

CHAPTER III
SEMARANG CITY GOVERNMENT AND CIVIL SOCIETY COLLABORATION
AND STRATEGY TOWARDS HANDLING SEXUAL VIOLENCE CASES IN
SEMARANG

3.1 Collaboration Between Government and Civil Society Towards Handling Sexual Violence Cases in Semarang City in 2023

The phenomenon of violence against women appears to have proliferated in numerous media reports recently. Cases of violence against women and children have become increasingly alarming, encompassing all forms of violence, including physical, sexual, and emotional abuse, which cause suffering to women and children. This also includes all forms of threats, intimidation, and violations of rights or freedoms.

Sexual violence against women and children is clearly occurring in the city of Semarang. As a major city in Central Java Province, Semarang continues to strive to address cases of sexual violence against women and children. According to data from the Ministry of Women's Empowerment and Children's Protection of the Republic of Indonesia on 16th January 2024, Semarang ranks as the area with the highest distribution of cases of violence against women and children in Central Java in 2023. Out of a total of 955 cases of violence against women, Semarang ranks first with 134 cases. For cases of violence against children, from a total of 1,327 cases, Semarang also ranks first with 115 cases. (kekerasan.kemenpppa.go.id)

Furthermore, the Department of Women's Empowerment and Child Protection (DP3A) of Semarang City recorded 297 cases of sexual violence from 1st January 2023 to 1st March 2024. Among these, 278 victims were female, and 38 were male. (dp3a.semarangkota.go.id)

In response to this, the Semarang City Government has enacted Regional Regulation No. 5 of 2016 Article 11 concerning efforts to eliminate violence against women, implemented by the Semarang City Government through the DP3A, assisted by technical implementation units by establishing Regional Technical Implementation Units (UPTD). These units serve as integrated service centers for handling gender-based violence against women and children in Semarang. The UPTD demonstrates the Semarang City Government's commitment to serving the citizen, ensuring citizens' rights, and fulfilling its responsibilities by prioritizing public interests. Various efforts have been made by the Semarang City Government to address the issue of violence against women, including the creation of regulations to protect women from violence and the establishment of integrated service institutions. The government also strives to provide free and easily accessible protective facilities, such as consultation rooms, legal aid services, and safe houses or shelters. Additionally, the DP3A developed the ASIJK PAK application as a platform for the public to monitor data on cases of sexual violence against women and children in Semarang. However, based on interview with Head of DP3A Semarang City, these measures have not yet yielded significant results.

In reality, Semarang consistently ranks first in Central Java for the number of violence cases. This is inconsistent with the goals stated in Regional Regulation Number 5 of 2016 Article 3, which includes providing services to women from acts of violence. In light of these issues, the Semarang City Government is currently implementing a new initiative by collaborating with civil society to address cases of sexual violence in Semarang.

The collaboration between the government and civil society towards handling sexual violence cases in Semarang City has been established since the formation of UPT Seruni in 2005. Meanwhile, the UPTD PPA institution was only established in 2023 based on the legal framework of the Governor of Central Java Regulation No.24 of 2022 concerning the Implementation of Integrated Services, Data and Information, and Citizen Participation in the Protection of Women and Children Victims of Violence, Exploitation, and Discrimination. In fact, LRC KJHAM was founded earlier in 1999 following the events of 1998, and it was from this point that the collaboration process first began.

“LRC KJHAM was actually established earlier due to the events of 1998. LRC KJHAM, along with other NGOs such as PSW UNDIP and PSW from other campuses, helped in the formation of UPT Seruni, which was eventually officiated on 1st March 2005”. (Interview with Ninik Jumoenita on 13th May 2024)

Based on an interview with Mrs. Ninik Jumoenita from UPTD PPA Semarang City, it is emphasized that the culture of collaboration has long been established. Although in 2023 the collaboration between UPTD PPA and LRC KJHAM had not yet formed a formal MoU, the culture of collaboration had already been established in the handling of several cases. Even the Head of Women’s Empowerment and Children’s Protection Department (DP3A) Semarang City, Mr. Drs. Ulfi Imran Basuki, M.Si, acknowledged that collaboration with many parties greatly assists in information gathering, making it easier to handle sexual violence cases quickly.

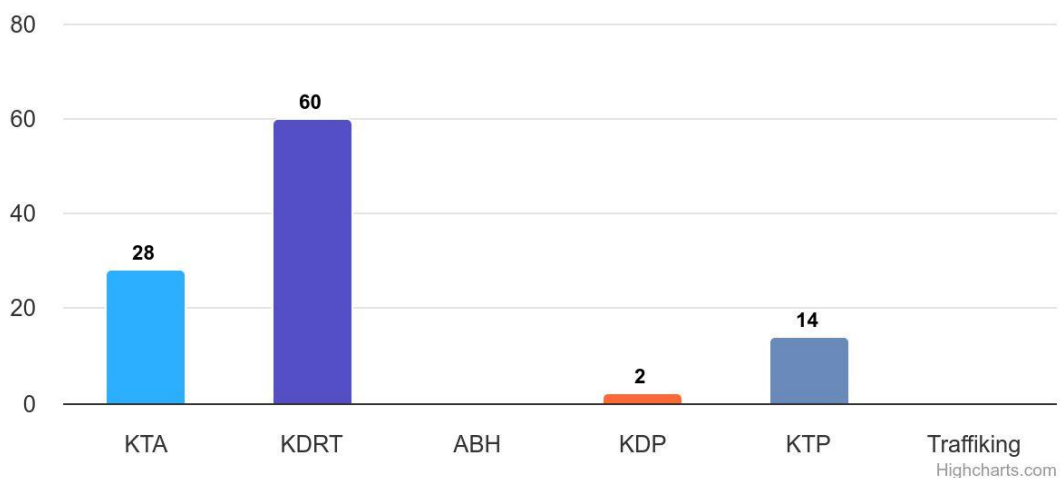
“When we are talking about collaboration, it is not merely a formality but has become an obligation, without collaboration our objectives will not be achieved. We need synergy with friends from civil society, the police, the prosecutor, and even the ministry to ensure the proper handling of sexual violence cases in Semarang City. The more parties involved, the more open

the necessary information becomes". (Interview with Ulfi Imran Basuki on 7th May 2024)

