to the victim's point of view, and police and probation officers provide information about the criminal history of the abuser and the risk weighting factors such as drugs and weapons. It is possible to obtain a lot of information from the local community about a specific family, and this information can be analyzed and utilized as meaningful information through the system of MARAC (Kim, 2003)

4.1.3. Organization and Operation Status of MARAC

MARAC is organized and operated in accordance with each community. In the case of Lambeth in the UK, the council chairperson is chaired by the local police social safety director, and the Council Domestic Violence Project Officer is the secretary. At regular monthly meetings, they share information on issues that are at high risk of domestic violence among experts (Kim, 2011). The risk management plan, which includes all the relevant organizations involved, is established through discussions on the risks faced by the victim, the necessary measures to safeguard victims, and the resources available to the community (Robinson, 2006).

By sharing risk-related information within the multi-agency framework, agencies can better understand the current situation and level of risk of victims. This facilitates the preparation to meet the needs of individual victims and their children. It also allows relevant agencies to effectively manage domestic violence offenders to minimize the risk of future violence.

4.1.4. MARAC's procedural requirements (Home Office, 2010)

1) Risk assess

Each MARAC participating organization should have a system to identify domestic violence damage. If domestic violence is suspected, then the risk assessment checklist is used to identify the degree of risk to the victim. Following on, safeguards are immediately implemented against victims, children, and perpetrators. The police will safety isolate the perpetrator, and the child protection agency will protect the child. The high-risk victims will be referred to the Independent Domestic Violence Advisor (IDVA). However, if there is no continuous risk assessment for the victim after the primary risk check, if the participating agencies use different risk assessment tools, and if the criteria defining the risk associated with domestic violence are different, effective evaluation becomes difficult (Kim, 2011).

2) Referral

If any agency identifies a risk issue, the referral form is completed and sent to the MARAC coordinator. The coordinator notifies the participating agencies of the referral. The IDVA provides support to the victims and identifies the main risk and fear factors. However, if there is no case-rejection procedure in institutions other than the police, if the criminal

justice agency controls the case-referencing of other participating agencies, if there is a

lack of clear understanding and consensus on the criteria for referral among the partici-

pating agencies, it will be difficult to proceed smoothly (Kim, 2011).

3) Research

The MARAC coordinator notifies all participating agencies of the meeting agenda. Partici-

pating organizations will then investigate the matter in question. Staff of each participating

agency shall explain the purpose of the meeting to the organisation and gather relevant

information. In particular, IDVA collects background information on victims and also collects

information from agencies that have not participated in MARAC. However, if there is insuf-

ficient time to investigate the issue due to delayed notification of the agenda of the meet-

ing, if the participating agencies fail to provide adequate information on the MARAC of

their co-workers due to a lack of understanding of MARAC, if a leading agency requires

the information to be submitted in writing prior to the meeting and if the IDVA fails to

secure the information, it will be difficult to do so (Kim, 2011).

4) Meeting and information sharing

When a meeting is convened, the MARAC representative of the referral agency will explain

information on the referral issue. This identifies the risks to the victim and the child, the perpetrator, and employees of the relevant agencies. IDVA provides relevant information on behalf of the victim. However, if a leading agency presents all information on behalf of other participating agencies, if the IDVA fails to interview the victim, if the participating agency fails to prepare the information and attends the meeting, if the person in charge of the MARAC of the participating agency is frequently replaced, if a person in charge of a case is sent to explain the matter on his behalf, then effective information sharing cannot be expected (Kim, 2011).

5) Action planning

Each participating agency of MARAC presents each possible measure for prevention of damage and protection of victims, and identifies areas where they can work with other participating agencies. IDVA provides feedback on whether the proposed action plan is safe. However, if action is required even in the absence of the competency of the participating agencies, if it does not set a time limit for the action, if the agency has not designated a representative to coordinate liaison with the victims after the meeting, if the participating agencies fail to link it to other child and victim protection procedures, then it will be difficult to implement the action in accordance with the plan (Kim, 2011).

