

Indonesian Feminists' Discourse and Politics

Editorial

Indonesian Feminists' Discourse and Politics

Articles

Oral Story of Women's Anti-mining Group in Sumba: A Narrative of Subaltern Movement for Food Sovereignty

Titiek Kartika Hendrastiti

Women's Collective Action for Empowerment in Indonesia

Anne Lockley, Lies Marcoes, Kharisma Nugroho & Abby Gina

Gender-Responsive Budget Analysis on Social Protection Programs in Indonesia: A Case Study in Two Districts and A City

Akhmad Misbakhul Hasan, Betta Anugrah & Andi Misbahul Pratiwi

Women Political Movements After 20 Years of Reformasi in Indonesia

Aditya Perdana and Delia Wildianti

Integrated Service for Empowerment: The Assessment of P2TP2A in 16 Provinces

Retno Agustin, Indriyati Suparno, Samsidar & Bella Sandiata

Women's Role in Central Java Agriculture: A Case Study on Qaryah Tayyibah Peasants Association

Linda Susilowati and Petsy Jessy Ismoyo

Political and Legal Novelty as the Contribution of Indonesian Women's Movement in the Advocacy on Affirmative Policy in Election and Law on the Abolition of Domestic Violence

Anita Dhewy and Bella Sandiata

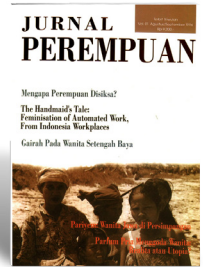
Published by:

YAYASAN
YJP
JURNAL
PEREMPUAN

Yayasan Jurnal Perempuan

Accreditation Number: 748/Akred/P2MI-LIPI/04/2016

Speak Up for the Indonesian Women through Your Support of Yayasan Jurnal Perempuan (YJP)!



While YJP has achieved much over the last two decades, contemporary Indonesia, facing many economic, social, political and cultural challenges continues to need us. Indonesian migrant workers are being discriminated against, illiteracy is still high among women, leadership positions are uncommonly filled by women, and women increasingly face extremism over issues of abortion, dress code, sex education, lesbianism, marital rape and inter-religious marriage. Your support is absolutely crucial in making a real difference in the lives of Indonesian women and gender minorities. Please read more below to see how you can support us – because, our unity is our strength – and you are needed!

Become Friends of Yayasan Jurnal Perempuan!

You can support us through our Indonesian language based *Sahabat Jurnal Perempuan* (SJP) and the English based *International Friends of Jurnal Perempuan* (SJP-International) membership programs offering you many benefits, such as receiving our newsletters and journals, invitations to workshops and networking events.

SJP Membership

Benefits:

- up to 4 editions of *Jurnal Perempuan* (JP) delivered to your doorstep annually
- invitations to SJP gatherings
- weekly newsletter on JP engagement delivered to your email
- possibility to speak/present during our networking and educational events
- space to voice your opinions on gender issues in our online blog

Annual Costs:

Individual Platinum : 1 000 000 IDR

Individual Gold : 500 000 IDR

Individual Silver : 300 000 IDR

Bachelor Level Student : 150 000 IDR

Corporate Sponsorship : 10 000 000 IDR

SJP-International Membership

Benefits:

- Indonesian Feminist Journal (IFJ) delivered to your doorstep or digitally to your email if living outside of Indonesia
- invitations to SJP-International gatherings
- monthly newsletter on JP engagement delivered to your email
- possibility to speak/present during our networking and educational events
- space to voice your opinions on gender issues in our online blog

Annual Cost:

Individual: 50 USD

Other Ways to Support Us

There are many other ways you can support our diligent work in the field of gender issues in Indonesia. You can volunteer or complete an internship with us. You can donate us money through PayPal or bank account. We also always need office equipment and other in-kind gifts. You can offer us your home or office as venues for our events. As an organization you can also sponsor us or collaborate with us on joint projects.

Payment Data

Bank Account:

Bank Mandiri Branch Jatipadang, No. Rek: 127-00-2507969-8

p.p. Indonesia Women's Journal Foundation (Yayasan Jurnal Perempuan Indonesia)

PayPal:

www.jurnalperempuan.org

www.indonesianfeministjournal.org

Contact

Yayasan Jurnal Perempuan

Email: yjp@jurnalperempuan.com

Websites:

www.jurnalperempuan.org

www.indonesianfeministjournal.org

Sincerely,

Gadis Arivia

YJP Founder



ISSN 1410-153X

FOUNDER

Dr. Gadis Arivia
Prof. Dr. Toeti Heraty Noerhadi-Roosseno
Ratna Syafrida Dhanny
Asikin Arif (Alm.)

BOARD OF SUPERVISORS

Dr. Gadis Arivia
Prof. Dr. Toeti Heraty Noerhadi-Roosseno
Mari Elka Pangestu, Ph.D.
Svida Alisjahbana

DIRECTOR

Atnike Nova Sigiro

EDITOR IN CHIEF

Anita Dhewy

EDITORIAL BOARD

Atnike Nova Sigiro (International Relations, Universitas Paramadina)
Prof. Dr. Sulistyowati Irianto (Feminist Legal Anthropology, Universitas Indonesia)
Prof. Sylvia Tiwon (Gender Anthropology, University California at Berkeley)
Prof. Saskia Wieringa (Women's History & Queer, Universitaet van Amsterdam)
Prof. Dr. Musdah Mulia (Islamic Political Thought and Gender, UIN Syarif Hidayatullah)
Dr. Nur Iman Subono (Politics & Gender, FISIPOL Universitas Indonesia)
Mariana Amiruddin, M.Hum (National Commission on Violence Against Women)
Yacinta Kurniasih, M.A. (Literature and Women, Faculty of Arts, Monash University)
Soe Tjen Marching, Ph.D (History and Women's Politics, SOAS University of London)

GUEST EDITOR

Astutik Supraptini, M.A. (Program MAMPU)

PEER REVIEWER

Prof. Mayling Oey-Gardiner (Demography & Gender, Universitas Indonesia)
David Hulse, PhD (Politics & Gender, Ford Foundation)
Dr. Pinky Saptandari (Politics & Gender, Universitas Airlangga)
Dr. Kristi Poerwandari (Psychology & Gender, Universitas Indonesia)
Dr. Ida Ruwaida Noor (Sociology of Gender, Universitas Indonesia)
Katharine McGregor, PhD. (Women's History, University of Melbourne)
Prof. Jeffrey Winters (Politics & Gender, Northwestern University)
Ro'fah, PhD. (Religion & Gender, UIN Sunan Kalijaga)
Tracy Wright Webster, PhD. (Gender & Cultural Studies, University of Western Australia)
Prof. Kim Eun Shil (Anthropology & Gender, Korean Ewha Womens University)
Prof. Merlyna Lim (Media, Technology & Gender, Carleton University)
Prof. Claudia Derichs (Politics & Gender, Universitaet Marburg)

Sari Andajani, PhD. (Medical Anthropology, Public Health & Gender, Auckland University of Technology)
Dr. Wening Udasmoro (Culture, Language & Gender, Universitas Gajah Mada)
Prof. Ayami Nakatani (Anthropology & Gender, Okayama University)
Dr. Antarini Pratiwi Arna (Law & Gender, Indonesian Scholarship and Research Support Foundation)
Dr. Widjajanti M Santoso (Gender, Sociology & Media, Indonesian Institute of Sciences)
Dr. Lidwina Inge Nurtjahyo (Law & Gender, Universitas Indonesia)
Francisca Saveria Sika Ery Seda, Ph.D. (Sociology, Gender & Poverty, Universitas Indonesia)
Ruth Indiah Rahayu, M. Fil. (History, Gender & Philosophy, Sekolah Tinggi Filsafat Driyarkara)
Prof. Maria Lichtmann (Christian Theology and Feminism, Appalachian State University, USA)
Assoc. Prof. Muhamad Ali (Religion & Gender, University California, Riverside)
Assoc. Prof. Mun'im Sirry (Islamic Theology & Gender, University of Notre Dame)
Assoc. Prof. Paul Bijl (History, Culture & Gender, Universiteit van Amsterdam)
Assoc. Prof. Patrick Ziegenhain (Politics & Gender, Goethe University Frankfurt)
Assoc. Prof. Alexander Horstmann (Asian Studies & Gender, University of Copenhagen)

MANAGING EDITOR

Andi Misbahul Pratiwi

EDITORIAL SECRETARY

Abby Gina Boangmanalu

EDITOR

Bella Sandiata
Iqraa Runi Aprilia

SECRETARIAT AND FRIENDS OF JURNAL PEREMPUAN

Himah Sholihah
Andri Wibowo
Hasan Ramadhan

DESIGN & LAYOUT

Dina Yulianti

ADDRESS:

Jl. Karang Pola Dalam II No. 9A, Jati Padang
Pasar Minggu, Jakarta Selatan 12540
Telp./Fax (021) 2270 1689
E-mail: yjp@jurnalperempuan.com
redaksi@jurnalperempuan.com

WEBSITE:

indonesianfeministjournal.org

First published in February 2019

MAMPU | Kemitraan Australia - Indonesia
untuk Kesetaraan Gender
dan Pemberdayaan Perempuan

 **FORDFOUNDATION**

Contents

Editorial

Indonesian Feminists' Discourse and Politics iii

Articles

- Oral Story of Women's Anti-mining Group in Sumba: A Narrative of Subaltern Movement for Food Sovereignty 1-11
Titiek Kartika Hendrastiti
- Women's Collective Action for Empowerment in Indonesia 13-24
Anne Lockley, Lies Marcoes, Kharisma Nugroho & Abby Gina
- Gender-Responsive Budget Analysis on Social Protection Programs in Indonesia:
A Case Study in Two Districts and A City 25-38
Akhmad Misbakhul Hasan, Betta Anugrah & Andi Misbahul Pratiwi
- Women Political Movements After 20 Years of Reformasi in Indonesia 39-47
Aditya Perdana and Delia Wildianti
- Integrated Service for Empowerment: The Assessment of P2TP2A in 16 Provinces 49-62
Retno Agustin, Indriyati Suparno, Samsidar & Bella Sandiata
- Women's Role in Central Java Agriculture: A Case Study on Qaryah Tayyibah Peasants Association 63-71
Linda Susilowati and Petsy Jessy Ismoyo
- Political and Legal Novelty as the Contribution of Indonesian Women's Movement in the Advocacy on
Affirmative Policy in Election and Law on the Abolition of Domestic Violence 73-82
Anita Dhewy and Bella Sandiata

This JP edition is published by Yayasan Jurnal Perempuan with the support from the Australia-Indonesia Partnership for Gender Equality and Women's Empowerment (MAMPU). MAMPU program is a joint initiative between the government of Australia and the government of Indonesia that aim to improve access of poor women in Indonesia to public services and other government programs in order to achieve gender equality and women's empowerment. Opinion in the articles solely belong to each of the authors and do not represent the views of the government of Indonesia and the government of Australia.