Lastly, LRC KJHAM in a press release for the Public Discussion, **"Publication of the Annual Report on Violence Against Women in Central Java,"** noted that the most common types of crimes under the TPKS Law included physical sexual harassment with 28 cases or 40%, electronic-based sexual violence (KSBE) with 12 cases or 17%, sexual exploitation with 9 cases or 13%, rape with 9 cases or 13%, child sexual abuse with 6 cases or 9%, non-physical sexual harassment with 4 cases or 6%, forced marriage with 1 case or 1%, and sexual slavery with 1 case or 1%. In the accompaniment process carried out by LRC KJHAM, only 22 cases pursued legal action. Sixteen cases went through criminal legal proceedings, and six cases went through civil legal proceedings.

There are various types of sexual violence cases against women and children in Semarang City. The explanation based on the image below is as follows:

Image 3. 1
Types of Sexual Violence Cases in Semarang City in 2023 - 2024
Jumlah Kasus Berdasarkan Jenis Kasus



Source: <https://ppt-dp3a.semarangkota.go.id>

The image above shows that the number of sexual violence cases against women and children in Semarang City, based on case type, occurs most frequently in domestic violence cases, with a total of 60 cases. This indicates that many families are still not mentally and financially prepared, leading to occurrences of domestic violence.

In response to sexual violence cases against women and children in Semarang City, the Semarang City Government has quickly taken action to provide the best services. The types of services provided by the Semarang City Government in handling sexual violence cases in Semarang City include:

Image 3. 2
Types of Services Provided by Semarang City Government in Handling Sexual Violence Cases in 2023 - 2024



Source: <https://ppt-dp3a.semarangkota.go.id>

The image above indicates that the most common type of service provided by the Semarang City Government from 2023 to 2024 is victim support, with a total of 64 services. Meanwhile, the least common type of service provided is victim repatriation, with only 1 service. It is worth emphasizing that out of the many cases of sexual violence against women and children in Semarang City from 2023 to 2024, only 17 cases made it to the legal enforcement process. This suggests that there are factors affecting the performance of the Semarang City Government in handling sexual violence cases. In response to this, a collaborative process between

the Government and Civil Society or NGOs emerged to jointly assist in addressing the increasingly unpredictable cases of sexual violence.

According to Ansell and Gash (2007), collaborative governance is defined as a new strategy in governance systems that involves various stakeholders, including government, private sector, and society, in a unified effort to plan and make decisions. Collaborative Governance in this context emphasizes the voluntary aspect of collaborative practice. The voluntary aspect of each actor involved in collaboration is expected to work maximally to achieve the collaboration's goals. Thus, programs or policies implemented will be more effective because they involve organizational or institutional relationships.

Based on the understanding of the experts above, it can be concluded that collaborative governance is a process with certain regulations carried out jointly with mutual interaction to achieve benefits among the involved stakeholders. Collaboration can also arise due to interdependent relationships among stakeholders in addressing issues originating from the local citizen. Through the perspective of collaborative governance, the positive goals desired by each stakeholder can be achieved.

One form of collaboration between the Semarang City Government and LRC KJHAM was in the Bayu Aji case, which they jointly handled in 2023. The Bayu Aji case involves sexual violence committed by the leader of an Islamic boarding school (Ponpes) named Muh Anwar, also known as Bayu Aji Anwari, who sexually harassed his students. The Bayu Aji Anwari case resulted in six victims among his students, under the guise of religious promises. This fake cleric was adept at trapping victims into his schemes, using religious dogmas and false

promises of scholarships to coerce them into satisfying his perverse desires.
(Tribunnews.com)

Together with LRC KJHAM and other civil society organizations, the Semarang City Government addressed this case by holding a press conference with media and criminal law experts to push for a judge's ruling. However, the legal process in this case took a considerable amount of time. In September 2023, the perpetrator was only sentenced to 15 years in prison for his actions. The sentence was delivered by the public prosecutor during a closed trial at the Semarang District Court last week. The public prosecutor's demand for the former leader of the Nuril Anwar Islamic Foundation and Hidayatul Hikmah Alkahfi Islamic Boarding School in Semarang City did not meet the expectations of the victims' advocates.

According to Nia Lishayati, the legal prosecution could be maximized if it referred to the child protection law, which stipulates an additional one-third of the sentence if the perpetrator is a close person or educator. In addition to the 15-year prison sentence, Bayu Aji Anwari was also fined IDR 1 billion, with a subsidiary sentence of 6 months, and ordered to pay restitution of IDR 38 million.
(Tribunnews.com)

So, how is the collaboration process between the Semarang City Government and Civil Society based on the theory of collaborative governance according to Ansell and Gash, which consists of 5 indicators as follows:

3.1.1 Face to Face Dialogue

Face to face dialogues conducted by the Semarang City Government with Civil Society are important meetings, such as in coordination meeting for task allocation in handling cases of sexual violence in Semarang City and

the involvement of civil society in Development Plan Deliberations (Musrenbang) in Semarang City. From these meetings the Semarang City Government has developed a collaborative program between Women's Empowerment and Children's Protection Department (DP3A) Semarang City, UPTD PPA Semarang City, Women and Children's Protection Division of DP3A Semarang City and LRC KJHAM on several occasions

“Yes, we have collaborated with NGOs, and the PPA Division itself has collaborated with LRC KJHAM on several occasions. However, this is limited by team conditions and the available budget.” (Interview with Sri Mahartini on 25th April 2024)