6) Follow-up

As a result of the MARAC meeting, the relevant measures are notified to the partner or-ganizations and executed within the agreed time limit. Each participating organization no-tifies the MARAC coordinator of the completion of the action and continues to provide relevant information to the IDVA. The IDVA continuously notifies the victim about the action plan and is responsible for communicating and coordinating action plans of partner organizations. However, if the planned action is not completed, is not verified by the MARAC coordinator, the absence of an executive group to manage MARAC's work, or if the victim's safety is not deterred, If there is no on-site employee feedback on information and actions, and the appropriate follow-up management does not follow, such as when the security of the relevant information is poor, then the MARAC system is hard to achieve (Kim, 2011).

Figure 2 MARAC's case management procedure
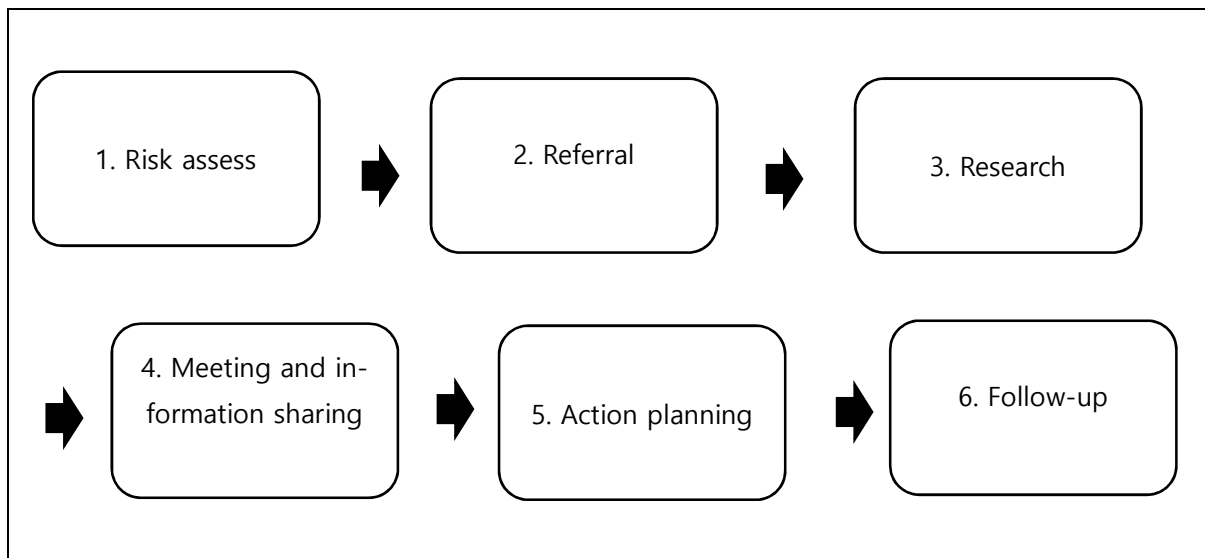
Source: Adapted from SafeLives Marac Process: Quick Guide, 2017.

4.1.5. Referral requirements of MARAC

Organizations participating in MARAC will assess them as matters to be discussed and agreed upon at MARAC if the following requirements are met: (CAADA, 2010; McCoy et al., 2016).

1) Expert decision

If an expert determines that there is a very high risk to the victim's situation, the case should be referred to the MARAC. Even if the victim is unable to provide information, there

are certain special situations in which the risk is apparent. The case is due to extreme fear, culture or linguistic barriers. In such cases, the case may be referred, even if it does not meet the general criteria, depending on the experience of the expert or the victim's risk awareness.

2) Visible high risk

In order to determine the risk of the issue, the agency concerned utilizes the Risk Indicator Checklist of the Coordinated Action Against Domestic Abuse (CADA). If there are more than 14 items on the list, it meets the MARAC referral requirements (Robinson, 2006). In the case of Cardiff, the risk assessment allows the on-site police to assess the risk level for 20 items according to the local police's victim risk indicator form. This indicator format was developed by the local police to reflect the findings of 47 cases of domestic abuse and the opinions of partner organizations. The assessment of the victims' groups was also collected during the development process. Risk assessment information includes past physical abuse, deterioration trends in abuse, use of weapons, employment and financial circumstances, drug abuse, pregnancy, behavior control, separation status, threats, sexual abuse and suicidal impulses (Robinson, 2006).

