DEVELOPMENT IN THE HANDLING OF VIOLENCE AGAINST WOMEN BY IMPLEMENTING THE APPROACH OF GENDER MANAGEMENT SYSTEM: A STUDY IN THE ENVIRONMENT OF AGENCIES IN WAINGAPU DISTRICT, EAST SUMBA INDONESIA

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ABSTRACT

Violence against women is increasing every year, even though various policies and programs have been implemented, both at the government level to the level of non-governmental organizations. The purpose of this paper is to identify and evaluate developments in the handling of violence against women by using gender management system in government agencies in Waingapu, East Sumba. The method used is descriptive qualitative. The results showed that the understanding on the principles of Gender Management System (GMS) was not fully and properly understood because gender was understood to be limited to equal rights and opportunities for women, not for both sexes. Each agency does not yet have a gender focal point and has not implemented gender budgeting. This will have an impact in creating and implementing programs with genders perspective. The handling of cases of violence against women is still not optimal due to limitation in human resources (such as educational background in psychology and tools / technology for DNA checking in police agencies), as well as the low budgets so that not all programs can be implemented continuously. The patriarchal cultural factors that still dominant in the society, as well as aspects of coordination and action, such as the involvement of academics, are completely absent.

Keywords: handling, violence aginst women, gender management system

INTRODUCTION

The phenomenon of violence against women is increasing with all its various forms of violence. Violence occurs in isolation, can affect anyone, and the perpetrators may have an abnormal character or come from a troubled family. The results of the study show that 20 percent and 67 percent of women in the world experience violence in relationship with their opposite sex.[1]

Data on cases of violence that occurred in Indonesia according to the Annual Notes of the National Commission on Human Rights (Komnas HAM) shows that in 2018 the number of cases increased to 406,178 cases, up 16.5% compared to the number of reports in 2017 which totaled 392,610 cases.[2] Violence cases that occurred in the private sector were the most reported, reaching 71% (9,637) and were the most reported, with physical violence in 3,927

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[1] Copeleon, R., 1994, Intimate Teror Domestic Violence as torture dalam Rights Women National and International Perspectif. Philadelpia : University of Pennsilvania Press.

[2] komnasperempuan.go.id/read-news-siaran-pers-catatan-tahunan-catahu-komnas-perempuan-2019%20).

cases (41%), sexual violence in 2,988 cases (31%), psychological violence in 1,658 cases (17%), and economic issues in 1,064 cases (11%), and most of them also experienced sexual violence. The second position of reported cases on Violence against Women (VaW) is in the community/public domain with a percentage of 28% (3,915 cases). The other 64% were sexual violence in the form of pornography (1,136 cases), rape (762 cases), and sexual harassment (394 cases). The last one is VaW in the state domain with a percentage of 0.1% (16 cases).

Meanwhile, various laws and regulations have been enacted to provide protection for women from the threat of violence, namely:[3]

(1) Law number 5 of 1998 on the Ratification of the Convention Against Torture and Other Cruel, Inhuman, or Degrading Treatments or Punishments. (State Gazette of the Republic of Indonesia Year 1998 Number 164, Supplementary to State Gazette of the Republic of Indonesia Number 3783).

(2) Law number 39 of 1999 concerning Human Rights (State Gazette of the Republic of Indonesia Year 1999 Number 165, Supplementary to State Gazette of the Republic of Indonesia Number 3886).

(3) Law number 23 of 2004 on the Eradication of Domestic Violence (State Gazette of the Republic of Indonesia Year 2004 Number 95, Supplementary to State Gazette of the Republic of Indonesia Number 4419).

Likewise, various studies/research have been carried out in almost all regions in Indonesia, the results of which show similarities (There is no integrated approach pattern). Counseling and handling of cases of violence against women also differ in each region, depending on the quantity and capacity of the servicing agencies available in the region. There has not been an evaluation of government programs[4] and the full understanding of Gender Management System (GMS) has not been optimally understood by the parties.[5]

Meanwhile, the efforts made by the government through the Ministry of Women's Empowerment and Non-Governmental Organizations (NGOs), although it can still be commented, have not had a significant impact on the level of the problem. Perhaps the reason lies in how violence is perceived so that it will have an impact on the results of the interventions carried out.