Based on an interview with Mrs. Sri Mahartini S.Sos, Kp., M.A, Head of the Women and Children's Protection (PPA) Division of DP3A Semarang City, it is confirmed that the PPA Division of DP3A Semarang City has collaborated with LRC KJHAM several times as one of the NGO representatives through a program to establish the Women and Children Protection Network (JPPA). JPPA is a socialization and education activity to raise awareness among the public regarding cases of sexual violence against women and children in Semarang City. JPPA has also obtained a decree (SK) issued by the Village and District authorities involving local stakeholders. JPPA was formed in 2017 and has been implemented in six districts, and by 2023 the monitoring process by JPPA was complete, covering data from 177 institutions spread across 16 districts and 177 villages in Semarang City. JPPA activities involve civil society, district authorities, and village authorities, from formation to socialization and education activities. JPPA's prevention activities against sexual violence in Semarang City have been conducted more than fifty times. Additionally, the

collaboration between the Semarang City Government and LRC KJHAM involves policy making.

“During advocacy efforts, LRC KJHAM has always collaborated in policy making. However, after changes in government leadership, this collaboration has decreased. Usually, collaboration related to policy making whether it's local regulations or mayoral regulations, they always involves LRC KJHAM.” (Interview with Lenny Ristiyani on 14th May 2024)

Based on an interview with Mrs. Lenny Ristiyani, Head of the Policy Advocacy Division of LRC KJHAM, it is explained that in the making of policies, both Regional Regulations and Mayor Regulations related to handling cases of sexual violence in Semarang City, LRC KJHAM is always involved. Unfortunately, due to changes in the government leadership, the collaboration process has decreased.

Furthermore, face to face dialogue processes are also conducted with the Women and Children's Protection (PPA) Unit of Semarang City Police regarding criminal cases of sexual violence against women or children. Steps include bringing victims of sexual violence or other physical violence to the hospital first after a report or complaint at Semarang City Police. Hospitals designated for sexual violence cases are Tugu Hospital and Bhayangkara Hospital in Semarang City. Subsequent investigation steps are carried out by Semarang City Police, accompanied by civil society.

3.1.2 Trust Building

Trust building between the Semarang City Government and Civil Society in handling cases of sexual violence against women and children involves efforts to respond to all reports from the public or victims regarding

sexual violence in Semarang City. Trust building begins with building the image of each stakeholder, communicating, and coordinating intensively among the parties involved. The communication and coordination formed are considered essential to achieve the goal of being more responsive in addressing reports from the public or victims related to cases of sexual violence against women and children in Semarang City. The trust building process conducted by each party has garnered much appreciation and trust from the citizen, alleviating concerns about reporting. Trust building, in this case, is indeed carried out by the Semarang City Government and LRC KJHAM in efforts to embrace victims of sexual violence to feel safe and assured. This is evidenced by the growing of citizen willingness to report cases.

“We consider the citizen's courage to report as something to be grateful for. The citizen no longer considers it a shame to do so. Furthermore, the collaboration with relevant parties helps in the dissemination of information.” (Interview with Sri Mahartini on 25th April 2024)

Based on an interview with Mrs. Sri Mahartini S.Sos, Kp., M.A, Head of the Women and Children Protection Division of Semarang City, it is explained that what is worthy of gratitude is the citizen's trust in the Semarang City Government, which has begun to courageously report cases of sexual violence. This trust arises due to the performance image shown by the Semarang City Government, including DP3A Semarang City and UPTD PPA Semarang City, in responding to cases of sexual violence against women and children in Semarang City.

Trust building also applies to LRC KJHAM, as it has become a trusted Civil Society in handling cases of sexual violence in Semarang City. Many

efforts have been made by LRC KJHAM to reduce the number of cases of sexual violence against women and children in Semarang City.

“The Policy Advocacy Division of LRC KJHAM's strategy in preventing and handling cases of sexual violence in Semarang City involves budget mapping in the Regional Budget to see the availability of funds allocated for prevention and handling of violence against women. This budget mapping is conducted internally by LRC KJHAM every year to assess government budget availability, and the results are usually included in the annual report of LRC KJHAM. If involved by the government, it is more related to being involved in Development Plan Deliberations (Musrenbang), both at the provincial and city levels.” (Interview with Lenny Ristiyani on 14th May 2024)

Based on an interview with Mrs. Lenny Ristiyani, Head of the Policy Advocacy Division of LRC KJHAM, efforts by LRC KJHAM in handling cases of sexual violence in Semarang City begin with better organized budget preparation to ensure the smooth progress of cases. This is one of LRC KJHAM's efforts to build trust among the citizen due to their readiness in overseeing cases of sexual violence against women and children in Semarang City.

However, citizen trust in the handling of sexual violence cases in Semarang City by the Semarang City Government and related parties is not yet 100%. One reason is the persistence of the view that sexual violence against women and children is based on mutual consent. This view is still prevalent in the perspective of the Semarang Police, which should be supportive of the victims. This perspective causes some victims to feel hopeless and regard it as shameful, leading to reluctance to report cases and resulting in no significant change in the suppression of sexual violence cases in Semarang City.

3.1.3 Commitment to The Process

The indicator of Commitment to The Process in the theory of collaborative governance is demonstrated by the validity of the information provided by the Semarang City Government, including DP3A Semarang City and UPTD PPA Semarang City, LRC KJHAM as a civil society organization, and the Semarang City Police as law enforcement. The information provided must be verified and consistent with what is happening in the field.

“We provide the ASIIK PAK application where we provide a map of Semarang City with data on the number of sexual violence cases against women and children that the public can access. We are committed to fulfilling our responsibilities to the best of our abilities.” (Interview with Ulfi Imran Basuki on 7th May 2024)

Based on an interview with Mr. Drs. Ulfi Imran Basuki, M. Si, Head of DP3A Semarang City, it is affirmed that the commitment given by DP3A Semarang City is to maximize collaboration with other stakeholders and maximize the use of the ASIIK PAK application as a manifestation of transparent data on sexual violence in Semarang City.