3) Potential deterioration potential

The referral criteria also is judged based on the number of reported cases to the police due to domestic violence in the last 12 months. This criterion will be used in cases where it is more appropriate to assess MARAC in a more comprehensive manner through information sharing, as the risk of abuse is likely to worsen even in cases where the majority of risks on the list have not been positively identified. In Lambeth, if there are three or more domestic violence crimes within twelve months, or if there are five or more reports of domestic violence incidents, then it will be reported to MARAC (Kim, 2011).

4.1.6. Performance of MARAC

Between October 2008 and September 2009, 33,000 adult victims and 46,000 related children were treated by MARAC (Home Office, 2010). Many research studies have shown that the MARAC model has a substantial impact on the practice of relevant experts and the safety of victims and their children. Interviews with field practitioners are also evaluated as reliable models for information sharing and victim safety among relevant agencies (Robinson, 2004; Robinson, 2006; Robinson and Tregidga, 2007).

In particular, it has had a positive effect on ensuring the safety of the victims by reducing

the number of police reports and calls. In the six months following the MARAC's action,

60% of those protected were not affected again, and 40% after 12 months (Robinson,

2006). Given the high risk of repeated domestic violence, this level of damage prevention

performance is evaluated as a positive outcome of a multi-agency response to domestic

violence victims. However, because the damage to domestic violence is a combination of

emotional, financial and child-rearing issues as well as physical and mental damages, there

are limitations financially and in time available at the MARAC level, and difficulties remain

in inducing cooperation between victims and their families (Kim, 2011).

4.1.7. MARAC case analysis

·○Starting Conditions

The imbalance of power among stakeholders is a common problem in collaborative gov-

ernance (Gray 1989). Having multi-agency cooperation projects means that the problems

regarding differences in power between agencies should be solved in a practical and pos-

sible manner (Kim, 2003). MARAC is also a model in which more than 16 agencies collaborate to support victims. If there is an imbalance of power or resources among the participating organizations at these conferences, some stakeholders will not be able to participate in the same position as the other stakeholders, and the conferences are likely to be dominated by stronger actors. In order to prevent such problems, positive support strategies such as empowerment and representation are given to weaker stakeholders are effective (Ansel and Gash, 2008). While actual minority groups and volunteer groups are marginalized, it is easy for public organizations to take the initiative, and equality between the agencies must be carried out to enable substantial consultation, participation and movement development of their organizations at multi-agency forums (Kim, 2003). In this regard, SafeLives emphasizes the principle of equality in the 10 principles of an effective MARAC (**see Appendix 1**) that the MARAC should be structured to achieve equal performance for participating organizations. Robinson (2006) also pointed out that in her MARAC study in Cardiff that all agencies make a meaningful contribution to MARAC. In addition, case studies on MARAC (Robinson, 2006) and National Surveys (Steel et al, 2011) suggest that each agency has valuable resources to contribute MARAC to services or information sources that other organizations can not normally provide.

Given the voluntary nature of participation in the Collaborative governance, it is important to understand the incentives for stakeholders to engage in partnerships (Gray 1989). If stakeholders perceive that their goals are dependent on the partnership of other stakeholders, the incentive to participate in cooperative governance also increases (Logsdon 1991). In Cardiff's MARAC case, participating agencies work for their own unique tasks and collaboration with other agencies, police and law enforcement agencies, which are the main actors of MARAC, also have high incentives to participate in MARAC because achieving their goals can be achieved more effectively through the provision of information or cooperation of other participating agencies. (Robinson, 2006)

·○**Facilitative Leadership**

For partnerships involving many public and private organizations, such as MARAC, leadership is important to ensure that organizations of various sizes and influences actively participate in achieving common objectives (Ansel and Ghash, 2008). As noted above, a consultative body may fail to achieve a common purpose and run aground if a small number of strongly influential organizations hold sway over the operation of the consultative body. Thus, the promotion leadership that encourages various institutions and organizations to work with their own characteristics and strengths to achieve common goals across borders

is an important factor in MARAC's success.