On the basis of the description above, this paper identifies and analyzes the development of patterns in handling violence against women among institutions / agencies in Sumba District, the understanding in the institutions/agencies on the approach of Gender Management System (GMS) principles in handling cases of violence against women, and constraints experienced by institutions in carrying out programs with genders perspective.

RESEARCH METHOD

This paper uses empirical legal research methods using two kinds of data, namely primary data and secondary data. Interviews were conducted using an open-ended questionnaire. The sample was selected purposively because it took into account the conditions of the Covid-19 pandemic and the limited time and personnel.

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[3] www.djpp.depkumham.go.id.

[4] Hairan, et. al., 2013, *Penerapan Prinsip-prinsip gender management system untuk memerangi kekerasan terhadap perempuan di wilayah Malang Raya. Jurnal Cakrawala Hukum*, Vol.18, No.1 June 2013, page 72-85

[5] Ciptorukmi, A.S. 2006. *Pemberdayaan Perempuan dalamUpaya Penanggulangan Tindak KDRT di Daerah Surakarta*. Research result.

LITERATURE REVIEW

Gender is an idea formed by society, which generally influenced by culture and religion. Gender changes over time and is interpreted differently in different contexts.[6] This is due to the establishment of social relationships that differentiate the functions, roles and responsibilities of the two sexes.

Forms of gender injustice due to gender discrimination include: 1) Marginalization. Namely the process of marginalization (economic impoverishment) which results in poverty, often occurs in developing societies, one of which is exploitation; 2) Subordination. Basically it is the belief that one sex is considered more prominent or more important than the other sex; 3) Stereotypical Views. constituting stereotyping or labeling which often negative in nature, and in general always creates injustice; and 4) Multiple Workloads. One form of gender discrimination and injustice is the workload that must be carried out by one particular sex.[7]

Violence against women as a result of different roles appears in various forms. The word violence means an expression, either physically or verbally, that reflects acts of aggression and offense on a person's freedom or dignity which can be carried out by an individual or a group of people, generally related to their authority, that is, when translated freely. It can be interpreted that all powers regardless of the legitimacy of use or arbitrary acts can also be included in this formulation of violence. Therefore violence does not only involve physical attacks, such as rape, beatings and torture, but also non-physical ones such as sexual harassment, threats and coercion, so that emotionally women and men who experience it will be mentally disturbed.[8]

There is one theory that can explain the occurrence of violence, due to gender injustice (gender equality). Domestic Violence (KDRT) experienced by women is systematic and the structure of the patriarchal control system mechanism against women is built on the superiority of men and the weaknesses of women, stereotypes of roles and expectations, economic, social and political stability of men and the dependence nature of women, while the laws and culture that attached to the patriarchal way of thinking are different. Therefore, an approach using the principles of GMS, if done properly, will be able to eradicate this discrimination, in the sense of reducing the phenomenon of violence that befell women.

In general, the role of the police apparatus is to serve and protect the community.[9] With an understanding on women's human rights among the police officers will have an impact on the direction of handling victims of violence, namely becoming more sensitive and effective. This is due to each person's complaint and also shows that violence (whether that occurs in the domestic or public sphere) is unacceptable. So when there is an understanding among the police that violence against women is more than just a legal problem, the police should collaborate and coordinate with related agencies.

There are four key concepts used in shaping the steps in the struggle against violence against capabilities,[10] namely: (1) **Defining the Problem**. How a phenomenon is perceived will determine the response to it. When violence is perceived as a problem, the response will lead to finding a solution. Violence against women in its many forms is rarely accepted by the

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[6] https://www.refworld.org/pdfid/55dec3e34.pdf.

[7] https://www.kemenpppa.go.id/index.php/page/view/23

[8] https://id.wikipedia.org/wiki/Kekerasan.