Indonesian Feminists' Discourse and Politics

The political reform in 1998 has brought a change to Indonesia's political situation, from an authoritarian system to democracy, from a centralized to a decentralized government, and from military supremacy to civilian supremacy. This change also had implications for the socio-political movements in Indonesia, including the women's movement.

The Indonesian women's movement was actively involved and became an important part of the fight for reformation. Furthermore, the women's movement introduced a new political culture based on the ethics of care in the midst of masculine political culture. This can be seen in the actions and strategies taken by the women's movement in the face of the May 1998 riots and social conflicts using the issues of SARA (ethnicity, religion, race and intergroup) in various regions.

During the era of reformation, the Indonesian women's movement also offered new discourses, which broke the separation between the private and the public. This discourse was embodied in policies that favor women, such as the Law on the Elimination of Domestic Violence in 2004. The Indonesian women's movement has also incorporated women's issues into the political agenda. This can be seen in the birth of a 30 percent quota policy for women's representation in the Election Law and Political Party Law since 2002. At policy level, a number of pro-women laws have been ratified even though the implementation in many instances is still somewhat lacking.

In short, after 20 years of reformation, the women's movement and feminist discourse continues to develop. The development of the women's movement is evident in the emergence of various organizations established to voice and defend women's interests in various issues, such as diversity of gender identity, disability, indigenous women, women migrant workers, domestic workers, and much more.

However, twenty years after the reformation, the fundamental issues that women have fought for long ago have not been fully resolved yet. Until now, women still face fundamental problems such as maternal mortality, child marriage, human trafficking, and the wage gap. The issue of violence and discrimination based on gender still continues, such as rape and sexual abuse, as well as persecution of LGBT.

The struggle of the women's movement is not over simply because there has been an emergence of various regulations and policies that accommodate gender inequality. The reformation also provided space for the emergence of religious-based conservatism and puritanism, which exercise control and restrictions on women. The state increasingly facilitates the tendency of violence and discrimination against women through regional regulations that discriminate against women and marginalized groups.

Faced with this situation, the women's movement continues to look for ways and discourse to push the political agenda of women in the public sphere, starting from the national level to the grassroots. Women's collective action is one method of the women's movement that aims to bring demands in the public sphere while still carrying on women's gender identity. The women's movement does not stop at women's issues, but also penetrates wider public problems, environmental sustainability and social justice. The articles in this edition of *Jurnal Perempuan* show the efforts of women's movements and feminist discourses to keep fighting in various domains and issues, starting from the basic movement at the grassroots level to advocacy movements at policy level, from a small scope at village level to national scale.

All collective actions involving collective actors and gender discourse emphasize that women's movements have an impact and push for important social change—not only for families, but also communities, governments and society at large. **(Anita Dhewy)**

Abstracts Sheet

Titiek Kartika Hendrastiti (Public Administration Department, Faculty of Social and Political Sciences, Universitas Bengkulu, Bengkulu, Indonesia)

Oral Story of Women's Anti-mining Group in Sumba: A Narrative of Subaltern Movement for Food Sovereignty

DDC: 305

Jurnal Perempuan, Vol. 24 No. 1, February 2019, pp. 1-11, 1 table, 2 image, 15 ref.

This article analyzes the meaning of the anti-gold mining group oral story from Praikaroku Jangga Village, Central Sumba Regency, East Nusa Tenggara. This documentation is important to record the dynamics of the history of local women's movements in the post-reformation era Indonesia in 1998. This study uses a postcolonial feminist ethnographic approach. The female anti-gold mine forces identify as a subaltern movement, whose struggle goes beyond practicality rejecting the gold mining corporation operations. Their speeches about the movement show that the direction of their resistance leads to food independence and sovereignty from extractive business aggression. To maintain their space of life, the women's forces were only connected by words of experience and knowledge of *adat* and tradition. Postcolonial feminist ethnography explains the dis/interconnectivity between the interests of the state, political economic power, local-national-global. The construction of this anti-mining women's discourse shows the strength of women as agents in caring for natural resources.

Keywords: Central Sumba women's movement, food sovereignty, postcolonial feminist ethnography, subaltern, women's agency

Anne Lockley¹, Lies Marcoes¹, Kharisma Nugroho¹ & Abby Gina² (¹Migunani, Yogyakarta, Indonesia; ²Jurnal Perempuan, Jakarta, Indonesia)

Women's Collective Action for Empowerment in Indonesia

DDC: 305

Jurnal Perempuan, Vol. 24 No. 1, February 2019, pp. 13-24, 7 table, 1 image, 6 ref.

Women's groups in Indonesia have used women's collective actions since the early 20th century. The collective action of women in this study is defined as the formal or informal formation and activity of groups or networks of predominantly women that aim to bring about positive changes in women's lives. Eight case studies of women's collective actions discussed in this study reveal a variety of backgrounds, motives and agencies in those collective actions. This variety exists due to the different and specific conditions and needs of each of the women's groups. The object of the study in this research were eight collective actions, namely: Balai Sakinah 'Aisyiyah (BSA), Serikat Perempuan Kepala Keluarga (PEKKA), Sekolah Perempuan, Koalisi Perempuan Indonesia Parepare branch, Migrants Workers United Wonosobo (MUIWO), Kelompok Bunda Kreatif, Community Center, and Posko Lestari and Mentari. The data of the research was collected through document reviews, surveys, and in-depth interviews. This research finds that the involvement of women in collective actions stems from gender inequality that they experience in their daily lives. Through the collective actions, the women were empowered to strengthen their access to social services and legal protection. This research also finds there was a growing understanding about the concept of gender inequality among the women who were involved in the collective actions.

Keywords: women's collective action, empowerment, gender inequality, participation

Akhmad Misbakhul Hasan¹, Betta Anugrah¹ & Andi Misbahul Pratiwi² (¹Seknas FITRA, Jakarta, Indonesia; ²Jurnal Perempuan, Jakarta, Indonesia)

Gender-Responsive Budget Analysis on Social Protection Programs in Indonesia: A Case Study in Two Districts and A City

DDC: 305

Jurnal Perempuan, Vol. 24 No. 1, February 2019, pp. 25-38, 2 table, 6 graph, 16 ref.

Presidential Instruction (Inpres) No. 9 of 2000 concerning on Gender Mainstreaming in National Development has an impact on the planning and implementation of public policy in Indonesia. Public policy becomes an important arena for the struggle to realize gender equality and justice. One of the government's commitments in this matter can be seen through Gender-Responsive Budgeting (GRB). This study analyses gender-responsive budgeting in social protection programs in Indonesia, with case studies in three locations, namely Gunungkidul Regency, North Lombok Regency, and Padang City. Data collection is carried out by in-depth interviews and literature studies, including the Indonesian Budget and Regional Government Budget documents. This study conducted GRB analysis in three regions with three categories of budget expenditure analysis, namely specifically identified gender-based expenditure, equal employment opportunity expenditure, and mainstream budget expenditure. The results of the study show that in several regions there have been gender-responsive specific budget allocations for affirmation programs for women, children, the elderly, and people with disability. However, it can be seen that the budget and gender-specific expenditure are still centralized in services that are identical to women's affairs, and not yet mainstreamed in all of the budget allocation.

Keywords: Gender-Responsive Budget, Social Protection Program, Gunungkidul District, North Lombok District, Padang City, Budget Analysis

Adivya Perdana and Delia Wildianti (PUSKAPOL LP2SP FISIP Universitas Indonesia, Depok, Indonesia)

Women Political Movements After 20 Years of Reformasi in Indonesia

DDC: 305

Jurnal Perempuan, Vol. 24 No. 1, February 2019, pp. 39-47, 1 table, 21 ref.

This article raises the important question of the achievements of women political movements after 20 years of reformasi in Indonesia. This article intends to elaborate on two main issues, namely the reasons underlying the women's political movement, which has stagnated, and the offer of a strategy that needs to be discussed to attract young women to politics. There are three main issues that are important concerns in the women's political movement after the 1998 Reformation. First, the character of civil society organizations and political parties in Indonesia has its own peculiarities. Second, there is a space of political interaction that has been sufficiently built between political parties and groups of NGOs and women's organizations. Third, in electoral competitions, one of the important issues that still need to be explored further is the effort to win female candidates and regional head candidates so that the number of women's representation can be achieved. Connectivity between millennials and political parties needs to be an important means to be carried out in the near future when parties feel the need for nominating women and their victory must be immediately overcome.

Keywords: gender and politics, elections, women's political representation

Retno Agustin, Indriyati Suparno¹, Samsidar² & Bella Sandiata³
(¹KOMNAS Perempuan, Jakarta, Indonesia; ²Forum Pengada Layanan, Indonesia; ³Jurnal Perempuan, Jakarta, Indonesia)

Integrated Service for Empowerment: The Assessment of P2TP2A in 16 Provinces

DDC: 305

Jurnal Perempuan, Vol. 24 No. 1, February 2019, pp. 49-62, 2 table, 5 graph, 8 ref.

The increasing number of violence against women every year raises question about the effectiveness of intergrated service programs for the women victims of violence. The government established the Integrated Service Center for Empowerment of Women and Children (Pusat Pelayanan Terpadu Pemberdayaan Perempuan dan Anak/ P2TP2A) in 2002, supported by National Commission on Violence against Women (KOMNAS Perempuan), in the effort to provide protection and empowerment of women victims of violence. However, the increasingly diverse forms of violence against women have resulted in complex needs of the victims. The question arises whether the function and performance role of P2TP2A has fully answered the needs of victims or not. This article focuses on assessments conducted by KOMNAS Perempuan and Forum Pengada Layanan (Service Provision Forum/FPL) in 16 provinces to re-examine the role of P2TP2A's functions and performance in meeting the needs of victims. Based on the findings of the assessment, there are still shortcomings in the system and performance of P2TP2A in taking care of victims' needs, such as lack of awareness as service providers, coordination problems among institutions and limited budget. This assessment uses in-depth interviews and document studies, by including the lessons from the P2TP2A Surakarta city, Bandung district and Central Java Province.