“We commit to implementing Presidential Regulation (Perpres) No. 55 of 2024 concerning the Regional Technical Implementation Unit for the Protection of Women and Children, which was enacted on 22th April 2024 consisting of six chapters and 34 articles, contains provisions on the organization of UPTD PPA, Work Procedures, and Integrated Service Standards for victims of sexual violence.” (Interview with Ninik Jumoenita, 13th April 2024)

Furthermore, based on the interview above with Ninik Jumoenita from UPTD PPA Semarang City, it is confirmed that the commitment given by UPTD PPA Semarang City is to implement Presidential Regulation (Perpres) No. 55 of 2024 concerning the Regional Technical Implementation Unit for the Protection of Women and Children, which consists of Six Chapters and

34 articles, containing provisions on the organization of UPTD PPA, Work Procedures, and Integrated Service Standards for victims of sexual violence.

“We continue to accompany victims despite various challenges. The organization must remain standing, and our organizational management must remain functional.” (Interview with Nur Laila Hafidzoh, 17th May 2024)

Furthermore, based on the interview above with Nur Laila Hafidzoh, Director of LRC KJHAM, there is also a commitment to strengthen the organization and continue to increase care for victims of sexual violence in Semarang City.

While the commitment given by each party is being executed well, not all parties are able to consistently commit to their tasks, functions, and authorities. One example is the Semarang City Police in handling cases of sexual violence in Semarang City, which is not able to do so properly. This is because the legal basis used in the investigation still relies on old legal products and has not yet used the latest TPKS Law. The difference between these two legal products is that the police still refer to the need for 2 witnesses and 2 valid pieces of evidence, whereas the latest TPKS Law only requires 1 witness and 1 valid piece of evidence. This is what causes the legal handling of sexual violence cases to proceed very slowly, as seen in the case of Bayu Aji, which has been ongoing since the end of 2022.

3.1.4 Shared Understanding

Shared Understanding in collaborative governance is demonstrated by mutual knowledge of the tasks, roles, functions, and common goals of each involved stakeholder. Meetings conducted both formally and informally have a significant impact, but unfortunately, researchers found that there is no

written and binding agreement among the stakeholders involved in this indicator of shared understanding.

“The collaboration process ideally requires an Department to have an MoU with relevant parties internally, but due to the performance culture that has been established since 2005, which has always involved cooperation, therefore the need for legal basis and MoU to bind citizen elements is necessary. UPTD during the transition period has indeed collaborated, but there are differences in handling cases. However, what has changed is the service goals with the increasing assurance of budget and human resources.” (Interview with Ninik Jumoenita on 13th May 2024)

Based on the interview with Ms. Ninik Jumoenita, a staff member of UPTD PPA Semarang City, the form of cooperation or collaboration has been established because of the work culture that has long involved many parties. The creation of a written and binding agreement or MoU is crucial to avoid misunderstandings among stakeholders in the future during the process.

3.1.5 Intermediate Outcome

Intermediate outcome indicator in the theory of collaborative governance is demonstrated by the achievement of the goals of collaborative governance, namely, overcoming public complaints or complaints related to cases of sexual violence against women and children in Semarang City, as well as achieving public trust in each institution among the stakeholders involved in this collaborative governance. Thus, the public is no longer hesitant to report their complaints or engage in activities in Semarang City.

The achievement of goals in handling cases of sexual violence in Semarang City itself can be said to be less than 50% of its full potential. The reasons still lie in the slow response from some parties and limited human resources. However, it cannot be considered a failure because the

establishment of UPTD PPA Semarang City, which is only about a year old, has already carried out more than 50 JPPA activities and has been able to change the mindset of the citizen to start reporting cases without considering it shameful anymore.

3.2 Semarang City Government and Civil Society Strategy Towards Handling Sexual Violence Cases in Semarang City in 2023

Violence against women and children represents a despicable change that leads to discrimination, hindering women's opportunities to experience their rights equally with men. The prevalence of violence, escalating over time, has been the impetus for the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) since 1979. CEDAW has been effective since 1981 and served as a legal basis for many countries' efforts to eliminate all forms of discrimination and violence against women, becoming part of their legal obligations.

Indonesia responded by enacting Law No. 7 of 1984 regarding efforts to prevent and handle violence against women and children, followed by Law No. 23 of 2002 concerning Child Protection and Law No. 23 of 2004 concerning the Elimination of Domestic Violence, as well as the latest Law No. 27 of 2007 concerning Human Trafficking Crimes. According to Article 13 of the Domestic Violence Act, the government and local governments, according to their respective functions, establish Special Service Center in police Departments providing law enforcement officials, health workers, spiritual advisors, and social workers. As a follow up to the above policy, in 2005, the Semarang City Government established the Integrated Service Center for the Handling of Violence Against Women and

Children Based on Gender in Semarang City, namely, UPT Seruni, based on the Mayor of Semarang's Decree No. 463.05/112 of 2005.

“At that time, before the establishment of the current UPTD, UPT Seruni was born in response to Law No. 23 of 2004 concerning the Elimination of Domestic Violence, which was then reaffirmed in Law No. 21 of 2007 concerning the Eradication of Human Trafficking.” (Interview with Ninik Jumoenita on 13th May 2024)

Based on the interview with Ms. Ninik Jumoenita from UPTD PPA Semarang City, before the establishment of UPTD itself, there was already a service called UPT Seruni in Semarang City. The UPTD PPA itself is a generic UPTD, the principle of its formation is based on the Minister of Home Affairs Regulation No. 12 of 2017 concerning Guidelines for the Formation and Classification of Regional Technical Implementation Units and the Women's Empowerment and Children's Protection Ministerial Regulation No. 4 of 2018 concerning Guidelines for the Establishment of UPTD PPA. Subsequently, Semarang City followed up with Regional Regulation No. 1 of 2023 concerning Child-Friendly City, which was then derived by forming Mayor Regulation (Perwal) of Semarang City No. 13 of 2023 concerning the Establishment, Position, Organization Structure, Duties and Functions, and Working System of the Technical Implementation Unit for the Protection of Women and Children at the Semarang City Women's Empowerment and Children's Protection Department.