In the case of a collaboration involving a public-private partnership, performance will be likely to be affected by who exercises leadership. Ansel and Gash (2008) see public institutions exercising leading leadership in the collaborative governance as important. However, from a victim-centric standpoint, MARAC believes that leading the meeting at such local police could have a negative impact on the victim. And there is no need to rely on one leader in this multi-agency support system. This is because it can lead to healthier partnerships through a variety of formal, informal leaders (Lasker and Weiss 2003).

According to the National Survey, which surveyed which organizations are leading each region's MARAC, most (93%) said police were leading the MARAC (Home Office Violent and Youth Crime Prevention Unit (VCYU) and Research and Analysis Unit (RAU), 2011). This situation raises two problems: first, increased administrative burdens, such as time and effort to prepare the police meeting; second, exclusionary leadership led by the judiciary can weaken victim-centeredness (Robinson, 2004; Robinson 2006). Thus, as a way to solve these problems, Robinson (2004) suggests that 'Chair Rotation' can make MARAC more democratic, with reducing the administrative burden of police and judicial agencies.

·○ **Institutional Design**

"Institutional design refers here to basic protocols and basic rules for collaboration that are important to the procedural justification of the collaborative process" (Ansel and Gash, 2008, p555). Chrislip and Larson (1994) argue that the first condition for successful collaboration is to include all stakeholders affected or interested in the issue comprehensively. And broad participation should not be tolerated simply, but actively pursued. Almost all relevant organizations in the community participate in MARAC and strive to protect victims of domestic violence is an important factor in the success of collaboration (Robinson, 2006). Regarding clear ground rules and the importance of process transparency in the Institutional Design (Imperial 2005), SafeLives recommends that in the 10 principles of an effective MARAC (see Appendix 1), MARAC create clear and transparent referral criteria. According to the National Survey (VCYU and RAU, 2011), 90% of local MARACs have operational protocols and 95% have information-sharing protocols.

·○ **The Collaborative Process**

All partnership is based on direct dialogue among stakeholders. For problem-solving co-operation, direct dialogue is needed to identify opportunities for mutual benefits for stake-

holders (Ansel and Gash, 2008). At MARAC, all relevant agencies will attend regular meetings once or twice a month. Through this, the related agencies in the region become aware of each other's existence, which will serve as an opportunity for new cooperation in other issues. Regular meetings and information-sharing are an important factor in MARAC's success as a channel to build trust among institutions that initially lacked trust (Robinson, 2004). And through the "small wins" of integrated collaboration, collaboration can develop into a more reliable collaboration among organizations participating in MARAC (Chrisip and Larson 1994). The Women's Safety Unit (WSU), through information sharing with the police through MARAC, understands each other's needs and advantages, and the probation officer experiences co-operation with the judiciary to achieve common goals more effectively (Robinson, 2006). The accumulation of "small wins" through collaboration among these institutions will again contribute to MARAC's success

4.2. Regional Solidity for the Safety of Children and Women (RSSCW)

4.2.1. Background of RSSCW

RSSCW is a public-private partnership system involving various entities, including education,

police, medical institutions, child and women protection facilities, and violence prevention education institutions, with local governments at the centre to protect children and women from violence such as sexual violence and domestic violence (MOGEF, 2018b). The RSSCW was initially started as the "Women's Violence Prevention Council" of local governments, but was reorganized as a "Regional Solidity for the Protection of Children and Women (RSPCW)" by adding child protection-related agencies, and expanded from 16 cities and provinces to form 244 RSPCWs. After that, the RSPCW function was subdivided into a working-level case council and a steering committee, and renamed to the current Regional Solidity for the Safety of Children and Women **(**RSSCW) (MOGEF, 2018b).