Keywords: P2TP2A, victims, integrated service, violence against women

Linda Susilowati and Petsy Jessy Ismoyo (Universitas Kristen Satya Wacana, Salatiga, Indonesia)

Women's Role in Central Java Agriculture: A Case Study on Qaryah Tayyibah Peasants Association

DDC: 305

Jurnal Perempuan, Vol. 24 No. 1, February 2019, pp. 63-71, 18 ref.

This research proves the importance of the role of women in the agricultural sector in Central Java through a case study of the Peasants Union Society movement Qaryah Thayyibah, in Salatiga, Central Java. This research uses qualitative methods, with data collection techniques through literature studies, observations, FGDs and in-depth interviews. The analysis technique uses categorization, interpretation and conclusions from the results of data collection. This research shows that women have a key role in the development of the agricultural sector. Therefore SPPQT's programs for empowering female farmers include: (1) women's political education, (2) involvement of women in the Production Assembly and Peasants' Association, (3) Women's involvement in the Village Development Council (Team 11). The findings also show obstacles to community resistance for the third point. This can be overcome again by SPPQT's vision, gender equality needs to be seen as a solution to improve the agricultural sector.

Keywords: the role of women, farmer groups, marginalization

Anita Dhewy and Bella Sandiata (Jurnal Perempuan, Jakarta, Indonesia)

Political and Legal Novelty as the Contribution of Indonesian Women's Movement in the Advocacy on Affirmative Policy in Election and Law on the Abolition of Domestic Violence

DDC 305

Jurnal Perempuan, Vol. 24 No. 1, February 2019, pp. 73-82, 10 ref.

This article discusses the novelty of the women's movement in encouraging women's political representation and advocating for the elimination of domestic violence. Data is obtained through interviews with actors involved in the women's movement, especially actors from civil society organizations. The results of the study show that the women's movement in the Advocacy on Affirmative Policy in Election becomes a sign of the inclusion of women in the political agenda. While the women's movement in the advocacy for Law on the Abolition of Domestic Violence dismantles private and public dichotomies that are detrimental to women in the context of domestic violence. This study also shows that women's movements need strong concepts, adaptive strategies and synergies with various elements to be able to push the women's agenda and encourage change.

Keywords: women's movement, women's political representation, affirmative action, Law on the Abolition of Domestic Violence

Integrated Service for Empowerment: The Assessment of P2TP2A in 16 Provinces

Retno Agustin, ¹Indriyati Suparno, ²Samsidar & ³Bella Sandiata

¹KOMNAS Perempuan, ²Forum Pengada Layanan, dan ³Jurnal Perempuan
JL Latuharhari 4B, Jakarta, Indonesia, 10310

Jl. Karang Pola Dalam II No. 9A, Jatipadang, Pasar Minggu, Jakarta Selatan, Indonesia, 12540

mail@komnasperempuan.go.id, seknasfpl@gmail.com & bsandiata@jurnalperempuan.com

Manuscript chronology: received 7 February 2019, revised 16 February 2019, accepted for publication 26 February 2019

Abstract

The increasing number of violence against women every year raises question about the effectiveness of intergrated service programs for the women victims of violence. The government established the Integrated Service Center for Empowerment of Women and Children (Pusat Pelayanan Terpadu Pemberdayaan Perempuan dan Anak/P2TP2A) in 2002, supported by National Commission on Violence against Women (KOMNAS Perempuan), in the effort to provide protection and empowerment of women victims of violence. However, the increasingly diverse forms of violence against women have resulted in complex needs of the victims. The question arises whether the function and performance role of P2TP2A has fully answered the needs of victims or not. This article focuses on assessments conducted by KOMNAS Perempuan and Forum Pengada Layanan (Service Provision Forum/FPL) in 16 provinces to re-examine the role of P2TP2A's functions and performance in meeting the needs of victims. Based on the findings of the assessment, there are still shortcomings in the system and performance of P2TP2A in taking care of victims' needs, such as lack of awareness as service providers, coordination problems among institutions and limited budget. This assessment uses in-depth interviews and document studies, by including the lessons from the P2TP2A Surakarta city, Bandung district and Central Java Province.

Keywords: P2TP2A, victims, integrated service, violence against women

Introduction

The increasing number of violence against women every year in Indonesia raises the question: what happened to the victims after experiencing the violence? The needs of women victims during and after experiencing violence varied, ranging from protection, recovery, to access to justice. The variety of violence experienced by women victims requires diverse approaches and handling.

Indonesia has established mechanisms and institutions for handling women and children who are victims of violence, one of which is the Integrated Service Center for Empowerment of Women and Children (P2TP2A). This provision is regulated by the Regulation of the Minister for Women's Empowerment Number 5 of 2010 on Guidelines for the Establishment and Development of Integrated Service Center. This policy also responds to Integrated Service Center (PPT) that has previously been established in hospitals or other Service Provider Institutions. The existence of P2TP2A is as a positive achievement for efforts to eliminate and prevent violence against women in Indonesia.

The mechanisms and institutions that function to handle women victims of violence have been formed. However, the number of cases of violence against women from year to year has increased. This condition raises the question, whether the function and performance of P2TP2A has been maximized in providing appropriate protection and empowerment to women victims?

Based on this situation, KOMNAS Perempuan and Forum Pengada Layanan (FPL) initiated to conduct an assessment for mapping the capacity, performance and effectiveness of P2TP2A in providing the t services and managing the coordination functions with other service institutions, including support for P2TP2A and obstacles faced by P2TP2A. This mapping was conducted in a number of P2TP2A, its networks, and women victims who accessed P2TP2A services in 16 provinces. The assessment results have been compiled in to five regions, namely: Region 1 (Sumatra), Region 2 (DKI and West Java), Region 3 (Bali, Special Region of Yogyakarta, Central Java, and East Java), Region 4 (East Nusa Tenggara), and Region 5 (Sulawesi and Maluku), and then analyzed thoroughly at national level.

Research Methods

Methods of data collection in this assessment are in-depth interviews and document study s. In-depth interviews were conducted in three categories of resource persons, namely: (1) Board and P2TP2A staff; (2) P2TP2A network partners; (3) women victims who accessed P2TP2A's services. The document study was carried out by collecting and compiling the findings of field data from five regions, examining documents related to the formation and management of P2TP2A both at the district/city/provincial and national levels, documents that explain the organizational structure, documents related to service standard and resources managemet in the form of SOPs (Standard Operating Procedures), and other relevant documents.

Compilation of assessment results started from compilation at the regional level and being the responsibility of designated compiler institution in each region. National compilation is a combination of compilation results from five regions. The analysis

carried out by examining the gap and suitability, achievements and challenges between the regulations, tasks and functions of P2TP2A with the implementation. Data analysis is also to see the extent to which P2TP2A performs its organizational functions (institutional management), the function of coordination, the benefits for related parties, and resources and support (human resources, budget, facilities and infrastructure) associated with the quality of services provided.

The assessed aspects in this assessment are: (1) Background of establishment, purpose and form of P2TP2A; (2) Management and human resources; (3) Mechanism for accepting cases, service and referral system for women victims and organizational SOPs ; (4) Management of institution (planning, monitoring evaluation and complaint mechanism); (5) Support for infrastructure and financing; (6) Mechanism of coordination and utilization of P2TP2A for service institutions; (7) Dissemination and publication of P2TP2A services to public; (8) Challenges and Recommendations.

Table 1. Number of assessed P2TP2A

Number of assessed P2TP2A	Area 1 (Sumatra)	Area 2 (DKI & Jabar)	Area 3 (Bali, DIY, Jateng & Jatim)	Area 4 (NTT)	Area 5 (Sulawesi & Maluku)	Total
P2TP2A province level	4	2	3	1	3	13
P2TP2A district and city level	6	8	21	4	12	51
Total	10	10	24	5	15	64

Source: Field assessment data of P2TP2A in 16 provinces, 2017

Tabel 2. Assesment Area

Region	Province	City and District
Area 1 (Sumatra)	Aceh, Sumatera Barat, Bengkulu, Kepulauan Riau,	Kota Bengkulu, Kab. Aceh Utara, Kab. Bireuen, Kab. Deli Serdang, Kota Padang, Kab. Labuhan Batu, Kab. Tanah Datar
Area 2 (DKI & Jabar)	DKI Jakarta, Jawa Barat	Kota Bandung, Kota Cirebon, Kota Tasikmalaya, Kab. Cirebon, Kab. Bandung, Kab. Tasikmalaya, Kab. Depok, Kab. Sukabumi
Area 3 (Bali, DIY, Jateng & Jatim)	Jawa Timur, Daerah Istimewa Yogyakarta, Jawa Tengah	Kota Malang, Kota Pasuruan, Kota Magelang, Kota Surakarta, Kota Semarang, Kota Jogja, Kab. Ponorogo, Kab. Jombang, Kab. Klaten, Kab. Boyolali, Kab. Wonosobo, Kab. Magelang, Kab. Jepara, Kab. Kendal, Kab. Grobogan, Kab. Sleman, Kab. Gunung Kidul, Kab. Bantul, Kab. Kulon Progo, Kab. Bangli, Kab. Buleleng
Area 4 (NTT)	Nusa Tenggara Timur	Kab. Timor Tengah Selatan, Kab. Timor Tengah Utara, Kab. Belu, Kab. Sikka
Area 5 (Sulawesi & Maluku)	Sulawesi Utara, Sulawesi Tenggara, Sulawesi Selatan	Kota Manado, Kota Bitung, Kota Palu, Kota Ambon, Kota Kendari, Kab. Minahasa Selatan, Kab. Minahasa Utara, Maros, Pangkep, Kab. Poso, Kab. Sigi, Kab. Maluku Tengah, Kab. Buru

Source: Field assessment data of P2TP2A in 16 provinces, 2017

The Beginning of the Establishment of P2TP2A

After 1998 reformation era in Indonesia, on the demand of civil society, the President formed the National Commission on Violence against Women (KOMNAS Perempuan) as a national human rights institution that focuses on eliminating violence against women. In addition to KOMNAS Perempuan, there are also various community organizations, including women's organizations, focusing on handling women victims of violence. Community-based organizations in these areas were driven by the belief that women victims of violence are individuals who must be supported to be empowered and able to live a life with dignity.