The initial steps taken by the Semarang City Government in preventing and handling cases of sexual violence against women and children include issuing Semarang City Regional Regulation No. 05 of 2016 concerning the Protection of Women and Children from Violence in Semarang City. Some of the strategies

employed by the Semarang City Government in preventing and handling cases of sexual violence against women and children include:

1. Prevention Action

Under Semarang City Regional Regulation No. 05 of 2016 Article 15, prevention activities are carried out by the Semarang City Women's Empowerment and Children's Protection Department (DP3A), Integrated Service Centers (PPT) in Districts, Women and Children's Protection Network (JPPA) Posts in Semarang City, and Family Welfare Empowerment Working Groups (PKK) in Semarang City. Prevention efforts include on-air broadcasts, distributing leaflets at Integrated Service Centers (PPT) in districts in Semarang City, providing information through the DP3A Semarang City website, and disseminating information via mass media such as Instagram and YouTube official accounts owned by the Semarang City Women's Empowerment and Children's Protection Department (DP3A).

Additionally, the "Gerakan Pria Peduli Perempuan dan Anak" (Garpupera) program by the Semarang City PPA Unit is a preventive effort targeting men, as many perpetrators of violence are male. The program provides education and awareness to them about these issues.

2. Facilities Fulfillment

At the beginning of 2020, the Women's Empowerment and Children's Protection Department (DP3A) of Semarang City also launched the Information and Communication System for Violence against Women and Children Application, abbreviated as ASIKK PAK.

This application aims to monitor cases in each district, allowing the tracking of case developments managed by the Integrated Service Centers (PPT) in each district. Each Integrated Service Center (PPT) has also been provided with smartphones to access the application. When the UPTD PPA was still in the form of PPT Seruni, there were several inadequate facilities and infrastructure, particularly in the counseling rooms, which were not soundproof, causing some victims to feel uncomfortable making complaints or reports. A similar situation occurred at the district Integrated Service Centers (PPT), which did not have their own rooms and often had to share space with the district Departments. Sometimes, complaints and counseling sessions were conducted in borrowed rooms. The Departments also used their personal vehicles for support activities, highlighting the need for improvements in facilities and infrastructure to ensure the fulfillment of victims' rights.

3. Legal Protection

The legal protection referred to by the Semarang City Government includes the obligation and responsibility to provide special protection to victims in emergency situations, victims facing legal issues, victims from minority and isolated groups, children exploited economically and sexually, victims of trafficking, victims of narcotics abuse, children who are victims of kidnapping, victims of trafficking, and victims with physical or mental disabilities, Protection in this context also means efforts aimed at preventing, rehabilitating, and empowering victims, especially children who have experienced crimes, exploitation,

and neglect, to ensure their survival and normal development both physically and mentally.

Furthermore, UPTD as one of the institutions in the law enforcement process is a functional work unit that provides integrated services for witnesses and victims of violence (Ministry of Women's Empowerment and Children's Protection Regulation No. 5 of 2010). Based on its duties, UPTD provides complaint services, which are a series of actions carried out by UPTD operators to follow up on reports of violence against victims. Integrated services are a series of activities to handle and protect victims of violence, including human trafficking, carried out jointly by relevant agencies or institutions and the citizen as a unified effort of health rehabilitation, social rehabilitation, repatriation, social reintegration, and legal aid.

With the increasing number of violence cases in various regions, the government is obligated to protect and handle victims of violence. In developing UPTD for handling sexual violence cases, the government provides guidelines for integrated services for victims of sexual violence. Generally, victims of violence suffer physically, mentally, sexually, and socially, which can significantly impact their quality of life. Thus, victims require special and comprehensive handling, including health rehabilitation, psycho-social rehabilitation, repatriation, and social reintegration carried out by various agencies in collaboration with the citizen. Therefore, integrated services involving various agencies are

necessary, achieved through the establishment of UPTD for victims of violence.

The local government's obligation to establish UPTD PPA is stipulated in Article 46 paragraph (1) of Law No. 21 of 2007 on the Eradication of Human Trafficking, which states, "to protect victims, every Regency/City may establish a Regional Technical Implementation Unit (UPTD) for witnesses and/or victims." Government Regulation No. 9 of 2008 on the Procedures and Mechanisms of Regional Technical Implementation Units (UPTD) for Witnesses and/or Victims of Human Trafficking in Article 6 paragraph (1) mandates the establishment of UPTD by the City Government. Moreover, Article 6 paragraph (3) of this Government Regulation also mentions that UPTD can handle victims of domestic violence. Based on Article 6, the formation and development of UPTD aim to provide integrated services for victims of violence, including:

- 1) Complaint services;
- 2) Health rehabilitation services;
- 3) Social rehabilitation services;
- 4) Legal aid services;
- 5) Repatriation; and
- 6) Social reintegration.

The provision of integrated services as referred to in paragraph (1) is carried out according to UPTD PPA's standard operating procedures.