4.2.2. Purpose and function of RSSCW

The RSSCW is designed to prevent damage to violence through cooperation among local children and women protection agencies (facilities), establish a regional safety net and create a community environment that is safe from sexual violence (including child and adolescent prostitution, sexual violence in schools), and domestic violence (including child abuse). The regional solidarity system consists of the 'Ministry of Gender Equality and
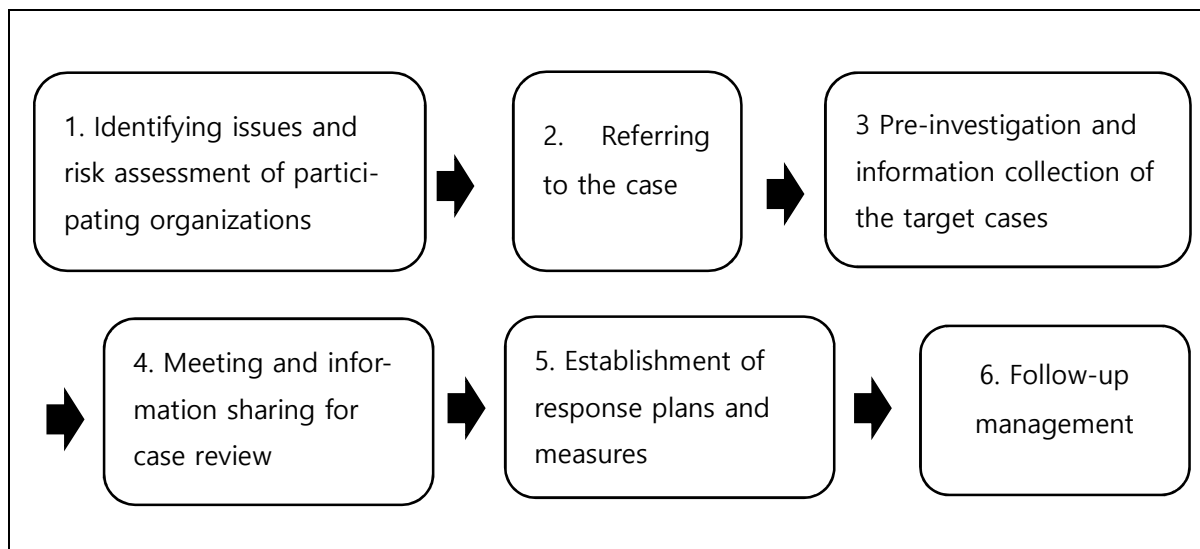
Family' and 'Upper Level and Lower Level Regional solidarity'. Major functions include establishing a cooperative system among related agencies, supporting the prevention of violence, safety projects and crisis management (MOGEF, 2018a).

· **Establishing a cooperative system:** Establishing a plan for the operation of local solidarity for strengthening children and women's safety/ establishing a system for information sharing and cooperation among organizations related to children and women's safety

· **Preventive support**: Systematic preventive education for children and women's safety/ cooperation in the prevention of violence in the local area, investigation of sexual violence and domestic violence, and provision of information on women's pharmacology

· **Safety business**: Safety diagnosis and safety support (safety return, etc.)/ Child safety map production and risk environment maintenance/ and support for the protection of vulnerable children and women

· **Crisis management**: Emergency case intervention and case management for children and women affected by the violent crisis

In particular, the Lower Level Regional solidarity conducts emergency rescue and case management of children and women affected by the violent crisis, which is similar to

MARAC's case management procedure and requires that a case management meeting be

held twice a year (MOGEF, 2018a).