In 2000, KOMNAS Perempuan developed a support system for women victims of violence by gathering around twenty women's organizations that provided assistance to women victims of violence throughout Indonesia. The meeting aimed to mobilize support for women victims of violence, by building networks and uniting resources, so that the needs of victims could be met. This network is called the Forum Belajar (Learning Forum/FB) for handling women victims of violence. In 2014, the Forum was renamed to be Forum Pengada Layanan (Service Provision Forum/FPL).

The emergence of this initiative was due to the awareness that recovery process for victims of violence requires a lot of resources and takes a long time. In addition, the handling of victims of violence requires integrated service systems. With Forum Belajar, KOMNAS Perempuan encouraged cooperation between government agencies related to the handling of women victims. This effort encouraged the existence of a Joint Decree (Surat Keputusan Bersama/SKB) on 25 September 2002 between three ministers, namely the Minister of Women's Empowerment (No.14 / Men.PP/Bep.V/X/2002), Minister of Social Affairs (No.75 huk/2002), Minister of Health (No. 1329 Menkes/SKB/X/2002) and Chief of Indonesian Police (Kapolri), regarding "Integrated Services for Victims of Violence against Women and Children", which were valid for five years. The SKB of the three Ministers and the Chief of Police was the beginning of the drafting and regulation of integrated services for women and children victims of violence. Since the enactment of this policy, these ministries/institutions have begun to develop policies for handling women victims in their respective institutions.

The concept of integrated services continues to be improved and strengthened by the issuance of Law Number 23 of 2004 on the Elimination of Domestic Violence (Penghapusan Kekerasan Dalam Rumah Tangga/

PKDRT) and Government Regulation Number 4 of 2006 on the Implementation of Cooperation to Recovery Victims of Domestic Violence. The Ministry of Women's Empowerment and Child Protection (Kementerian Pemberdayaan Perempuan dan Perlindungan Anak/KPPPA) then issued various ministerial regulations to encourage the formation of P2TP2A in all provinces and districts/cities in Indonesia.

The presence of P2TP2A is one of the successes of the women's movement initiated by KOMNAS Perempuan in presenting integrated services that provide assistance to women victims of violence. The aim of the establishment of P2TP2A is to provide protection, handling and fulfillment of the rights of women victims in the territory of Indonesia and abroad by providing services for handling cases, health services, social rehabilitation, law enforcement and assistance, and repatriation and social reintegration organized by the government and local governments and Indonesian representatives abroad.

Currently, P2TP2A has been established in 34 provinces, 83 cities and 307 districts. In the implementation of its role, it requires escorting of other relevant parties, so P2TP2A to be able to function effectively for women victims (KPPPA 2016). In the region, each P2TP2A has been legalized through various policies in the regions.

At the provincial level, P2TP2A was passed through the Governor's Regulation and Governor's Decree. P2TP2A in several regions has also been strengthened by local regulations. The establishment of P2TP2A generally refers to Regulation of Minister of Women's Empowerment and Child Protection (Minister of PPPA) Number 5 of 2010 on Guidelines for the Establishment and Development of Integrated Service Centers. The establishment of P2TP2A at the provincial or district/city level becomes the authority of local government and also according to the capacity of the local government, because the budget and implementation come from the Local Budget (Anggaran Penerimaan dan Belanja Daerah/APBD) of each region thus the implementation and management of P2TP2A are the responsibility of the local government.

Meanwhile, the Regulation of PPPA Minister Number 6 of 2015 on the Women's Empowerment System and Child Protection stated that P2TP2A membership divided into membership policy coordination functions and technical functions. Membership as policy coordination consists of local government agencies vertically and related local government agencies (Satuan kerja Perangkat Daerah/SKPD). Membership of technical functions are individuals from community

institutions who are trained and competent in handling victims of violence. In Regulation of PPPA Minister Number 6 of 2015, it was explained that P2TP2A was formed based on the decision of the Governor/Regent/Mayor/Head of Sub-District. In addition, membership can come from structural and non-structural elements from professional, academics or community leaders. Regulation of PPPA Minister Number 6 of 2015 strengthens the previous regulation, which is the basis for the formation of P2TP2A.

The development of P2TP2A in Indonesia

The establishment of P2TP2A in Indonesia has a diverse background. The emergency cases of violence against women and children, which increase every year, are the main reason for the importance of building an integrated service mechanism. In addition, there are policy mandate, both at national and regional levels.

In 2015, P2TP2A was formed in 33 provinces and 242 districts/cities in Indonesia. P2TP2A at the provincial level were generally established earlier than at the district/city level. This finding can be seen from the age of establishment of P2TP2A at the provincial level, which is on average 5 to 10 years old.

The enactment of the PKDRT Law also has relevance to the establishment of P2TP2A. Based on the assessment results of 64 P2TP2A from four regions, 86% (55 P2TP2A) were established after the enactment of PKDRT Law, while 17% (9 P2TP2A) were built before the PKDRT Law, based on the SKB of three Ministers and Chief of Indonesian Police in 2002.

The regions that established P2TP2A after the joint decree of three Ministers and the Chief of Indonesian Police or before the enactment of PKDRT Law are P2TP2A Aceh Province, PPT Bengkulu Province, PPT Central Java, PPT East Java, and several other Integrated Services / P2TP2A in other regions. The Aceh Provincial P2TP2A Board of Directors stated that P2TP2A established since the establishment of Rumoh Putro Aceh on July 22, 2003 with the main goal of economic empowerment.

P2TP2A in Bengkulu Province was initiated in 2001 by a network of women's organizations. They succeeded in encouraging the Provincial Government of Bengkulu to establish a service mechanism for victims of violence through the establishment of several local regulations. The establishment of P2TP2A in Central Java, Special Region of Yogyakarta (DIY), East Java and Bali in general has a fairly strong foundation. P2TP2A was built on initiatives and participation by civil society networks and

service provider institutions. Most P2TP2A in the region were established after the enactment of PKDRT Law. It indicates that the P2TP2A was established to implement the central government's mandate.

P2TP2A DKI Jakarta was established in 2004 through the DKI Governor Decree No. 64 of 2004, dated May 19, 2004 as an initiative of the DKI Jakarta Provincial Government. This decree, was later passed through DKI Jakarta Local Regulation No. 8 of 2011. However, based on the initial establishment, P2TP2A in DKI Province was categorized as the P2TP2A which was established before the enactment of the PKDRT Law. In West Java Province, the establishment of P2TP2A varies in each district/city. The process of establishing P2TP2A began with the formation of Women's Crisis Center (WCC) in 2002 such as the Bandung City P2TP2A. Furthermore, P2TP2A Bandung City turned into a technical institution or UPT P2TP2A Kota Bandung in 2008.

Civil society initiatives to establish P2TP2A are also found in Sulawesi and Maluku regions. Since 1998, Swara Parangpungan has been the initiator of the establishment of integrated services for women victims of violence in North Sulawesi. In Poso District, the establishment of P2TP2A was as a response to the many cases of violence against women due to conflict in this region.

P2TP2A Performance and Services for Victims: Findings and Analysis

A. Institutional

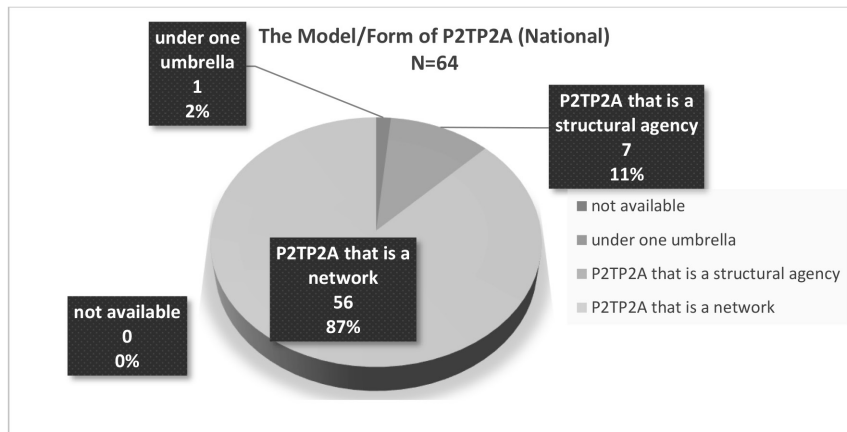
The results of the assessment in 64 P2TP2A stated that 86% (55 P2TP2A) were established after the PKDRT Law was issued, while 17% (9 P2TP2A) were built before the PKDRT Law. The foundation for the establishment of P2TP2A before the existence of the PKDRT Law was the 2002 Joint decree of three Ministers and the Chief of Indonesian Police. The assessment data result also states that the P2TP2A age range in the assessment areas is 3-10 years. The use name P2TP2A according to the Women's Empowerment and Child Protection Ministry's mandate. The change name from PPT to P2TP2A was carried out after the socialization process from KPPPA in 2007. The assessment results also showed that there was a variety of reasons for the lack of information on the history of the establishment of P2TP2A, namely: (a) the turnover of P2TP2A leaders and staffs because of the high number of rotations of positions in the government agencies; (b) The mechanism for distributing information inside P2TP2A has not yet been established; (c) The process of documenting P2TP2A track record from the beginning has not been institutionalized; (d) Disconnection

of communication and information with pioneers/ founders, so that board and staffs who currently work do not understand the urgency and spirit behind the establishment of P2TP2A

B. Models and Institutional Forms

The model and institutional form of P2TP2A was developed according to service needs for victims

and the capacity of each region. Since the existence of the integrated service concept until the formation of P2TP2A, there are at least three integrated service models developed in P2TP2A, namely: (a) network-based integrated services or referral systems (in the form of non-structural institutions); (b) One-stop crisis center/OSCC; (c) integrated services based on government institutions in the form of Agency/ Service Technical Implementation Units (UPTB/D) and are structural in nature.



