A Policy Handling Domestic Violence Against Women in Indonesia Based on Justice

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The purpose of this research is to analyse and formulate a policy handling violence against women in households in Indonesia based on justice. The findings show that Indonesia has recorded violence against women until 2018 as still being very high. It has not been able to eradicate domestic violence as mandated by the UUPKDRT. There is injustice for female victims of domestic violence. The formulation of policies to protect women from domestic violence is based on the value of justice, especially the provisions of Article 25 and Article 29 of Law number 23 of 2004.

Key words: Policy, Domestic, Violence, Women, Indonesia.

Introduction

The declaration against violence against women (UN General Assembly to 85) confirms that violence against women is a violation of human rights and the fundamental freedoms of women. Violence against women hinders or eliminates the possibility for women to enjoy their rights and freedoms (Kristi, 2001).

Based on the data collected from the National Commission on Violence Against Women, this form of violence is the most prominent form domestic violence, accounting for 11,207 cases (69%). Physical violence was involved in 4,304 cases (38%). There were 3,325 cases of sexual violence (30%), 2,607 psychological cases (23%), and 971 economic cases (9%) (The National Commission on Violence Against Women, 2016).

Regarding violence in the realm of household/personal relationships, violence against wives (KTI) ranked first at 6,725 cases (60%), followed by violence in dating at 2,734 cases (24%),
and violence against girls at 930 cases (8%). The rest involved violent ex-husbands and violent ex-boyfriends. The incoming data of the complaints unit in the referral and monitoring division of the national woman commission showed 71 cases of marriage were not recorded and there were 80 cases of polygamy throughout 2015. The national commission observed that cases of unrecorded marriages are difficult cases for law enforcement officials because of the lack of legal protection (The National Commission on Violence Against Women, 2016).

Cases of unrecorded marriages often involve obstacles in the absence of marriage certificates. In these cases, women subjected to violence are not protected by the Law on the Elimination of Domestic Violence (the Domestic Violence Act).

Based on several cases of violence against women, not all victims of violence are willing or able to express concerns to others or report to the authorities. Therefore, the majority of cases are not reported. Health workers, counsellors, psychologists, social workers and others are sometimes the first to know about the existence of violence against women (Abdul Aziz, 2001).

**Methods**

The method used in this research is normative. According to Sri Sumarwani, normative research is the study of the principles of the law, legal systematics, the level of synchronisation of law, legal history and comparative law (Sri, 2012). The normative method, according Wignyosoebroto and Soetandyo is a doctrinal method (dogmatic method). This method is so called because it relies on rules that require compliance and can be enforced by using state power (normatively) (Bernard, 2011). According Sudarto, the normative juridical research method, in its broadest sense, is a legal study to not only see the relation as a mere peangkat norm, but rather look to the importance of the social benefits of the establishment of norms (laws). Juridical methods, in a narrow sense, work with the system’s dogma and assumptions that are formal. It is very difficult to solve problems and organise society (Sudarto, 2010).

Violence against women, particularly in Indonesia, is not due to a single cause. Factors include history and a culture of patriarchy that grows in society. This is the fundamental cause of the occurrence of discrimination between women and men. Religion is also one factor that strengthens the position of men. In the annual records of the National Commission on Violence Against Women (national commission for woman), showed that in 2010, data on the number of cases as many as 105,103 cases in 2011 as many as 119 107 cases, and in 2012 as many as 216 156 cases. In 2011, Central Java Province held the record as the province with the highest number of cases of violence against women in Indonesia (Frismai and
Sundarso, 2014). Based on data from the Legal Resources Centre for Gender Justice and Human Rights (LRC-KJHAM) in Semarang, there were 155 cases of domestic violence in 2015, in 2016 there were 177 cases, and in 2017 there were 118 cases. SERUNI PPT’s data in Semarang shows cases of domestic violence in 2015 numbered 188 cases, in 2016 there were 199 cases, in 2017 there were 305 cases, and in 2018 there were 307.

The National Commission on Violence Against Women released data indicating that every two hours, three women are victims of sexual violence in Indonesia. This means 35 women become victims of sexual violence every day. Sexual assault has 15 forms: Rape, sexual intimidation (including threats or attempted rape), sexual abuse, sexual exploitation, trafficking of women for sexual purposes, forced prostitution, sexual slavery, forced marriage (including divorce hanging), forced pregnancy, forced abortions, forced contraception and sterilisation, sexual torture, inhumane punishment and practices that are of a sexual nature/discriminatory that jeopardise tradition or discriminate against women, and sexual control (including through discriminatory rules reasoned by morality and religion).