Figure 3 RSSCW's case management procedure


```
┌──────────────────────┐      ┌──────────────┐      ┌──────────────────────┐
│ 1. Identifying issues │  ▶   │ 2.  Referring │  ▶   │ 3 Pre-investigation  │
│ and risk assessment   │      │ to the case  │      │ and information      │
│ of partici-pating     │      │              │      │ collection of the    │
│ organizations         │      │              │      │ target cases         │
└──────────────────────┘      └──────────────┘      └──────────────────────┘

┌──────────────────────┐      ┌──────────────┐      ┌──────────────────────┐
│ 4. Meeting and infor- │  ▶   │ 5. Establish-│  ▶   │ 6. Follow-up         │
│ mation sharing for    │      │ ment of      │      │ management           │
│ case review           │      │ response     │      │                      │
│                       │      │ plans and    │      │                      │
│                       │      │ measures     │      │                      │
└──────────────────────┘      └──────────────┘      └──────────────────────┘
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Source: MOGEF, 2018a

4.2.3. Operating System of RSSCW

When looking at specific roles for each RSSCW actor, the 'Ministry of Gender Equality and

Family' provides guidance on regional solidarity projects and state subsidies and reports

on the results of the projects, while the 'Upper Level Regional solidarity' provides support

for the establishment of a wide area safety network and support for the 'Lower Level

Regional solidarity', Finally, the 'Lower Level Regional solidarity' conducts a project to es-

tablish a safety network for the regional area (MOGEF, 2018a).

Figure 4 RSSCW's Implementation system
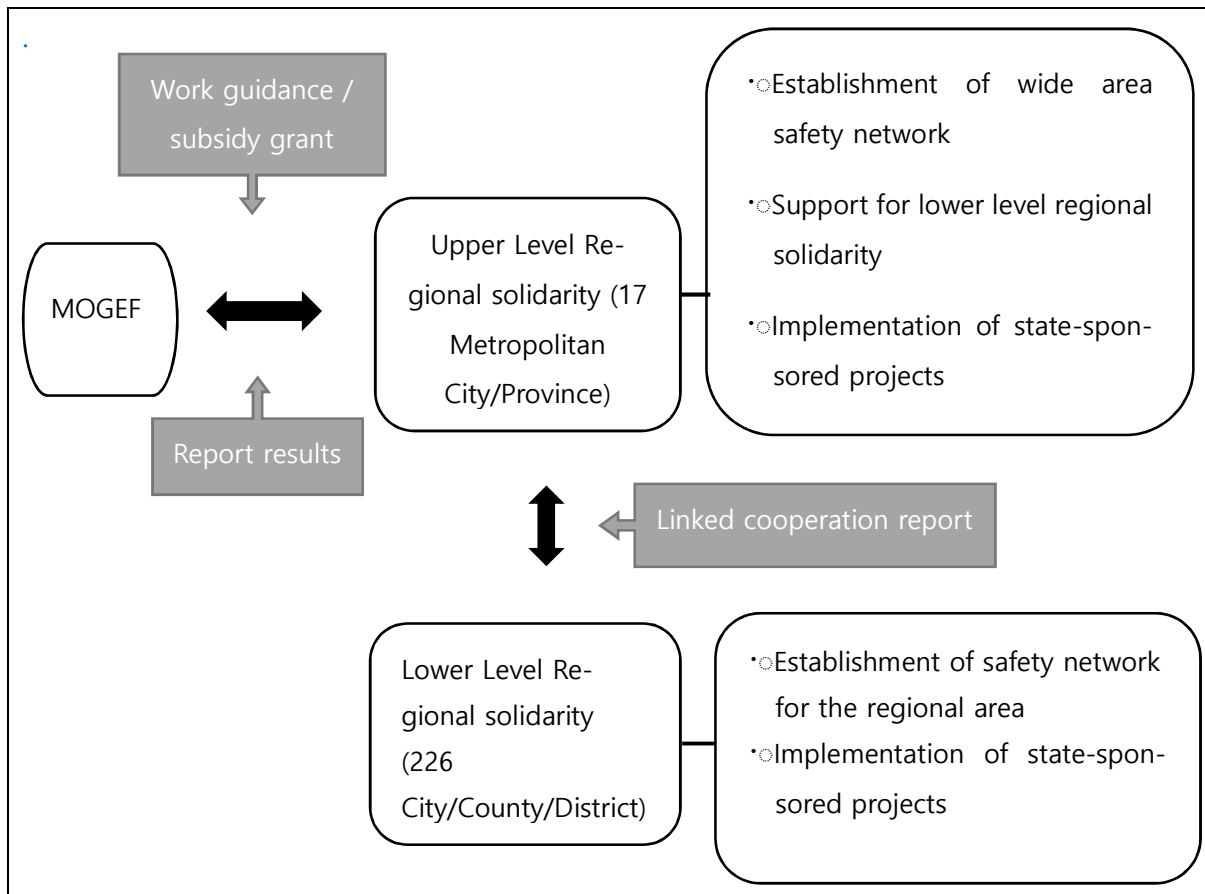
Source: MOGEF, 2018b

4.2.4. RSSCW's evaluation

Prior to forming a consensus on RSSCW configuration with field workers, requests for

configuration were made unilaterally from the Ministry of Gender Equality and Family to

the local government, showing a formal composition. At first, the name of the "Violence

Prevention Council for Women" was introduced, but violence against children appeared as

a social issue and changed the name of "Regional Solidity for the Safety of Children and

Women (RSSCW) ", which weakened the identity of the initial council. Initially, the partici-

pation of various organizations in the community was appreciated, but there is also the

opinion of the assessor that counselling centers and protective facilities that play a central

role within the support system for women's violence victims have not made a big voice in

the RSSCW. Currently, the activities of most RSSCWs in the country are dominated by 1-2

meetings or campaigns a year, which could lead to the support for women's violence

victims becoming perfunctory and not well connected to local private counselling centers

and protection facilities (Byeon et al., 2009).

4.2.5. RSSCW case analysis

·○Starting Conditions

In order to maximize the use of local resources by establishing a network through strength-

ening links between local service organizations related to women's and children's violence,

the anti-violence organization is operated by the provincial branch office in 16 units of

provincial and municipal units. (Lee, et al., 2008). Initially, the organization was voluntarily

organized under the name of "Women's Violence Prevention Council" and changed into

the government-led "Regional Solidarity for the Safety of Children and Women." As the

initial identity weakened, it became difficult to play a role. In addition, most of the activities of the "Regional Solidarity for the Safety of Children and Women" in the country are becoming formal in support of actual victims of female violence since the meetings are held 1-2 times a year or campaigns (Byeon et al., 2009). As the formation of regional solidarity has changed from voluntary participation to government initiative, power, resource allocation and voluntary participation incentives have been greatly affected.

·○**Facilitative Leadership**

It needs institutional support to be operated more effectively, not as well as the current useless prevention of women's violence, the mindset of the person in charge of work is important, and the willingness and practical support to activate the consultative body more actively at the provincial and metropoitan level (Lee, et al., 2008). In order to ensure good interconnection between agencies in the front line, a good central-level link must be made. The establishment of infrastructure to perform each role should be pre-emptive. As warmth expands from top to bottom, central-level instructions must be given on what infrastructure is in the region and should be linked to each other (Lee, et al., 2008).