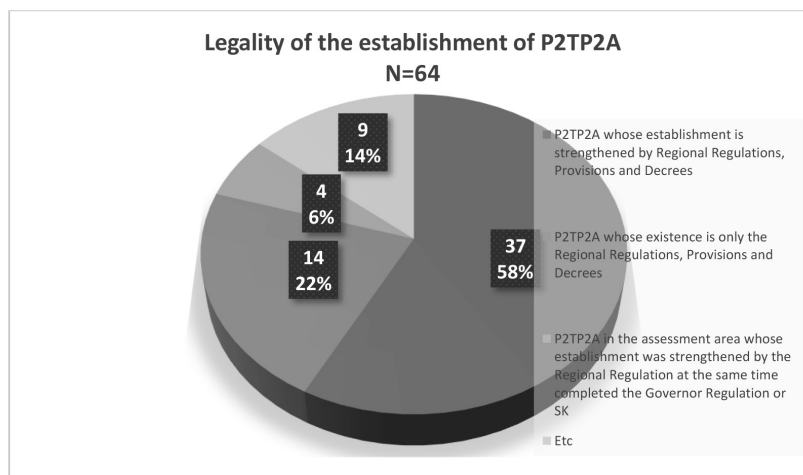
Graph 1. Model/Form of P2TP2A (National)

Source: Field assessment data of P2TP2A in 16 provinces, 2017

Graph 1 shows that the majority of forms of integrated services developed at the local level are network-based integrated services and referral systems. The profiles in each region also show that the number of P2TP2A with this form is quite lot. In the assessment area in Sumatra, all P2TP2A are in the form of networks, while P2TP2A in the assessment areas in Central Java, DIY, East Java and Bali is 96% in the form of networks. In DKI Jakarta and West Java, 40% P2TP2A are in the form of one-stop integrated services, and 60% is in the form of networks. The institution in the form of network shows that P2TP2A is really needs network support such as from non-governmental

organizations (NGOs), WCC, law enforcement institutions and leaders in carrying out their activities.

The strong initiative of the networks to encourage the establishment of P2TP2A shows a strong indication that networks in Central Java, DIY, East Java and Bali generally understand the background behind the establishment of P2TP2A and support the existence of network-based P2TP2A. Based on information from various sources, the P2TP2A-based network built based on a Memorandum of Understanding (MoU) and agreed upon by many parties to better facilitate services received by victims.



Graph 2. Legality of the establishment of P2TP2A

Source: Field assessment data of P2TP2A in 16 provinces, 2017

Regarding the legality of establishment, Minister of PPPA Regulation Number 6 of 2015 states that the P2TP2A institutional structure is formed based on the decision by the Governor, Regent, Mayor or Head of Sub-district. The legality of P2TP2A in several regions has been strengthened by the existence of local regulation. Meanwhile, most P2TP2A (59%) stated that the legality of its establishment was supported by a decree by the Governor, Regent or Mayor.

The number of P2TP2A in the assessment area whose establishment was strengthened by the Local Regulation at the same time completed by the Governor Regulation or local government head decree is 5%. Meanwhile, P2TP2A of DKI Jakarta Province, Central Java and West Java are P2TP2A at the provincial level, whose the establishment legalized by local regulation, the governor regulation and local government head decree. The implication of these policies are P2TP2A sustainability guarantees, including the budget

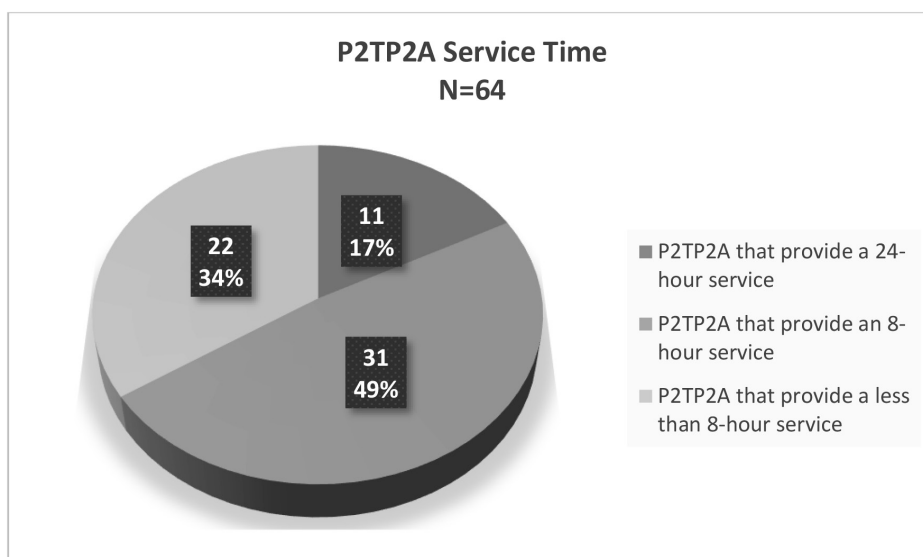
Regarding the management structure of P2TP2A, the assessment findings show that the management of P2TP2A is accomodative, too big, and not functioning. The placement of board positions from government institutions, law enforcement institutions, and wives of government officials are often just as a formality. These figures have many other responsibilities and cannot carry out the function in providing services, so they are not qualified in managing P2TP2A institutions.

The assessment found that the active P2TP2A board are mainly related local government Organization (Organisasi Perangkat Daerah/OPD) employees, such as the Women’s Empowerment and Child Protection Agency and representatives of NGOs, and religious organizations. The assessment also found that 11% of P2TP2A did not have management structure, and 89% have management structure.

C. Organizational Services

C.1 Complaint Mechanism and Service Hours

P2TP2A service hours generally is eight hours per day. 17% of P2TP2A stated that they were able to provide 24-hour service, while 34% operated less than eight hours a day. The assessment data found that the variation of service hours for organizing these services are adjusted to the office/office working hours or depending on the willingness of volunteers to come to the P2TP2A secretariat. This fact shows that the performance of P2TP2A staff/officers is still based on employee standard/general working hours, and is not based on the best response for victims and cases of violence that have occurred. Limitation of service time causes P2TP2A officers not being willing to provide services outside the secretariat’s working hours. In fact, officers neglected victims who needed services outside the secretariat’s working hours. The victim and social worker also complained about the P2TP2A office being locked when they came to report cases of violence.



Graph 3. P2TP2A service time

Source: Field assessment data of P2TP2A in 16 provinces, 2017

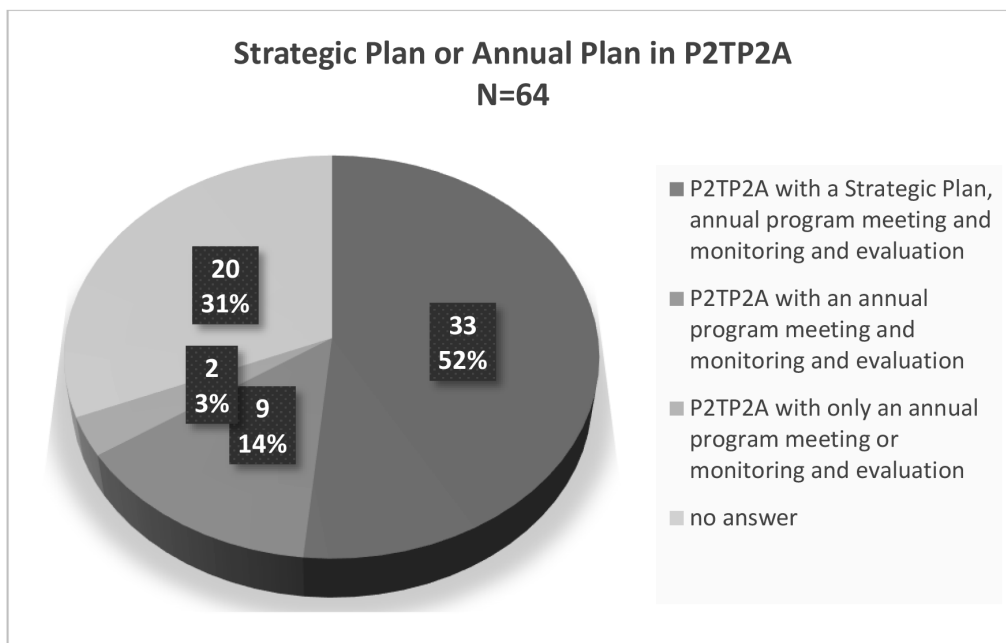
To improve outreach to victims, P2TP2A has sought to develop several mechanism for victims to report cases of violence s and services, such as the 24-hour hotline service and ball pick-up system. The ball pick-up system is developed by P2TP2A in Makassar City, while the 24-hour hotline service is developed in DKI Jakarta. Both of these initiatives can increase the victims’ access to case reporting and services. Other regions that have provided 24-hour hotline services are Cirebon City, Bandung Regency and Sukabumi Regency.

P2TP2A DKI Jakarta is one example of a service institution that has eight hours of direct service time, but also provides 24-hour hotline service. The P2TP2A management stated the agency’s commitment to follow up cases quickly. Most of the victims interviewed in this study expressed satisfaction with the service, although a quick response to the needs of victims still needed to be improved.

C.2 Planning, Monitoring Evaluation and Complaint Mechanisms

P2TP2A as a mechanism to provide services for victims, requires planning, both strategic planning (strategic plan) or annual program planning for optimal work , as well as monitoring and evaluation mechanisms (monev) to measure organizational performance and achievements. The assessment results found three typologies of P2TP2A related to program and activity planning, namely; (1) P2TP2A that have strategic documents and annual program/activity plans; (2) P2TP2A that have strategic planning documents but do not have an annual plan or vice versa, i.e do not have strategic documents, but have annual program/activity planning; (3) P2TP2A that have no planning documents at all.

Most of the P2TP2A that became the sample of this assessment did not compile the strategic plan and did not have annual planning. The assessment results showed that there were 52% P2TP2A that had annual plans or monitoring and evaluation, 14% had annual plans and monitoring and evaluation and only 3% had strategic plans, annual plans and monitoring and evaluation (graph 4):



Graph 4. P2TP2A’s strategic or annual plan

Source: Field assessment data of P2TP2A in 16 provinces, 2017

Graph 4 explains that many P2TP2A both at the provincial and district/city levels do not have structured and systematic program planning and institutional development. One of the structured and systematic planning indicators is the formulation of a strategic plan for five years, which is then derived into an annual

program/activity plan. Thus, the projection of the achievement of organizational goals in the long term can be measured

In the provinces of Central Java, East Java and Bali, there are 10 P2TP2A, which claim to have a strategic plan.

In contrast, in the Special Region of Yogyakarta (DIY) all P2TP2A both at the provincial and district/city levels have a five-year strategic plan. Assessments in the provinces of Central Java, DIY, East Java and Bali found that resource persons from P2TP2A and network partners could not distinguish between strategic plans and annual work plans and activity plans or between monitoring and evaluation with regular internal or network meetings and discussions.