In Article 8, in the formation and development of UPD, Governors, Regents, and Mayors are tasked to:

- 1) Draft and establish regional regulations on the formation and development of UPTD together with the local DPRD
- 2) Facilitate the formation and development of UPTD
- 3) Provide the necessary operational and functional Departments
- 4) Provide facilities and infrastructure
- 5) Allocate budgets for UPTD operations
- 6) Supervise the formation and development of UPTD
- 7) Submit reports on the implementation of UPTD formation and development to the Minister of Home Affairs with a copy to the Minister of Women's Empowerment and Children's Protection

Currently, in the operation of UPTD PPA Semarang City, there are PPTs (Integrated Service Centers) spread across 16 districts, each with only one victim assistance Department who is responsible for assisting victims and reporting cases in their respective areas. One assistance Department covering one district is insufficient, especially if there are many cases of violence against women and children. The district Integrated Service Centers (PPT) operate under the Semarang City Women's Empowerment and Children's Protection Department (DP3A) and the Semarang City Regional Technical Implementation Unit (UPTD) PPA. The Integrated Service Centers report to the city level which is UPTD PPA.

Legal protection activities are carried out by the Semarang City Women's Empowerment and Child Protection Department (DP3A), UPTD PPA, and Semarang City Police in the form of providing legal information to victims, accompanying victims as witnesses from the investigation process to the verdict, providing free lawyers or legal counsel under certain conditions, and offering protection facilities to victims in the form of safe houses or shelters as legal protection. This ensures that if victims feel threatened during the judicial process, they are safeguarded.

4. Recovery

The recovery provided includes physical and medicolegal recovery by Tugu Hospital which located in Ngaliyan district and Wongsonegoro Hospital which located in Tembalang district for psychological and medical services in critical conditions. Bhayangkara Hospital offers a forensic clinic program for visum services and medicolegal services used for evidence provision. Other recovery activities include psychosocial support and spiritual guidance for victims in need. In terms of economic recovery for victims, the Semarang City Women's Empowerment and Children's Protection Department (DP3A) along with UPTD PPA, District Integrated Service Centers (PPT), and Women and Children's Protection Network Posts (JPPA) only assist by providing job vacancy information, and counseling on empowerment processes for victims.

5. Collaboration

Collaboration processes have been conducted with the central government, provincial government, other city governments, and even with civil society through the exchange of service and information on victim identities. An example of collaboration between the Semarang City Government and LRC KJHAM is conducting public education campaigns (International Women's Day) and monitoring trials together regarding cases of violence against women, including sexual violence cases, accompanied by LRC KJHAM.

6. Fulfilling Victim's rights

The rights of victims that are still unfulfilled include the difficulty in obtaining evidence and the convoluted legal process, which requires a considerable amount of time. Therefore, the Semarang City Government give the fulfillment of victims' rights in the judicial process. The rights of the victim's of sexual violence cases consist:

- 1) The right to obtain information about the victim's rights to receive recovery, which can be obtained through government or non-governmental organizations
- 2) The right to file a complaint to service providers
- 3) Access to all services and facilities provided (complaints, medical, psychological, psychosocial, legal, repatriation, and social reintegration)
- 4) Protection from stigma, discrimination, and violence (due to HIV status)
- 5) Protection of confidentiality, safety, and privacy

- 6) The right to prevent, care, and support, including ARV therapy/treatment.
- 7) Appropriate and suitable accommodation (food and nutrition, diet, drug allergies, place, etc.)

7. Supervision and monitoring

Supervision and monitoring are obligations that must be carried out by the local government, specifically the Women's Empowerment and Children's Protection Department (DP3A) of Semarang City, towards institutions providing protection for women victims of violence in Semarang City. This includes the Regional Technical Implementation Unit (UPTD) PPA of Semarang City, the sub-district Departments, and the Women's and Children's Protection Network (JPPA) of Semarang City. Supervision and monitoring activities are conducted through direct visits to the 16 (sixteen) Integrated Service Centers (PPT) in each district. These visits are usually scheduled as coordination meetings held regularly once a month on the first Sunday of each month, on the 8th. Several face-to-face meetings are held according to existing regulations, such as the annual inter-agency coordination meeting held at the beginning of each year. Additionally, a plenary coordination meeting is held every year, and coordination meetings for various fields are usually conducted more than three times a year. Special coordination meetings are also routinely held every Friday with the various fields at the Integrated Service Center (PPT) of Semarang City.

In addition, apart from the role of the Semarang City Government in handling cases of sexual violence against women and children, there is also the role of civil society which also plays a part in this issue. In this research, the researcher examines the role of LRC KJHAM as an NGO and civil society entity that has a share in handling cases of sexual violence against women and children in Semarang City in 2023, including:

- 1) Prevention Actions

Efforts to handle cases of sexual violence against women and children in Semarang City are currently being intensively addressed. Not only is the Semarang City Government striving to reduce the number of sexual violence cases in Semarang City, which indeed has the highest number of sexual violence cases in Central Java Province, but civil society is also consciously and on their own initiative making efforts to handle and prevent cases of sexual violence against women and children. One of the civil society groups that plays an active role in handling cases of sexual violence in Semarang City is LRC KJHAM.

LRC KJHAM is a non-governmental organization established on 24th July 1999, as a response to the poor state of women's human rights in Indonesia following the 1998 tragedy. LRC KJHAM's preventive measures against cases of sexual violence against women and children in Semarang City begin with policy advocacy with the DP3A of Semarang City as well as with the UPTD PPA of Semarang City. Additionally, public education through regular campaigns on the topic of sexual violence is conducted.

“Our work in the Information and Documentation Division involves public education through campaigns

(International Women's Day, CEDAW Ratification, and 16 Days of Activism Against Gender-Based Violence). Additionally, it documents cases of violence against women, including sexual violence, and monitors court proceedings of violence cases against women, including sexual violence cases assisted by LRC KJHAM." (Interview with Citra Ayu on 14th May 2024)

Based on an interview with Mrs. Citra Ayu, Head of Information and Documentation Division at LRC KJHAM, it was explained that LRC KJHAM actively strives to reduce the number of sexual violence cases against women and children in Semarang City.