·○Institutional Design

The 'Regional Solidarity for the Safety of Children and Women' is an organization that reduces the need to establish a linkage system that extends, beyond the level of individual, levels of government and local government (Byeon et al., 2009). In addition, the functions to be performed by the council should be discussed differently depending on the level of the metropolitan city and the basic local governments. If there is a sufficient link between the individual resources of the individual institution or the head of the organization such as the metropolitan city, the service is provided while linking various resources without a consultation body. Therefore, how to activate the local councils and how to operate the councils at the level of the city with poor resources should be distinguished from the metropolitan cities (Lee, et al., 2008). And because of the ubiquity and diversity of the causes of violence, it is necessary not only for women violence facilities but also for social welfare systems. Thus, it is necessary to link with homeless shelter, alcohol-related facility, or alcohol-use patient's post-discharge facility. However, social welfare councils are not involved in the current regional solidarity. Therefore, the Ministry of Gender Equality is required to prepare and disseminate relevant facility manuals in close ties with each local government (Byeon et al., 2009).

Chapter Five: Conclusion

5.1. Policy implications through comparison of case analysis results

The first start of the MARAC in Britain is the voluntary formation of a multi-agency support system to support domestic violence victims within the local community in Cardiff, Wales (Robinson, 2007). As this has been increasingly recognized as effective, it has spread throughout the UK and now there are more than 290 regional consultative bodies (Safe-Lives, 2019). Korea's RSSCW, on the other hand, initially started out as the 'Women's Violence Prevention Council (WVPC)' of local governments, but was changed to the current RSSCW by adding child protection agencies (MOGEF, 2018b). This change has affected the transformation of a consultative body, which has produced substantial results as a voluntary support organization for women's violence victims, into a formal engagement with the current government-led RSSCW. Participation in institutional partnerships is voluntary, and if this is enforced, the partnership's performance will be lowered. The number of gatherings is about one to two times a month in the UK MARAC, but the RSSCW of Korea is set more than twice a year. This difference leads to a difference in performance. In the UK, if the related organizations form a link to enhance the effectiveness of victim support, it can be

said that in Korea, it is linked to enhance the effectiveness of individual victim protection organizations.

Leadership seems to play an important role in both the UK and Korea case. In the UK, the police will chair MARAC to convene all relevant bodies and to consider matters. On the other hand, Korea's RSSCW will be jointly chaired by heads of local governments and NGOs, and the proceedings will be conducted by representatives of private organizations (MOGEF, 2018a). In each case, the advantages and disadvantages are different. In the case of the UK, the police are leading, which leads to the meeting with a lot of relevant data and information about the issue, which makes it possible to process quickly and efficiently. However, it may be difficult for police officers who are responsible for criminal punishment to handle the work from the victim's point of view. In the case of Korea, the heads of local governments and representatives of private organizations can chair the meeting, so if the representative of the victim protection agency for women becomes the leader, it is possible to solve the problem from the perspective of victims of domestic violence. On the other hand, it may be difficult to effectively use data and information from police and judicial authorities.

The issue of Institutional Design is the legal basis and enforceability of the meeting. MARAC

