

Strategy for Establishing a Center for Handling Sexual Violence Against Women in Kabila District

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ABSTRACT

Women are the most victims of sexual violence, this phenomenon also occurs in Gorontalo Province, based on data from the Ministry of Tourism, there are 169 victims and the most recorded is sexual violence with 122 cases. The government has established Law No. 12/2022 concerning the Crime of Sexual Violence and established several task forces under the supervision of the Women's Empowerment Service, but in reality this has not had a significant impact on the handling and prevention of sexual violence against women, so another pattern is needed to maximize the protection of women from sexual violence. The aim of this research is to provide the main reasons and strategies for establishing a center for handling sexual violence against women, especially in Kabila sub-district with the specific target that village officials and village bhabinkamtibmas have basic knowledge regarding special assistance in cases of sexual violence against women. The method used is empirical juridical by conducting direct observations at the research location, namely in Kabila District, the data obtained will be processed qualitatively, which is descriptive narrative in nature. The pattern of handling and preventing sexual violence against women must have a forum consisting of a combination of several stakeholders who are professional and have a shared commitment. Village/district government elements and law enforcement and this forum can be easily accessed by the community at the sub-district level..

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1. INTRODUCTION

Sexual violence, particularly against women, is a violation of fundamental human rights. It not only violates the law but also violates the moral and ethical values integrated into society. The occurrence of sexual violence against women demonstrates weaknesses in the existing protection and law enforcement system. Furthermore, it also demonstrates a lack of awareness, both morally and legally, about gender equality and human rights in education.

In some criminal cases, the victim may act as the trigger or provocateur of the offense, often culminating in criminal acts. According to the victim precipitation theory, the perpetrator cannot be entirely blamed. From the victimological perspective,

victims may actively participate in the chain of events leading to assault causing serious injury. Victimology is the study of crime victims, their relationship with the perpetrator, and their interaction with the justice system.¹

Existing data indicates a high number of victims of sexual violence in Indonesia. According to data from the Ministry of Women's Empowerment, as of January 1, 2024, there were 16,776 cases of violence involving women. Of these, 17,631 were victims, 33.2% of whom were between the ages of 13 and 17, categorized as children. Most of the cases occurred in the domestic sector (61.3%). Furthermore, the highest number of cases of violence experienced by women was sexual violence, with 8,543 cases.² Specifically in Gorontalo Province, violence involving women reached 169 victims, with details of Bulaoemo 19 victims, Gorontalo Regency 41 people, Gorontalo City 25 people, Pohuwato 33 people, Bone Bolango 17 people and North Gorontalo 26 people, where the number of victims based on the location of the incident was the largest in the Domestic (Household) line of 85 cases, the most dominant form of violence was sexual violence cases, namely 122 cases and the victims based on age were the most in the 13-17 year age group, namely 68 cases.³

The continued rise in cases of sexual violence against women indicates that the issuance and implementation of legal regulations to prevent or minimize this has not yet become a solution capable of suppressing it, efforts to punish the perpetrators have also not had a significant impact on eliminating or reducing the number of sexual violence against women, therefore this study attempts to discuss concrete steps that are preventive in nature, namely prevention as an application of the theory of criminal policy by Marc Ancel which consists of Penal Efforts as a crime filtrating step that gives a tendency for repressive efforts in the form of oppression, eradication and suppression carried out after the occurrence of the crime, the next is Non-Penal Efforts leading to crime prevention steps that prioritize preventive efforts such as prevention, deterrence and control before the event or crime is committed.

The existence of conducive factors is a target of the study of the causes of a crime. Crime prevention through the use of criminal law must be studied in its entirety including criminal politics (social defense planning) where it is classified as an integral part of national development. The previous theory, social defense planning, is one of the theories that serves as the basis for analyzing participatory multi-stakeholder involvement in efforts to prevent sexual violence against women, particularly in Gorontalo. Prevention before a crime occurs is an alternative measure that can be taken, considering that the system of imposing punishment or criminal sanctions for perpetrators cannot be said to significantly prevent or address sexual violence against women. Furthermore, criminal means or punishment are not a modern method or approach to combating crime. Rather, the method of imposing criminal sanctions is the most classic, and can be said to be as old as human civilization.⁴

The victim's role in the commission of a criminal offense must be carefully examined and proportionally linked not to absolve the perpetrator of criminal responsibility or blame the victim, but as a means of better understanding the

¹ Dhiva Rizky Aurathtri, Subaidah Ratna Juita, Ani Triwati, "Perspektif Viktimologi Terhadap Anak Korban Tindak Pidana Penganiayaan Yang Dilakukan Oleh Orang Tua", Repository Universitas Semarang, 2022, p. 2. accessed on:

<https://repository.usm.ac.id/detail-jurnalmahasiswa-1362.html>

² <https://kekerasan.kemenpppa.go.id/ringkasan>

³ <https://kekerasan.kemenpppa.go.id/register/login>

⁴ Muladi. (1998). *Teori-teori dan Kebijakan Pidana*. Penerbit Alumni : Bandung. p.157.

dynamics of crime. This approach aligns with the principle of equality before the law, which is a fundamental basis for achieving justice for both the victim and the offender.⁵

Discourse on this issue has been discussed in several previous studies, some of which also suggest that collaboration between various parties and community components is crucial in addressing and preventing sexual violence against women. This of course requires government commitment in preventing and overcoming sexual violence against women and children, but these studies have not discussed how this is done from the grassroots level, namely in the community organization environment that is closest to the community itself. This is specifically intended at the sub-district level which oversees village sub-districts, so that the handling and prevention of sexual violence against women can be carried out optimally.⁶

Based on these issues, this study will examine more specifically how multi-stakeholder participatory involvement in preventing and handling sexual violence by establishing a Center for Handling Sexual Violence Against Women at the sub-district level as one part of the effort to Prevent and handle Sexual Violence against Women. The sub-district oversees Villages and Villages, which are the initial and basic level of government in society, so that in the realm of prevention and initial handling, the sub-district is the spearhead in protecting its community. Furthermore, this will be discussed comprehensively who will be involved, the form of mechanism and how it works at the implementation level because Preventing sexual violence against women is a complex issue that requires cooperation from various parties or multi-stakeholders. Each party involved has an important role that must be carried out in a participatory manner in order to create a safe and free environment from sexual violence against women so that gender-just and inclusive laws are realized, which of course must be equipped with basic knowledge of implementable laws so that they can be used to prevent and resolve cases that occur.

2. METHOD

This research employs empirical or field-based legal research methods, employing observation and interviews with various relevant multi-stakeholders, including the sub-district head, police chief, village head, and community police officers (Bhabinkamtibmas) in Kabila District. This will allow for direct data relevant to the issues raised, which will then be analyzed descriptively to address the research questions. Data collection techniques were conducted through observations at the Kabila District Office and the Kabila Police Station, targeting Talango, Poowo, Oluhuta, and Pauwo Villages, as well as community police officers (Bhabinkamtibmas) in each village. Focus group discussions were then conducted. A literature review was conducted to ensure that this activity is both theoretically and practically relevant, emphasizing the academic and applicative aspects of the implementation of this community service. This ensures that the theoretical concepts are relevant to practice, and the outputs are clearly explained.

⁵Adami Chazawi, "Pelajaran Hukum Pidana, Tindak Pidana dan Teori Pemidanaan", (Jakarta: Raja Garfindo, 2014), p.76.

⁶ Barda Nawawi Arief. (2010). *Kebijakan Legislatif Dalam Penanggulangan Kejahatan Dengan Pidana*. Genta : Yogyakarta. p. 18.

3. RESULTS AND DISCUSSION

3.1. Initial Knowledge of Village Officials and Bhabinkamtibmas in Kabila District Regarding Procedures for Assistance and Initial Handling of Sexual Violence Against Women in Kabila District

In law enforcement practice, when a crime occurs, it is not only the perpetrator who is blamed; sometimes the victim may also play a role in the commission of the offense.⁷ Under Law Number 31 of 2014, an amendment to Law Number 13 of 2006 concerning the Protection of Witnesses and Victims, Article 1 paragraph (3) explains that a victim is a person who suffers physical, mental, and/or economic harm as a result of a criminal act.⁸

Regulations function as a means to organize and control society through certain provisions or restrictions. Their application can take the form of legal rules issued by the government, regulations within a company, and other forms of oversight. Satjipto Rahardjo argues that law is a human creation in the form of standards that define acceptable behavior. In building and guiding social order, law reflects the desires of society. As a result, the society where the law is applied shapes the concepts included within it.⁹

Description of comprehensive case report data on vulnerable cases involving women, both adults and children. This data is important to provide an initial picture of why this service must be implemented massively.

Table 1 Report of Immoral Cases

No	CASE	NUMBER OF CRIMES	PROCESS			COMPLETED AMOUNT				information
			LIDIK	SIDIK	TOTAL	TAHAP 2	HENTI SIDIK	HENTI LIDIK	TOTAL	
			(P21)							
2024										
1.	ADULTERY	2	1	0	1	0	0	1	1	Pasal 284 KUHP
2.	SEXUAL HARASSMENT (TPKS)	2	1	1	2	0	0	0	0	Pasal 6 UU. Tindak Pidana Kekerasan Seksual

⁷Ekawati, "Peranan Korban kejahatan Sebagai Pertimbangan Hakim Dalam Menjatuhkan Putusan Pidana", Skripsi pada Universitas Hasanuddin, Makasar, 2023, p 1.