[9] Rover, 2000

[10] Chinkin, C. 2001. Gender Mainstreaming in Legal and Constituonal Affairs. United Kingdom: Comonwealth Secretariat. page 79-81

government as a problem that requires urgent action. When the violence occurs in the home, it appears that it is seen as a personal problem and is resolved in a friendly manner. When violence occurs in society, naturally it is not responded to or will be ignored or treated as a moral problem of the woman and her behavior precisely become the blame. Violence against women has not been seen as a problem like crime. So the first step that must be agreed upon is that violence against women should be accepted and understood as a social problem. (2) **Deep understanding of the problem**. Step one is closely related to step two, and becoming a unity. When violence against women begins to be defined as a social problem rather than a personal problem, it will become clear that our understanding is still limited. The causes of violence are still unclear if they are not controversial and seen differently by various professionals, cultures and even gender actors. In-depth understanding that needs attention as a result of violence itself is mostly aimed at victims, not at others, such as family and society. Because it will be very useful, such as the concept of problems that have an impact on government involvement so that it makes our understanding of the whole problem deeper. (3) **Strategy of action**. Strategies need to be made by responding collectively or as a whole to the various root causes of gender violence that specific to its consequences, to the attention of stakeholders. While the overall objective of the policy and implementation process is to eliminate violence against women, it is necessary to develop a short and medium term strategy. (4) **Coordination**. Coordination should be carried out between the government and non-governmental parties such as NGOs, Media and Academics as well as other professionals and communities engaged in this field. Sharing experiences on measures they have done to reduce violence against women is very necessary, considering there are different ways of thinking among stakeholders and victims. Therefore, cultural studies in responding to violence need attention.

The benefits that can be achieved in using GMS are as follows: 1) Development of policies and programs will be successful because they take into account the reality of both sexes in listing skills, not half-sided to male only; 2) Equal treatment and equal distribution of power, resources, and decision making opportunity between men and women; and 3) The government and other stakeholders will be able to respond to the needs of both sexes in their respective sectors.[11]

RESULT AND DISCUSSION

The service or agency that directly handles violence against women in Waingapu Sumba community is the Women and Children Empowerment Agency and the police institution.

Police Institution

Those who serve as heads of Waingapu Sumba district police agency are men with a composition of employees, based on gender, is 376 men and 12 women. The police agency in Waingapu already has a unit for handling violence against women and children (UPPA) with job descriptions: a) serve complaints reports on violence against women and children; b) handle cases of violence against women and children; c) socialization on the protection for women and children; and d) coordination with related agencies regarding the prevention of violence against women and children. The UPPA unit does not yet have human resources with a psychology background. Below are the numbers and types of cases of violence that befell women and children:

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[11] ibid, page 24

Table 1. Cases of Violence against Children

Types of cases	2018	2019	2020
Child rape	11 cases	15 cases	2 cases
Child sexual harassment	6 cases	7 cases	-
Child torture or physical violence	4 cases	7 cases	1 cases
Child kidnap	1 cases	1 cases	1 cases

Source from secondary data, March 2020

Table 2. Cases of Violence against Adult

Types of cases	2018	2019	2020
Negligence	-	3 cases	5 cases
Rape	-	1 cases	-
Sexual harassment	3 cases	2 cases	-
Violence against women	11 cases	1 cases	9 cases
Domestic Violence	7 cases	5 cases	9 cases
Adultery	2 cases	2 cases	1 cases

Source: Secondary data, March 2020

The location of violence is both in rural area as well as in urban area. Judging from the age category of the victim, it was between 15 and 17 years old, even some of the perpetrators were underage. Police institution has a program for handling violence against women and children. The programs are in the forms of counseling. In addition, cooperation with several related institutions is carried out, namely with:

1) DP3AP2KB agency of East Sumba, by establishing Rumah Aman (Safe House) as temporary sanctuary for children victim, for recovering child psychology, to give counseling about child protection and domestic violence, and to support coordination regarding services to women and children.

2) Social Work Office of East Sumba, by performing counseling to child victim/child witness, giving socialization about violence against children and domestic violence.

3) Local NGOs: WVI, Church (Center for Development of Mother and Children). They haven't made cooperation with universities yet.

4) School, by providing socialization on children protection for high school student. The implemented programs are continuous.

The factors that cause cases of violence are including poverty, technology/cellphone factors (the biggest influence), culture/caste, and parents' educational background. Meanwhile, society still perceives the problem of violence as a personal problem.