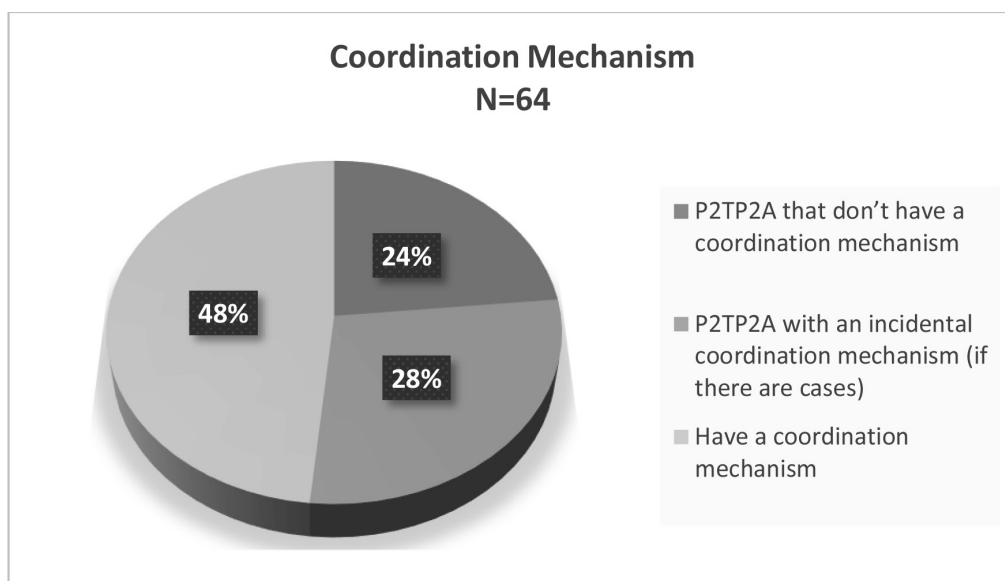
The assessment results in 16 provinces also showed that 84% of P2TP2A have not had a complaint mechanism. This finding means that only 16% of P2TP2A at the assessment location had a complaint mechanism. This complaint mechanism is sourced from the victim and from the network that gives the referral for victim. Almost all victims who accessed P2TP2A services at the assessment location are not aware of any complaints mechanism for services provided by P2TP2A. In addition, the network that made the referral to P2TP2A acknowledged that P2TP2A did not have a complaints

mechanism, except for a number of P2TP2A whose coordination mechanisms went well.

The obstacles in implementing complaints service mechanism categorized into three things: first, the mechanism of complaints as a means to improve the performance of P2TP2A institutions has not been understood, so that most P2TP2A have not implemented this mechanism. Second, the mechanism of complaints that are friendly to victims has not yet been implemented with clear and fast feedback. Generally, the complaints mechanism is merely to receive input from the victim, but the victim does not know what is the follow-up of the complaint submitted. Third, the reluctance of victims to complain about various considerations.

C.3 Coordination Mechanism

The coordination mechanism is another important aspect in assessing the capacity of P2TP2A services. The assessment results are shown in the following graph:



Graph 5. Coordination Mechanism

Source: Field assessment data of P2TP2A in 16 provinces, 2017

Graph 5 shows that some P2TP2A (48%) have incidental coordination mechanisms in response to cases and the other 28% have no coordination mechanism. Incidental or sometimes reactive coordination tends to respond to violent incidents, but has not reached broader needs, such as prevention and rehabilitation of victims. Both of these efforts require routine and intensive coordination.

The small number of P2TP2A that have a coordination mechanism with their partners is related to the lack of

understanding of the P2TP2A management to the need to build service integration. The need for victims of violence that is not single and requires the involvement of many parties, so that coordination is needed both for referrals, building broader cooperation, and sharing resources for fulfilling victims' rights. Nevertheless, P2TP2A in some regions have their own strategy in seeking effective coordination mechanisms.

P2TP2A Cirebon City implements a case referral system for Wadul Bae cadres starting at the RW, kelurahan/

village and city levels. After that, they are referred to the service institution according to the needs of the victim. Community-based referral mechanisms in Cirebon City serve as a good example of community participation in handling cases of violence against women

D. Supporting Capacity (Human Resources, Infrastructure and SOP/Policy, Budget, data management system and Documentation, Cooperation among Institutions)

D.1 Budget Support

Based on the assessment, it is known that the amount of the budget provided by the local government for P2TP2A is very limited. The amount of budget support is not the only factor that influences the quality of services for victims of violence. The commitment of local government in the form of budget support is one indicator that shows the government support to fulfill the rights of victims of violence, which correlates with the performance and quality of P2TP2A services.

In general, the source of budget for P2TP2A at the provincial level comes from the allocation of the State Budget (APBN) and the local Budget (APBD). The funds originating from the APBN are in the form of: (1) Deconcentration Funds, namely assistance for activities that have been designated by the relevant ministry or institution; (2) General Allocation Grant (Dana Alokasi Umum/DAU)/Ministrial Special Allocation Fund (Dana Alokasi Khusus/DAK Ministrial). DAU and DAK are given to regions and can be used as needed. Allocations from the APBD can be in the form of grants, social assistance, and work plans in their respective government agencies/OPDs

Many P2TP2A at district/city level in assessment locations did not receive an adequate financial support. Even if there is support through the local Budget, and the allocation is included in the budget of the Agency for the Empowerment and Protection of Women and Children. The P2TP2A budget in the form of grants was found in two assessment locations, namely in Tanah Datar District, West Sumatra and DKI Province. The receipt of funds by means of grants provides flexibility to manage it according to the needs of victims. But on the other hand, there is no guarantee the continuity of support, because there is no legal basis. The availability of the P2TP2A budget from the APBD is strongly influenced by the ability of its board to advocate for the budget by explaining the importance of the role of P2TP2A and its benefits to victims to the local government and to the DPRD.

D.2 Standard Operating Procedure (SOP) Services

Regarding P2TP2A service mechanism, not all P2TP2A have SOPs, both in providing service or referral procedure. From 64 P2TP2A, only 5% had service SOPs and referral SOPs. Then, 55% of P2TP2A do not have an SOP, either service or referral and 40% claim to only have one SOP. Most P2TP2A have a service or referral mechanism, but the P2TP2A board and staff are unable to explain the standard of referral services. There is still an understanding gap between the concept of service mechanisms and referrals that are explained by the contents of the document. This shows that SOP documents have not been internalized to the board and staffs properly. There is also a gap between SOP documents and implementation. This is indicated by a discrepancy between the answers of the board/staffs and the mechanism taken by the victims. In the perspective of victims' basic rights, the incompatibility of mechanisms has the potential to reduce the accessibility and affordability and benefits of victims of services received.

D.3 Data Management System and Documentation

In 2015, Ministry of PPPA developed an online database system, but not all P2TP2A at the district/city level applied it properly. Most P2TP2A in the assessment locations do not have adequate data recording systems. One of the inhibiting factors for data recording and documentation is the absence of individuals who have specific competencies in using database and documentation system. Another inhibiting factor is the lack of infrastructure. Most of the data collected by P2TP2A are data compilation from service provider institutions and other working partners. Another challenge is that there is no data management system in P2TP2A, which provides detail information on the number of violence against women occurring, how many victims have been assisted and served by each service institution, both handled alone and with the network, and how many cases are handled by P2TP2A itself and with its network.

The assessment results in DKI Jakarta and West Java showed that all P2TP2A have a case documentation system, but the mechanism varied in each P2TP2A. Data collection and documentation of cases has not been a priority for P2TP2A. The reason is the availability of human resources and support for infrastructure, capacity building that has not been well planned because P2TP2A does not yet have a work plan, so it still depends on officials in the BP2KB.

D.4 Human Resource and Recruitment Mechanism

Almost all P2TP2A in 16 provinces and 60 districts/cities in the assessment location stated that they did not have a written mechanism for the recruitment and dismissal of their board and staffs. The selection of P2TP2A head and board at the assessment location, mostly through the mechanism of direct appointment by regional leaders. The selection of P2TP2A head and board is still colored by political considerations rather than their capacity, and functional in carrying out the P2TP2A vision and mission. Recruitment through direct appointment has an impact on the number of managers who are not actively carrying out their duties and functions.

Of the total of P2TP2A at the assessment location, only about 40% of P2TP2A are active. The reason is that many heads and boards have not understood the vision, mission and duties and functions of P2TP2A, so that they have not been able to run and develop P2TP2A that has a perspective on fulfilling victims' rights.

D.5 Infrastructure

The findings of the assessment regarding the support of facilities and infrastructure for P2TP2A varied in each region. This condition shows how much local government pays attention to and supports P2TP2A. The lack of P2TP2A supporting facilities affects its service performance. As an example, two P2TP2A in the Province of Bali do not have their own space or secretariat office as a center for coordinating activities. Both of them do not have any physical infrastructure, and still have offices in the Women's Empowerment Agency. P2TP2A of Buleleng District does not have a secretariat room in the Women's Empowerment Agency.

In Central Java, several districts have good physical facilities. Meanwhile in East Java Province, the P2TP2A with almost complete physical facilities is PPT East Java Province. P2TP2A in Pasuruan City also has good physical facilities, except that they do not have a counseling room, because they do not provide direct counseling service. In West Java and DKI Jakarta, P2TP2A generally has adequate facilities and infrastructure, such as counseling rooms and temporary rest rooms. P2TP2A West Java Province even has operational vehicle facilities. The limitations of P2TP2A facilities and infrastructure are caused by the lack of financial support or very limited funds.

E. Performance and Existence of P2TP2A in Strengthening Services for Victims

The existence of P2TP2A is as an effort to fulfill the basic rights of victims. The increasing number of P2TP2A in districts/cities spread across Indonesia is a strategic step to increase victim access to services. However, access is still understood as bringing services closer to the lowest unit. P2TP2A has not met the level of availability, convenience and quality of services according to the needs of victims and cases. There are still many obstacles that hamper P2TP2A's performance to increase victim access to qualified services. Some related issues include the lack of support from regional heads, board and staffs capacity, budget and support for capacity building and competency, coordination issues with the network, and changes in policies at the local and national levels that have an impact on the management and performance of P2TP2A.

P2TP2A's performance is strongly influenced by the vision and mission of the regional head and the perspective of the regional head on the issue of violence against women and children. The assessment results show that 59% of P2TP2A has the legality of establishment which is only supported by the Decree of the Governor, Regent or Mayor. P2TP2A whose establishment is strengthened by the Local Regulation and the Governor Regulation is only 5%. In the DKI Jakarta, Central Java, DIY and West Java areas, they have been adequately supported through local regulations, governor regulation and local government head decree. The implications of the support of local regulations are more stable institutions and opportunities to access the local budget. P2TP2A in Central Java Province, South Sulawesi Province and DKI Jakarta have budget support for handling victims relatively better than other regions.