⁸ Pieter, S., Manuputi, D, A., Badilla, N. W. Y. (2025). *Victimological Perspective on the Role of Victims in Assault Resulting in Serious Injury in Merauke Regency*. *Musamus Law Review*, 7(2), 114-125

⁹ Muhammad Sadi, *Pengantar Ilmu Hukum* (Jakarta: Prenadamedia Group, 2019), p.52.

(TPKS)									
JUMLAH	4	2	1	3	0	0	1	1	
2025									
1. ADULTERY	1	1	0	1	0	0	0	0	Pasal 284 KUHP
2. SEXUAL HARASSMENT (TPKS)	5	1	2	3	1	1	0	2	Pasal 6 UU. Tindak Pidana Kekerasan Seksual (TPKS)
AMOUNT	6	2	2	4	1	1	0	2	

Data Source: PPA Unit, Bone Bolango Police, October 2025

The data above shows that the number of sexual harassment and violence cases in Bone Bolango, the regency that oversees the Kabila sub-district, increased from 2024 to 2025. Therefore, preventive and response measures are needed to prevent this increase, as women are often viewed as vulnerable. Women are often perceived as weak and powerless, making them frequent victims of violence. Violence against women is a manifestation of the unequal power relations between men and women. This begins with early prevention¹⁰ and response measures, which require the involvement of officials closely connected to the community, namely the village and sub-district levels.

Strengthening village officials and community leaders is the first step in early prevention at the community level to minimize cases involving women in the sexual sphere. Crime prevention, including violence, can be achieved in two ways: (1) identifying or identifying factors that can trigger crime, followed by developing a response program. (2) Fostering stability in legal development and law enforcement apparatus in the context of law enforcement, namely an effort aimed at maintaining and fostering the laws enforced in society.¹¹

3.2. Strategy for Improving the Technical Skills of Village Officials and Bhabinkamtibmas in Handling and Assisting with Sexual Violence Against Women in Kabila District

Further action is needed in law enforcement and broader socialization regarding these restrictions, even though current laws specifically stipulate penalties

¹⁰ Rahayu, N. (2021). Politik Hukum Penghapusan Kekerasan Seksual di Indonesia. In *Bhuana Ilmu Populer*. p.10

¹¹ Siregar, N. A. (2022). Upaya Pencegahan Dan Penanganan Kekerasan Perempuan Dan Anak Dalam Lingkup Rumah Tangga. *Kajian Moral Dan Kewarganegaraan*, 10(4), 1022–1037.

for violations related to the distribution of materials that violate moral values. They should also impose sanctions that can serve as a deterrent for law violators.¹²

The strategy used was to involve five village heads and five community police officers (Bhabinkamtibmas) in the FGD, designed to provide participants with basic technical skills in handling and assisting with sexual violence against women in the Kabila sub-district. To support this, leadership elements such as the Kabila sub-district head and the Kabila police chief were involved in providing material to further strengthen their commitment to achieving the goal.

This showed that most participants perceived sexual violence as solely physical. After explanations and materials were provided, they understood that sexual violence can also include verbal harassment, coercion in personal relationships, and sexually degrading behavior, even if it does not involve direct physical contact. The perception that victims also directly contribute to the occurrence of sexual violence, as labeling women, also shifted to the perception that it is a form of discrimination against women and is highly vulnerable if this stigma persists in handling sexual violence against women. This shift was evident in several questions that previously marginalized victims, shifting to empathy and awareness of the importance of protecting female victims of sexual violence. The strategies and approaches employed positively impacted the attitudes and knowledge of participants, raising awareness that prevention efforts cannot be left solely to formal institutions but require the active involvement of all elements of society. This understanding has led to various initiatives to facilitate social monitoring and education for family members.

3.2. Institutional Readiness in Establishing a Center for Handling Sexual Violence Against Women in Kabila District

To provide an overview and literacy on how crew handling and efforts to prevent sexual violence as well as how to handle it appropriately After the series of materials during the implementation of the activity, a pretest was carried out which was again carried out using Google Forms with the aim of finding out the opinions and responses of participants after carrying out this activity, the data overview is presented in the following table:

Table 3 Posttest Results

No	QUESTION	Strongly agree	agree	Less Agree	Don't agree
1	After the FGD, are you able to document your case (chronology, evidence, witnesses) as a paralegal procedure?	6	2		
2	I already know how to handle initial professional handling of victims of	5	5		