The constraints experienced by Police Institution in dealing with violence cases are as follows: a) Culture and traditions: the community perceives that violence in domestic sphere is a personal problem or a family problem, so that it is difficult to take legal action; b) UPPA personnel at the East Sumba Police institution has not yet supported by personnel with expertize on psychology for dealing with child victims/witnesses, hence it is quite difficult to communicate with children when handling cases. The personnels are expecting to take psychology classes if there is one; c) In NTT there is no DNA testing laboratory, so to do a DNA test, the authorities have to go to Bali. Obviously, it requires a lot of funds and takes a long process. The wish is that in the future there will be a DNA Test Lab in NTT, to simplify and facilitate services to the community. Regarding the special budget for carrying out the programs of socialization/counseling, though there is no available budget, the authorities keep trying to run the programs.

1. Office for Women and Children Empowerment and Family Planning

In the structure of human resources (HR) within the Office for Women and Children Empowerment and Family Planning, the position of head of the office is occupied by men. The composition of employees who hold positions in the office, based on gender, can be seen in the table below:

Table 3. Number of Employees who hold positions based on gender

Number		Male	Female
a.	Department of Women's Life Quality	1	3
b.	Department of Women and Children Rights Protection	1	3
c.	Department of Family Planning	4	0
d.	Department of Family Prosperity	3	1
e.	Department of Children Rights Fulfillment	3	1

Some policies implemented by the office are as follows:

1. Regional Regulation Number 14 of 2014 concerning Child Protection

2. Governor Regulation Number 39 of 2019 concerning the Center of Integrated Service for Women and Children Protection

3. East Sumba Governor Regulation Number 27 of 2011 concerning General Guidelines on the Implementation of Gender Mainstreaming in the Environment of Regional Government of District East Sumba

4. Memorandum of Understanding between Regional Government of East Sumba and the Regional House of Representative of East Sumba Number 6.a/bpp and rb.050/229/1/2013 Number 078/DPRD/III/2013 concerning the Implementation of Gender Responsive Planning and Budgeting in East Sumba.

While the programs that have been carried out are in the form of: 1) local food training; 2) providing thread supplies to groups of *Tenun Ikat*; 3) Socialization of Gender Mainstreaming; 4) Counseling on Domestic Violence; 5) Socialization on the recording and reporting of

domestic violence; 6) Socialization for introduction of information systems on violence against children; 7) Socialization of child protection rules by LPA; 8) Facilitation or development of local children's forums; 9) data collection on the fulfillment of children's rights; 10) socialization of fulfillment of children's rights; and 11) IEC for children and women during children's day.

The summary of cases handled by the Office of Women and Children Empowerment, as shown in the table below:

Table 4. Violence against Women

S. No.	Year	Types of Violence	Total
1	2018	Domestic Violence	12
2	2019	Domestic Violence	15
3	2020	Domestic Violence	17

Table 5. Violence against Children

S. No.	Year	Types of Violence	Total
1	2018	Torture, Sexual Harassment, and Rape	54
2	2019	Torture	47
3	2020	Torture, Rape, and Guardianship	26

The efforts made by the department in handling cases of violence against women and children are by providing assistance and mediation to victims so that peace can be made and the case does not reach the authorities/escalate.

The constraints experienced in implementing the programs are including the limited budget, facilities and infrastructure, as well as the capacity of human resources and the lack of coordination between agencies in running the program. Besides that, women still have strong patriarchal cultural barriers to access and participate in planning programs.

The assistances needed by the agency to improve the handling of cases of women and children are as follows: 1) budgeting and improving the capacity of human resources (HR); and 2) more counseling personnel. The most urgent needs for the agency are a safe house and more counseling personnel.

All of the department heads have participated in training or socialization about gender and children. Employees should be given equal opportunity, access and participation for both male and female employees. Socialization is given to women and children at the sub-district level. Collaboration has been carried out with NGOs but it is not sustainable, in line with the result of study by Khaerul concerning violence against children in educational environment in Depok who experienced difficulties in making coordination (2019). Collaboration with academics has never been carried out.

Programs that already running are in the forms of: a) Socialization on children protection; b) public complaint services; and c) accompanying victims/witnesses to go to health facilities

and the police for legal assistance. The occurrence of violence that befell women and children is due to factors of poverty, technology, low educational background, and lack of parental attention to children. The notion on the concept of violence is defined as a personal problem.