The lack of regional head support is indicated by the placement of people in P2TP2A, which do not have capacity and competencies needed to provide services to victims. The impact is the lack of functioning of P2TP2A and weak service performance, because the parties placed in P2TP2A are listed by name, but do not perform their duties and functions. Most P2TP2A complained about the malfunction of the structure and management elected officials through direct appointment.

On the other hand, the coordination of a strong network of service institutions can answer the issue of urging victims to assist services. Assessment findings in Semarang City, Jepara Regency, Surakarta City, Magelang Regency, Malang City, Ponorogo Regency,

Bandung Regency, and Makassar City, stated that the P2TP2A management consisted of various elements, namely government elements, NGO/mass organizations and professional networks, which actively involved in the management of P2TP2A; it tends to have good performance. Better performance is indicated by the lack of victim complaints for services received.

From the victim's perspective, the most well-known service to victims is case reporting services, with the hope that their cases will be followed up. Just taking note of the case is a neglect of the rights and needs of victims for justice. The assessment findings indicate that P2TP2A whose management does not work effectively, services tend to be poor. The indicators are that offices are often closed, services cannot be accessed outside office hours, there are no officers serving, so services for victims are highly dependent on service provider networks and other working partners such as hospitals and police.

This assessment found that the P2TP2A perspective on victims and services will determine the level of satisfaction and benefit for victims. Based on interviews with 129 victims/parents of victims, P2TP2A's less than optimal performance still received appreciation. Some of the victims interviewed stated that the presence of P2TP2A was considered useful to provide assistance in handling cases. P2TP2A which is oriented towards fulfilling the rights of victims to obtain truth, justice, recovery and non-repetition has a direct impact on the comfort of victims to fight for their rights through justice. Victims do not feel alone and get state support.

The availability of a shelter/safe house is an urgent need for victims. Nevertheless, budget constraints in most P2TP2A have resulted in the absence of shelter services that are comfortable, safe and friendly for victims. For P2TP2A, which has a network with community-based assistants and other institutions, it tends to be able to use the power of the network for shelter needs and victim assistance, both in safe house and outside the safe house. In community-based safe house is more responsive to the situation of the victim and does not necessarily break the victim from their social life. Community-based protection is believed to be able to limit outside parties or actors to access victims and more effectively keep threats from the perpetrators/families of the perpetrators of victims.

Learning from Experience in Three Regions (Surakarta, Bandung and Central Java)

A. Changing the Institution of PTPAS Integrated Services to UPT PTPAS Surakarta City

Integrated services for women and children victims of violence in Surakarta City established in 2004 before the ratification of the PKDRT Law. This integrated service was also formed to follow up on the Joint Ministerial Decree (SKB) of three Ministers and Chief of Indonesian Police regarding integrated services for victims. Integrated services for women and children victims of violence in Surakarta City named PTPAS (Pelayanan Terpadu Perempuan dan Anak Kota Surakarta/Surakarta City Women's and Children's Integrated Services). The institutional form is a network of service provider institutions from both government and community. This integrated handling network is coordinated by the Community Empowerment, Women's Empowerment and Child Protection Agency (currently the Office of Women's Empowerment, Child Protection and Community Empowerment/Dinas Pemberdayaan Perempuan, Perlindungan Anak dan Pemberdayaan Masyarakat/Dinas PPPA dan Permas). The institution of PTPAS was formed through a joint agreement (MoU) between the leaders of PTPAS member institutions, which is regularly updated. The structure of PTPAS management is passed through the Decree of the Mayor of Surakarta, because PTPAS is a non-structural institution of local government whose membership consists of related local government Organizations (OPD) such as Bappeda, Police, Prosecutors, Hospitals, including the Central Java Provincial Hospital located in Surakarta, then Community organizations, and service provider NGOs.

PTPAS runs its services through a referral mechanism that is built on MoUs and SOPs that have been arranged collectively. The budgeting mechanism is within or attached to the budget of the Office of Women's Empowerment, Child Protection and Community Empowerment (Bapermas) and in each relevant OPD and non-governmental institutions. Services in visum, safe house, and other handling services are financed in a limited way by the Surakarta City Government through the local Budget in Bapermas. This condition is the reason the change in PTPAS' status to be UPT, a change that is more due to regional needs for certainty in handling budget allocations.

The UPT PTPAS currently has its own budget mechanism such as transportation costs, meeting accommodation, victims' cost during stay at safe house, communication costs, and costs for the procurement of infrastructure for UPT. The UPT PTPAS also has its own buildings, work tools such as computer sets and mobile car for services, but still remains under the coordination of the Women's Empowerment Office. Changing the status

of PTPAS to UPT PTPAS resulted in a positive change, especially in handling cases that could be directly carried out by staff at UPT PTPAS.

B. Ensuring Comprehensive Services by Maintaining the Characteristics of the “Network Institution” of P2TP2A in Bandung

P2TP2A Bandung Regency is one example of P2TP2A whose institutions have not been changed after the issuance of PPPA Minister Regulation Number 1 of 2017 on Management of Technical Implementation Units for Women and Children Protection. The regulation states that the P2TP2A institutional form is directed to become a Service Technical Implementation Unit (UPTD).

P2TP2A Bandung Regency was established in 2009 through the Decree (SK) of Bandung Regent No. 460/Kep.256-BKBPP/2009 on the Establishment of Bandung District P2TP2A. In 2017, the decree was renewed through the Decree of the Bandung Regent No. 460/Kep.110-DP2KBP3A/2017 on the Second Amendment to Decree No. 460/Kep.256-BKBPP/2009 on the Formation of Bandung District P2TP2A. The amendment to the Decree was made due to the change of institutions and their representatives included in the management structure of the Bandung District P2TP2A. The change does not change the form of the institution, the types of services provided, coordination mechanisms for handling, and integrated service networks between local governments and community organizations.

There are three types of services provided by P2TP2A Bandung Regency, namely: first, litigation that include consultation and legal assistance. Second, non-litigation which include counseling services, social reintegration, social rehabilitation, shelter and safe house. Third, information services related to violence against women. The services provided by P2TP2A are carried out under the coordination of the Office of Population Control, Family Planning, Women’s Empowerment and Child Protection (P2KBP3A). Although the institutional form of P2TP2A Bandung Regency is a non-structural institution, from the aspect of budget availability and service facilities it is relatively adequate.

The experience of the P2TP2A in Bandung Regency, which maintains a non-structural institutional model, but there is still responsibilities of the relevant OPDs, vertical institutions such as the police and prosecutors and the participation of institutions from the community are even better. Other OPDs such as the Office of Social Affairs (Dinas Sosial) and the Regional General Hospital

(Rumah Sakit Umum Daerah/RSUD) for example have allocated budget for case assistance, so that the funds for handling cases are not only sourced from the existing budget in the P2KBP3A. For example, the Office of Social Affairs is willing to bear the transportation costs for social workers or victim assistants for case assistance. Furthermore, the SLRT program was integrated with the Social Welfare Center (Pusat Kesejahteraan Sosial/Puskesmas) in the villages. RSUD also has budget for visumservices, childbirth, and medical care for victims. Service provider institutions from the community such as Bandung Regency PKK, SAPA Institut, JARI Bandung, LAHA Bandung, also actively provided victim assistance in under coordination integrated service systems Bandung District P2TP2A.

C. UPTD PPA (Women and Child Protection) Becomes Part of the Central Java Province PPT Integrated Service Implementation System

In the 2016 Annual Coordination Meeting of members of the Central Java Province PPT, a new PPT structure was agreed to in accordance with Law No. 23 of 2014 on Local Government and Minister of PPA Regulation Number 1 of 2017 on Governance of Technical Implementation Units for Women and Children Protection. The Women’s and Child Protection Technical Implementation Unit (SPT PPA) is in charge of the PPT Secretariat of Central Java Province or as Chair of the Central Java Provincial PPT Secretariat whose tasks is to coordinate and ensure integrated services for victims. Thus, institutionally, the SPT PPA is directly under the Head of DPPPA, Dalduk and KB (Office of Women’s Empowerment and Child Protection, Population Control and Family Planning) Central Java Province and is appointed based on the Head of Office Decree (SK), but the functions and duties of the PPA SPT become an integrated part of the integrated service delivery system for women and children Central Java Province, while local government organization (OPD) remains as member and part of the system for implementing integrated services for women and children victims of violence in Central Java Province.

The implications of the changes in the organizational structure of the DPPPA, Dalduk and KB of Central Java Province and the Central Java Provincial PPT management structure as mentioned above make the program and budget allocation for handling women and children victims of violence more clear because it has its own nomenclature and account code. In addition, the availability of special staff with a clear employment status is also more adequate.

Before the SPT PPA was formed in the Office of PPPA, Dalduk and KB, the Central Java Province PPT integrated service secretariat was concurrently headed by the Head of the Agency/Service Secretariat and its daily functions/tasks were concurrently headed by the Head of the Women's Protection Sub-Sector. Through the SPT PPA, the Central Java Province PPT integrated service secretariat and its daily functions are the responsibility of the SPT PPA. Because of the head of the SPT PPA is a civil servant and has never been involved in various efforts to empower women, especially victim services and the implementation of integrated services, the obstacles arise from the perspective and capacity of integrated service management and management of victim handling. For this reason, capacity building is needed for the heads and staff of the SPT PPA.

Conclusion

From the establishment of P2TP2A until now, P2TP2A has a big role in providing protection and empowerment for women victims of violence. One of the important roles of P2TP2A is to coordinate all victim service stakeholders so that the needs of victims can be met on target. The assessment results indicate that the existence of P2TP2A since its establishment has sought to provide assistance to women victims of violence. The existence of P2TP2A as an integrated service provides hope for women victims to seek help and protection when experiencing violence both in the private and public spheres. P2TP2A seeks to meet the needs of victims that are complex and diverse through the victim handling services provided, namely: case reporting services, rehabilitation services, health services, social rehabilitation services, assistance services and legal protection, as well as return and social reintegration services.

However, the assessment results also show that the way of working and service hours in P2TP2A shows that most P2TP2A still see the victim's issues as a normal daily problem and not as a marginal subject who has the right to state support. Some P2TP2A that have a working time of up to 24 hours or can mobilize networks with stakeholders for outreach victims tend to be able to carry out their functions as providers of services and not just recording cases of victims.