¹² Dewi, N., Ayu, H, Ismiyanto, I. (2025). *Legal Regulations for Posting Accident Photos on Social Media*. *Musamus Law Review*, 7(2), 126-134

	sexual violence.		
3	The main aim of the initial interview with the victim is to gather information and support for the victim, not to judge the victim	5	5
4	After this FGD I saw the importance of establishing an initial sexual violence service unit in Kabila sub-district.	8	2
5	Readiness to allocate resources such as space, resources and commitment to support the initial handling of sexual violence cases.	7	3
6	This training is very effective in increasing knowledge and skills in providing assistance and initial handling of sexual violence.	5	5
7	The material provided is relevant to the needs of village officials and Bhabinkamtibmas	8	2
8	Please provide your suggestions regarding topics or training methods that should be added or improved in the follow-up training.	1. Excellent 2. Should be implemented in every village/sub-district 3. Increase the time 4. This activity is very beneficial 5. Involve more village officials 6. Follow up 7. Need to increase the number of participants 8. Special training for Bhabin 9. Continue	

The results show that participants' knowledge after receiving the material has increased and become more comprehensive, serving as a first step in providing adequate services for cases of sexual violence against women. The commitment to establishing a handling center is also evident from the participants' answers. Hopes and suggestions are also evident that this PKM requires further stages in the form of more extensive training at the village level, with a duration that should continue and focus on the village or Bhabin. This is clear evidence of the commitment of village officials and Bhabinkamtibnas in providing protection, prevention, and handling of sexual violence at the initial level.

In conditions where there is no protective mechanism where mediation can impose greater sanctions on the perpetrator, it is ultimately the victim who is more burdened because of stigma. Therefore, socialization education needs to be expanded

so that victims do not feel burdened on the right when thinking logic for themselves. In addition, the existing safe house system is elastic to provide support to victims, especially for more difficult cases where victims are still under direct threat or pressure from the surrounding environment.¹³

Good knowledge and understanding of how to prevent, handle, and take action against sexual violence against women is crucial, starting from the grassroots level, namely at the community level. Support from the village government and Bhabin as guardians of village security and order/traditional leaders is crucial. If traditional and religious leaders are not actively involved in educational efforts, efforts to prevent and handle sexual violence will struggle to achieve optimal results, as victims desperately need a proper place to report such incidents¹⁴. In some cases, victims are even forced to reconcile with the perpetrator to protect the family's good name, resulting in cases of sexual violence often being covered up. This problem is exacerbated by the lack of public knowledge about the definition of sexual violence¹⁵, its forms, and the long-term impacts experienced by victims, in addition to weak access to information and legal assistance services in rural areas such as Lembang makes it difficult for victims to get the help they need.¹⁶ Therefore, a safe, trusted, secure and professional forum is needed as a comfortable place for victims of sexual violence, especially women, to be able to report the incidents they experienced without pressure, full of a sense of security without intimidation, and this can be realized with good understanding and collaboration between village officials and Bhabinkamtibmas who shine in efforts to prevent and handle sexual violence against women.

4. CONCLUSION

The initial knowledge of village officials and Bhabinkamtibmad in Kabila sub-district regarding the procedures for assistance and initial handling of sexual violence against women in Kabila sub-district is good and contributes positively in carrying out their respective duties and functions, especially in the commitment to preventing and handling sexual violence against women. The strategy of improving the technical skills of village officials and Bhabinkamtibmas in handling and assisting sexual violence against women in Kabila sub-district which is carried out by involving the leaders of the sub-district government, the leadership of the Kabila police resort, academics, women's activists and legal aid institutions that use communicative strategies is very appropriate and produces normative and implementative legal understanding in the commitment to preventing and handling sexual violence against women.

¹³ Meliza, M., Pujiati, S, Chairunnisa, M. D. (2025). *Implementation of Mediation in the Settlement of Domestic Violence Cases by the UPT PPA of South Sulawesi Province and the PPA Unit of the Indonesian National Police Makassar Resort*. *Musamus Law Review*, 7(2), 135-150

¹⁴ Noviana, I. (2015). Kekerasan seksual terhadap anak: dampak dan penanganannya. *Sosio Informa*, 1(1).

¹⁵ Kurnia Putra, A., Ardianto, B., Sipahutar, B., Siregar, E., 2024 Studi Ilmu Hukum, P., Hukum Universitas Jambi Jalan Raya Jambi -Ma Bulian, F. K., Indah, M., & Pos, K. (n.d.). Kekerasan Seksual di Lingkungan Kampus: Antara Relasi Kuasa dan Penegakan Hukum 1).

¹⁶ Wibowo, Y., Soekarno, S., Eko Wiyono, A., Aman Serah, Y., Setiawati, R., Sebayang, A., Ayu Septinawati, S., & Hastian, T. (2022). Upaya Mencegah Maraknya Kekerasan Seksual Anak Melalui Gerakan Keluarga Indonesia Lindungi Anak Dari Kekerasan Seksual (KILAS). *Jurnal Dinamika* 8(3), 2023. <https://doi.org/10.25047/j-dinamika.v8i1.3087>

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