in the UK is a voluntary consultative body not based on law. So it can not force the attendance of the meeting and it becomes flexible depending on the situation of the institution. As these problems have arisen, many representatives are fond of creating a legal basis for MARAC and mandating the participation of relevant agencies. The reason is that if MARAC is statutory, it can secure the participation of institutions and strengthen the accountability of institutions. On the other hand, Korea's RSSCW is based on the law and it is obligatory to attend the organization. However, the lack of willingness of voluntary participation by institutions due to the limitations of resources and the composition of constitution, and thus the way of meeting is proceeding formally and the actual help of victims of domestic violence is not much.

In conclusion, I found through a comparative study that the UK-Korea multi-agency response system background, leadership and institutional design are different. And the difference is that the multi-agency response system has been formed in different aspects in both countries and it seems to have made different achievements. Therefore, in each case, it is important to design the leadership and Institutional Design according to the situation of the country.

5.2. Limitations of study

This study has limited consistency and strictness in its analysis because it has analyzed data based on the evaluation criteria related to the analysis framework, focusing on the existing MARAC evaluation case literature. Moreover, it is without systematic research design and evaluation related to the setting of the analysis framework. In the future research, if the research design and case analysis are based on the conceptual framework of the partnership model, more objective and valid research results will be obtained. This study also used the governance model to analyze the performance of the multi - agency support system for victims of domestic violence. This approach is advantageous in that it can compare success factors and limitations on the same basis as other partnership models. On the other hand, there is a limitation in that it does not take into account the specific circumstances of the victim support system for domestic violence. This part can be helpful in comprehension by comprehensively mentioning in the analysis. Finally, in Korea, there are not many studies on performance evaluation related to marital protection for children in MARAC. In the future, if the evaluation and improvement of the regional solidarity are conducted together with specific case studies from the viewpoint of governance, it will be possible to support victims of domestic violence through more effective operation of the council.

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Appendix 1 SafeLives – the 10 principles of an effective MARAC

1. Identification All agencies and services identify high risk victims through completing a risk assessment and/or referral to a specialist agency within safe timeframes once domestic abuse is disclosed.

2. Referral to the MARAC All high risk victims who meet MARAC referral criteria are referred to the MARAC by a range of agencies within safe timeframes.

3. Multi-agency engagement All relevant agencies are appropriately and consistently represented at the MARAC.

4. Independent representation and support for victims All high risk victims are consistently supported and represented by an Independent Domestic Violence Advisor (IDVA) or other independent representative who prioritises safety throughout the MARAC process.

5. Research and information sharing MARAC representatives research cases and share relevant and proportionate information that identifies risk and informs safety planning. Procedures are followed to ensure that safety and confidentiality are maintained at all times.

6. Action planning Action plans are developed which address the risks identified.

7. Number of cases and capacity The MARAC has the number of referrals and capacity to ensure that all high risk victims who meet the MARAC threshold can receive support from their local MARAC.

8. Equality The MARAC is committed to delivering equality of outcome to all.

9. Operational support Consistent coordination and administration support the effective functioning of the MARAC.

10. Governance Effective governance oversees the performance, sustainability and accountability of the MARAC.