P2TP2A's performance is strongly supported by the existence of civil society organizations (CSOs), NGOs and supporting communities that care about victims of violence. Therefore, community participation is a strong point of the non structural P2TP2A. On the other hand,

the tendency to mobilize P2TP2A as a regional integrated service unit (structural UPTD) has the potential to cut participation, which has an impact on decreasing the reach of services to victims. Conversely, regions that develop PPT with a non-structural approach have proven to be more able to reach out to victims with the support of diverse parties and integrated services and flexible budgetary support and efficient structures.

Areas that have an efficient structure and networking mechanism are able to provide services that are easily accessible, affordable, and bring benefits to victims until the recovery stage. Some service initiatives that are characterized by community participation/networking (community-based facilitators, community-based referrals, community-based safe houses), and financial support to reduce the economic burden of victims appreciated by victims can improve service satisfaction, security and fulfillment the right of the victim.

There is no single P2TP2A that has special written policies as the basis for the handling of women and children victims of sexual violence, whereas cases of sexual violence require more comprehensive handling and special approaches. Even though in practice, there is a fairly good response in handling, but this is very dependent on the individuals' perspective who were the board and staffs at the time.

Strengthening the coordination function (oversee the referral system, data, capacity building and budgeting) and developing recovery mechanisms and strategic planning to improve the quality of P2TP2A is needed in order to accommodate the increasingly diverse needs of women victims. P2TP2A also needs to conduct routinely participatory monitoring and evaluation using mutually agreed performance indicators. This is needed so that the performance of P2TP2A can always be measured and also makes it easier to undergo performance improvements. In addition, the PPPA Ministry and Bappenas also need to strengthen the role and function of P2TP2A as coordination mechanism, to ensure the integration of services, including setting referral system standards, integrated case data systems, increased service capacity and budgeting. The role of KOMNAS Perempuan is also continually needed to develop concepts to strengthen the P2TP2A function and to monitor P2TP2A's strategic work using the women's rights approach's framework. Local governments must be actively involved in P2TP2A institutional reform through improving the recruitment mechanism of P2TP2A boards, staffs and activists and allocating local budgets of 3% of the APBD to victim services and ensuring 60% is allocated to victim services.

List of References

- Undang-Undang Republik Indonesia Nomor 23 Tahun 2004, *Penghapusan Kekerasan Dalam Rumah Tangga*, 22 September 2004, Lembaran Negara Republik Indonesia Tahun 2004 Nomor 95, Jakarta.
- Undang-Undang Republik Indonesia Nomor 21 Tahun 2007, *Pemberantasan Tindak Pidana Perdagangan Orang*, 19 April 2007, Lembaran Negara Republik Indonesia Tahun 2007 Nomor 58, Jakarta.
- Undang-Undang Republik Indonesia Nomor 23 Tahun 2002, *Perlindungan Anak*, 22 Oktober 2002, Lembaran Negara Republik Indonesia Tahun 2002 Nomor 109, Jakarta.
- Undang-Undang Republik Indonesia Nomor 23 Tahun 2014, *Pemerintahan Daerah*, 30 September 2014, Lembaran Negara Republik Indonesia Tahun 2014 Nomor 244, Jakarta.
- Peraturan Menteri Negara Pemberdayaan Perempuan dan Perlindungan Anak Nomor 1 Tahun 2010, *Standar Pelayanan Minimal (SPM) Bidang Layanan Terpadu bagi Perempuan dan Anak Korban Kekerasan*, 28 Januari 2010, Jakarta.
- Peraturan Menteri Negara Pemberdayaan Perempuan dan Perlindungan Anak Nomor 5 Tahun 2010, *Panduan Pembentukan dan Pengembangan Pusat Pelayanan Terpadu*, 30 Agustus 2010, Jakarta.
- Peraturan Menteri Negara Pemberdayaan Perempuan dan Perlindungan Anak Nomor 6 Tahun 2015, *Sistem Pemberdayaan Perempuan dan Perlindungan Anak*, 27 Mei 2015, Jakarta.
- Surat Keputusan Bersama (SKB) 25 September 2002, antara tiga Menteri, yakni Menteri Pemberdayaan Perempuan (No. 14/Men. PP/Bep.V/X/2002), Menteri Sosial (No. 75/huk/ 2002), Menteri Kesehatan (No. 1329/Menkes/SKB/X/2002) dan Kapolri, *Pelayanan Terpadu Korban Kekerasan Terhadap Perempuan dan Anak*, Jakarta.

Expression of Gratitude to Reviewers

1. Prof. Sylvia Tiwon (University of California, Berkeley)
2. Dr. Widjajanti M Santoso (Indonesian Institute of Sciences)
3. Ro'fah PhD. (UIN Sunan Kalijaga)
4. Dr. Pinky Saptandari (Universitas Airlangga)
5. Dr. Atnike Nova Sigiuro (Universitas Paramadina)
6. Ruth Indiah Rahayu, M. Fil. (Sekolah Tinggi Filsafat Driyarkara)
7. Mariana Amiruddin, M. Hum. (National Commission on Violence Against Women)

AUTHOR GUIDELINES

Jurnal Perempuan (JP) is a quarterly interdisciplinary publication in the English language that aims to circulate **original ideas in gender studies**. JP invites critical reflection on the theory and practice of feminism in the social, political, and economic context of Indonesian society. We are committed to exploring gender in its multiple forms and interrelationships.

The journal encourages practical, theoretically sound, and (when relevant) empirically rigorous manuscripts that address real-world implications of the gender gap in Indonesian contexts. Topics related to feminism can include (but are not limited to): sexuality, queer, trafficking, ecology, public policy, sustainability and environment, human and labor rights/ issues, governance, accountability and transparency, globalization, as well as ethics, and specific issues related to gender study, such as diversity, poverty, and education.

JP welcomes contributions from researchers, academia, activists, and practitioners involved in gender advocacy in any of the areas mentioned above. Manuscripts should be written so that they are comprehensible to an intelligent reader, avoiding jargon, formulas and extensive methodological treatises wherever possible. They should use examples and illustrations to highlight the ideas, concepts and practical implications of the ideas being presented. Feminist theory is important and necessary; but theory — with the empirical research and conceptual work that supports theory — needs to be balanced by integration into practices to stand the tests of time and usefulness. We want the journal to be read as much by stakeholders as by academics seeking sound research and scholarship in women's study.

JP appears annually and the contents of each issue include: editorials, peer-reviewed papers by leading writers; reviews, short stories, and poetry. A key feature of the journal is appreciation of the value of literature, fiction, and the visual narrative (works of art, such as paintings and drawings) in the study of women's issues

Submissions

To discuss ideas for contributions, please contact the Chief Editor: Anita Dhewy via anitadhewy@jurnalperempuan.com. Research papers should be between 5000-10000 words. Please make sure to include in your submission pack an **abstract outlining the title, purpose, methodology and main findings**. It is worth considering that, as your paper will be located and read online, the quality of your abstract will determine whether readers go on to access your full paper. We recommend you place particular focus on the impact of your research on further research, practice or society. What does your paper contribute? In addition, please provide up to **six descriptive keywords**.

Formatting your paper

Headings should be short and in bold text, with a clear and consistent hierarchy. Please identify **Notes or Endnotes** with consecutive numbers, enclosed in square brackets and listed at the end of the article. **Figures** and other images should be submitted as .jpeg (.jpg) or .tif files of a high quality. Please number them consecutively with Arabic numerals and mark their intended location within the body of the text clearly. If images are not the original work of the author, it is the author's responsibility to obtain written consent from the copyright holder before using them. Authors will be asked to confirm the status of images, tables and figures in the journal submission pack. Images which are neither the authors' own work, nor are accompanied by the necessary permission, will not be published.

Please Note: The wide availability of an item on the internet does not imply that it is not subject to copyright restrictions. Please supply evidence that the item is legally available to use. For example, it may be posted online with a "Creative Commons" attribution, or it may be taken from one of your earlier works, for which you hold the copyright. Please provide evidence. If you do not have permission, it must be sought as a matter of priority. Otherwise we cannot publish, and the content will have to be removed. If required, the editor will provide guidance on identifying and approaching the copyright holder. If you are currently seeking permission but are yet to receive it, please indicate this next to the relevant content in the permissions section of the journal submission pack. Please note that the process of seeking permission can take several months. **Tables** should be included as part of the manuscript, with relevant captions. **Supplementary data** can be appended to the article, using the appropriate form and should follow the same formatting rules as the main text. **References** to other publications should be complete and in Harvard style, e.g. (Jones 2011) for one author, (Jones & Smith 2011) for two authors, (Jones, Smith & Jackson 2011) for three authors, and (Jones et al. 2011) for four or more authors. A full reference list should appear at the end of the paper.

- For **books**: Surname, Initials year, *Title of Book*, Publisher, Place of publication. e.g. Author, J 2011, This is my book, Publisher, New York, NY.
- For **book chapters**: Surname, Initials year, "Chapter title", in Editor's Initials Surname (ed./eds.), *Title of Book*, Publisher, Place of publication, pages.
- For **journals**: Surname, Initials year, "Title of article", *Title of Journal*, volume, number, pages.
- For **conference proceedings**: Surname, Initials year, "Title of paper", in Initials Surname (ed.), Title of published proceeding which may include date(s) and place held, Publisher, Place of publication, Page numbers.
- For **newspaper articles**: Surname, Initials year (if an author is named), "Article title", *Newspaper*, date, pages.
- For **images**: Where image is from a printed source – as for books but with the page number on which the image appears.
- Where **image is from an online source** – Surname, Initials year, Title, Available at, Date accessed. Other images - Surname, Initials year, Title, Name of owner (person or institution) and location for viewing.

Copyright Notice

All written material, unless otherwise stated, is the copyright of the Jurnal Perempuan. Views expressed in articles and letters are those of the contributors, and not necessarily those of the publisher. If you wish to use any content appearing in JP, please contact redaksi@jurnalperempuan.com for guidance.

YAYASAN
YJP
JURNAL
PEREMPUAN

Jl. Karang Pola Dalam II No. 9A
Jati Padang, Pasar Minggu,
Jakarta Selatan 12540
INDONESIA
Phone/Fax: +62 21 22701689

MAMPU | Kemitraan Australia - Indonesia
untuk Kesetaraan Gender
dan Pemberdayaan Perempuan

 **FORDFOUNDATION**