After listening to the results of the study above, there are several factors that need attention to reduce violence in the people of District Waingapu Sumba, namely as follows: the aspect of understanding GMS as a whole has not been optimally understood by the parties. The case of violence that occurs in every family, especially domestic violence, is still perceived by the community as a personal problem, not as a social problem, and the approach to solving cases of violence in each community is not always the same, considering the cultural factors.

Furthermore, the stakeholders (Police, Government, and NGOs) should know and study the factors that cause violence and should consider the impact of the violence. However, even though policy breakthrough has been implemented, it has not touched the main problem in violence against women. Understanding of the above discussion is very important to have.

Strategies/actions to be carried out by each agency/service need to be integrated so that in responding cases of violence, the treatment can be carried out holistically. Each program should have enough budgets to develop, implement and evaluate new measures to identify, respond, and prevent violence and improve the promotion.[12] After that, in the aspect of coordination, there is an ever-increasing need for data used in academic research and within policy decision-making to be collected. What is now needed are research collaborations within an interdisciplinary research cluster that will expand understanding of the complex nature of violence aginst women.[13]

Each institution or agency must establish a gender focal point and already apply a gender responsive budgeting in its programs. If this is implemented, it will be able to make the government conceptualize violence against women as a social problem and as a complex problem where the government has an obligation to respond with the right policies, implementation of plans and sufficient resources. The understanding possessed by the stakeholders in dealing with problems from different perspectives is aligned with low coordination between them. As a result, the existing policies are sectoral. In line with the findings in the Annual Report of the National Commission of Women, handling and prevention of cases is still partial, because an effective and comprehensive legal system with human rights and gender perspective has not yet been developed.[14] What interesting is that the results of the current study in Waingapu Sumba area, compared to the results of a similar study in 2013 in Java, shows that the results are not much different, such as constraints in budgeting, human resources, and unsustainable programs, so it is necessary to conduct a more focused research to study new ways in the program, starting from identifying, responding, and preventing violence. Then an alternative approach program based on the role of local community groups.[15]

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[12] https://www.ncbi.nlm.nih.gov/sars-cov-2/

[13] Catherine Kaukinen et al. The Direction of Violence Against Women Research and Evaluation. Article in Women & Criminal Justice 2017. DOI: 10.1080/08974454.2017.1389670 https://www.researchgate.net/publication/320956264_The_Direction_of_Violence_Against_Women_Research_and_Evaluation/link/5ac684f54585151e80a37799/download

[14] https://www.bbc.com/indonesia/berita_indonesia/2012/03/120307_komnasperempuan.

[15] See Khaerul Umam Noer, *Mencegah Tindak Kekerasan pada Anak di Lembaga Pendidikan*, SAWWA: Jurnal Studi Gender – Vol 14, No 1 (2019): 47-66 DOI: http://dx.doi.org/10.21580/sa.v14i1.2998. and Mary Ann Dutton, Coordinated Public Health Initiatives to Address Violence Against Women and Adolescents https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4302966/ Journal on women Health. doi: doi: 10.1089/jwh.2014.4884 (

CONCLUSION AND SUGGESTION

The conclusions from the study on the application of Gender Management System principle in Waingapu Regency area of Sumba are as follows:

The understanding of Gender Management System (GMS) principle has not been possessed properly and completely because gender is understood to be limited to equal rights and opportunities for women, not for both sexes. Each agency does not yet have a gender focal point and has not implemented gender budgeting. This will have an impact in creating and implementing programs with gender perspective. The handling of cases of violence against women is not optimal due to constraints in human resources (such as educational background in psychology and the availability of equipment/technology for DNA checking in police office), insufficiency of budgets that resulted to not all programs can be carried out continuously, and patriarchal cultural factors are still dominant adopted in the society. In the aspect of coordination and action, there is no involvement from academics institutions at all.

SUGGESTION

There are several suggestions that can be given, namely in the future there should be human resources/employee who have an educational background in psychology education or at least make a cooperation with universities. It is important for each agency to have gender vocal points to fight for the needs in running programs, especially in handling violence against women and children. It also needs to increase the understanding of the parties towards the rights of women and children as human rights.

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