2) Legal Aid

Legal aid in handling cases of sexual violence in Semarang City provided by LRC KJHAM includes several cross-province case handling networks. The case handling services provided include counseling services, legal assistance, social reintegration, and empowerment of women survivors of violence through strengthening survivor groups (Support Group Sekartaji). Sekartaji is a support group focused on issues related to gender-based violence and women's rights. This group was founded by LRC KJHAM. Sekartaji provides psychosocial support, information, and advocacy for victims of gender-based violence. They also engage in various activities to raise public awareness about issues of violence against women and promote gender equality. Further empowerment activities include capacity building to form paralegals and female leadership as well as economic empowerment. Economic empowerment for survivors is also carried out through access facilitation to economic empowerment programs from both government and non-government organizations.

3) Recovery

Efforts for the recovery of victims carried out by LRC KJHAM include:

a. Counseling Services for Female Victims

Handling victims of violence, human trafficking, sexual exploitation, and female migrant workers is also done through counseling. Counseling is intended to help female victims understand their problems and root causes, discover their potential and strengths, and decide on their own the course of action to pursue justice and state accountability.

b. Social Reintegration Assistance

Social reintegration is carried out to restore or recover the human rights of victims as guaranteed in international human rights instruments and the national constitution so that they can live their lives with dignity. Social reintegration is also intended to prevent the recurrence of human rights violations against victims.

c. Support Group – Empowerment for Survivors

In addition to serving a group counseling for the psychological recovery of survivors, strengthening survivor organizations is also intended to enhance solidarity and capacity to reclaim sovereignty over their lives, including concerning all government policies related to women. The Support Group, which started as group counseling, has transformed into the survivor organization Support Group Sekartaji. Strengthening genuine female participation aims to increase women's

access and control in government policy formulation through Feminist Participatory Action Research (FPAR) and Women's Rights Impact Assessment (WRIA). Based on LRC KJHAM's experience, FPAR have proven to be effective tools for empowerment, expanding participation, and driving policy change. They also advocate for the Integrated Criminal Justice System for Handling Violence Against Women (SPPT PKKTP) in Central Java and are involved in strengthening SPPT at the national level.

4) Gender-Responsive Budget Advocacy Policy

Budget policy should be seen as one of the instruments for fulfilling human rights. Women's experiences have shown that all norms and standards of women's human rights cannot be upheld or enjoyed by every woman, partly because there is no adequate budget provided to realize all women's human rights. The budget advocacy intended by LRC KJHAM is specifically to increase the government's capacity to provide budgets to fulfill all the obligations of the Indonesian Government under the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Budgeting.

5) Government Capacity Building

The capacity building conducted by LRC KJHAM focuses on enhancing the Semarang Government's ability to integrate women's human rights principles, norms, and standards into policy planning and budgeting. Based on interview with from Ms. Citra ad Head of Information and Documentation of LRC KJHAM, this has been

implemented in Semarang City by LRC KJHAM since the organization was established.

6) Research and Empowerment Through FPAR

FPAR is research as well as organization and empowerment of women. FPAR aims to ensure that groups of poor, marginalized, and vulnerable women have sovereignty over their problems and control over all efforts to realize their human rights. Empowerment of poor, marginalized, and vulnerable women, such as rural women, victims of violence, human trafficking, sexual exploitation, and female migrant workers, is also carried out using the FPAR method. This empowerment includes awareness of the reality of women's oppression and its root causes, the norms and standards of women's human rights according to international and national human rights law (the national constitution), including civil, political, economic, social, and cultural rights, and strengthening the capacity of women's groups to free themselves and their groups from discrimination based on sex, gender, race, ethnicity, belief, religion, and nationality.

7) Appropriate Division of Labour in Handling Cases of Sexual Violence in Semarang City

Essentially, all divisions in LRC KJHAM share the same goal which is to collectively assist in handling cases of sexual violence against women and children in Semarang City. However, they are differentiated by their respective duties and functions. When examined in detail, it can be concluded that their duties include:

a) Monitoring cases of violence against women

LRC KJHAM has been monitoring cases of violence against women since 1999. Currently, LRC KJHAM has a system for documenting cases of violence against women, developed based on international and national human rights instruments. They compile annual reports on cases of violence against women and conduct public campaigns about eliminating violence against women.

b) Annual Reports on Violence Against Women

The results of case monitoring and policy analysis are integrated into the advocacy for women's human rights, are analyzed and published in annual reports on cases of violence against women. The reports and recommendations are also forwarded to relevant government agencies such as the Ministry of Women's Empowerment, the Ministry of Law and Human Rights, the Ministry of Social Affairs, the Indonesian Police, the Supreme Court, the National Commission on Human Rights, the National Commission on Violence Against Women, and the UN Representative Department in Jakarta.

c) Public Campaigns and Education

Public campaigns and education are carried out to support and promote women's human rights in Indonesia. LRC KJHAM Campaigns can take the form of posters, brochures, T-shirts, infographics, documentaries, and so on.

d) Public Fundraising

Public fundraising aims to strengthen public participation in supporting the movement to eliminate discrimination and violence against women. Public donations are conducted periodically for specific times, such as donations for victims affected by floods and tidal waves, donations for women affected by the Covid-19 pandemic, and so on. There is also a justice donation program published on the website. LRC KJHAM also developed a preloved clothing donation initiative as part of the social business venture "Preloved Sintas."

3.3 Success and Failure Factors of Collaboration Between Government and Civil Society Towards Handling Sexual Violence Cases in Semarang City

The factors that contribute to the success of the collaboration between Semarang City Government and Civil Society towards handling sexual violence cases in Semarang city include:

1. Coordination and professionalism

Good coordination with various stakeholders will result in a smooth service process. On the one hand, the professionalism of counselors is essential. Counseling activities are not easy and require skills and knowledge about counseling. The experience gained makes counselors more professional in providing assistance due to the numerous counseling sessions conducted and various training attended. For example, counselors handling female victims of sexual violence should also be female, thereby providing comfort for the victims to express their issues.

2. Facilities that support the handling of sexual violence

Facilities or infrastructure significantly affect law enforcement. If the available facilities and infrastructure are adequate, law enforcement can proceed as it should. These facilities and infrastructure include educated and skilled human resources, social organizations, and adequate equipment and materials.

3. Victim's Courage

The victim's courage to report the violence they experienced is an important supporting factor, because without this report, assistance will not be possible.

4. Peer's Interaction

Peers have several functions such as togetherness in activities, source of information, physical encouragement, ego encouragement, social encouragement and closeness of interaction. Peers are also a source of affection, sympathy and understanding, a place for experimentation, and a supportive atmosphere for achieving autonomy and independence from parents. Peer groups also play an important role in the success factor in handling sexual violence cases. Because support from the victim's peers has the effect of encouraging the victim during the case handling process, from the complaint process to the recovery process. Apart from that, it is not uncommon for peers to become witnesses to victims of sexual violence. If the victim's peers as witnesses can compromise well during the process of handling sexual violence

cases, this can make it easier for the government, civil society and law enforcement officials to handle sexual violence cases.

Based on the explanation above, of course, in the process of preventing and handling cases of sexual violence, there are many obstacles that must be overcome. The inhibiting factors in the collaboration between Semarang City Government and Civil Society towards handling sexual violence cases in Semarang City include:

1. Resources

Resources can be a determining factor in the implementation of policies. Research shows that in implementing policies for the protection of women in Semarang City, there is still a lack of human and financial resources. There are only five personnel handling cases across the entire city, and in the PPT at the district level, there is only one Department handling cases in each sub-district. Additionally, the budget provided by the government for women's protection services (case handling, socialization, and training) is very minimal.

“Collaboration with NGOs, including JPPA, has already been carried out several times with LRJ-KJHAM. However, this is limited by the condition of the team and the available budget.”
(Interview with Sri Mahartini on 25th April 2024)

Based on an interview with Mrs. Sri Mahartini S.Sos, Kp., M.A, Head of the Women and Children Protection Division of Semarang City, it was confirmed that collaboration is indeed constrained by the available human resources and budget.

2. Victim's parents role

According to the *Kamus Besar Bahasa Indonesia*, type is a model, system, or way of working. Meanwhile, ssuh is guarding, caring for, educating, guiding, helping, training, and so on. Type of parenting can be defined as the method or method chosen by parents in treating children, educating, guiding, disciplining and protecting children in reaching the process of maturity, up to efforts to establish the norms expected by society in general.

The difficulty faced by both the Semarang City Government and LRC KJHAM in collaborating in handling cases of sexual violence in Semarang City is the attitude of parents who still consider sexual violence to be a disgraceful incident that brings shame to the family. So many parents of victims tend to keep the chronology of cases of sexual violence that occurred to their children and even stop the process of handling sexual violence cases by not continuing the handling process. This is of course an obstacle in maximizing the resolution of sexual violence that occurs. The caring role of parents is an important factor in the continuity of the process of handling sexual violence that occurs to their children as victims.

3. Patriarchal culture

An uncondusive environment can be a factor in the failure of policy implementation performance. Based on research, it is evident that various cases of sexual violence are closely linked to the persistent patriarchal culture in society. The perception that men are more powerful than women results in limitations for wives in making choices and

expressing desires, often leading them to comply with all their partner's wishes. Not all reports of sexual violence cases can be revealed because it is still considered taboo by some, and there is negative stigma from the citizen, causing many victims to refrain from reporting their cases to the authorities. Reluctance to report is also influenced by the fear of losing someone who provides financial support.

This is a mindset that must be changed. There is gender equality, as well as equal roles between men and women. Women and children also have the same right to express their opinions. The Semarang City Women's Empowerment and Children's Protection Department (DP3A) is also making efforts to prevent these obstacles from continuing to providing education that women and children have the same roles, both men and women and changing the citizen's mindset that women and children have rights. and have equal status with men, they have the right to express their opinions, they have the right to a decent life and are free from discrimination.

4. Personnel changes in government

Many government personnel still do not understand the importance of eliminating violence, changes in workers also cause misunderstandings, which must be explained and trained first. It will definitely take longer and make the work inefficient. Based on an interview with Lenny Ristiyani as Head of Policy Advocacy at LRC KJHAM, the political situation plays a role in the division's performance

in making efforts to prevent and handle sexual violence because changes in personnel in the government of course influence the policies made.

5. Limited fund allocation

The allocation of funds from the Regional Budget is still inadequate for providing assistance to victims of domestic violence.

6. Factor of Victim's Financial Capability Status

Economic conditions in society are generally used as a benchmark or reference in assigning status to each member of society. Victims of sexual violence who come from families with low social status usually have difficulty maintaining the boundaries of their personal space. This condition certainly makes it difficult for the government, civil society, law enforcers, victims and witnesses if the perpetrators who commit violence are powerful figures and have the money to pay lawyers and pay witnesses to keep their mouths shut.

7. Law enforces attitudes

The response of the police whether in the form of rejection or acceptance of the policy, will significantly impact the success of policy implementation performance. Based on the research conducted, it is found that the police still seen sexual violence cases could happened because of mutual consent. This lack of awareness and perceived lack of interest in implementing policies to protect women from violence in Semarang City is a contributing factor.

7. The use of law in providing criminal sanctions to perpetrators of sexual violence.

The function of the law itself in every existing regulation is to be a means used as an alternative to prevent acts of sexual violence. In efforts to overcome crime by implementing criminal sanctions, there are legal policies in providing criminal sanctions against those who commit acts of sexual violence. However, in its operation, law enforcement, both from the Semarang city police during the investigation process and the prosecutor, have not used UU TPKS as a legal basis governing the granting of rights to victims of sexual violence and the handling of sexual violence cases. Law enforcers still use the old law on the pretext that the number of witnesses and valid evidence in handling cases of sexual violence is only one in the law.