The World Health Organisation (WHO) states prevention of domestic violence has not been adequate for a third of women worldwide who are still physically abused. About 100 million to 140 million women are victims of genital mutilation and about 70 million girls are married before the age of 18 years. This is something that is often contrary to their wishes. Approximately seven percent of women are at risk of being raped in their life.

Gender-based violence puts particular emphasis on the root causes of violence committed against women. The perpetrator and the victim are in positions where gender relations, the role of actors in control and the victims involve people who are controlled through this violence (Komnas, 2006).

Real gender differences are not a problem as far as not giving birth gender inequality. However, this problem turned out to be a gender difference and has given rise to injustice to men and especially women. Gender inequalities manifest in various forms of injustice, such as marginalisation or the process of economic impoverishment, subordinated or unimportant assumptions in public decisions, formation of stereotypes or negative labelling, violence, and greater workloads (Mansour, 1999).

Violence caused by gender, also known as gender-related violence, involves kinds and forms of crime as follows (Sagung Daughter, 2008): forms of rape against women, including rape within marriage; the act of beating and physical attacks occurring at home (domestic violence), including violence in the form of abuse against children (child abuse); forms of torture of vital sex organs (genital mutilation, i.e. the circumcision of girls); violence in the form of prostitution; violence in the form of pornography; violence in the form of forced
sterilisation for family planning; veiled violence (molestation) in the form of holding or touching certain parts of the female body in various ways and without the willingness of the owner of the body; and sexual harassment, which is the most common crime against female society. Many people argue that sexual harassment is very relative because often there is an attempt to be friends. In actuality, sexual harassment is not an attempt to be friends because the action is not fun for women (Sagung Daughter, 2008).

There are several causes of violence against women (Zaitunah, 2004):

1. Their perception of something in the mind of the perpetrator, often underlying this violence is not something encountered in practice. This is evidenced by the reality on the ground showing that the perpetrators of this violence have a fundamental reason. The reason that give information to perpetrator is almost always the sole ground that he or games shadow of his mind, even less so he reneged have committed crimes and not honoured. Moreover, if the offender cannot assume their habit as when in the presence of prosecutors, he rejected allegations that he has committed rape.

2. Laws governing violence against women mag still involve a gender bias. Often the laws are unfavourable to women who are victims of violence. Impartiality is not only related to the legal substance that pays less attention to the interests of women or victims. This is true even if it is not the substance of the law governing the fate of the victims of violence, (commonly women).

According to Aina Rumiati Aziz, factors causing violence against women are as follows (Aina Rumiati, 2002): A patriarchal culture that seats men as being superior and women as being inferior and false understanding of religious teachings leading to men dominating women.

A legal protection policy for women of all forms of discrimination was established by ratifying the Convention on the Elimination of All Forms of Discretion Against Women (CEDAW) through Law Number 7 of 1984 concerning Ratification of the Convention on the Elimination of All Forms of Discrimination Against Women. Then the government established Law Number 23 of 2004 concerning the Elimination of Domestic Violence (PKDRT). It subsequently formed Government Regulation Number 4 of 2006 concerning Implementation and Cooperation in Recovery of Victims of Domestic Violence. At the same time, various policy products have been born in regions that encourage the delivery of services to female victims of violence in an integrated and sustainable manner within the household sphere (Widiartana, 2009).

Types of violence other than physical violence include economic violence and sexual violence. Article 1 mentions every act against someone, especially women, that causes
misery or physical, sexual, or psychological suffering and/or negligence in a household. This includes threats, coercion, or deprivation of liberty unlawfully within the domestic sphere. The scope of the provisions of the law only regard the domestic scope, i.e. those who have a familial relationship or are in the same domicile. This cannot be applied generally to female victims that do not meet the category of the domestic sphere.

The definition of a household (family) was taken broadly. It includes the parents of the father and mother as well as brothers and sisters who live in one house. It is adapted to Article 356 of the Criminal Code, which regulates persecution in the family (also addressed to the parents of the offender). This broad definition of family is also emphasized in the Law on the Elimination of Domestic Violence (UU PKDRT) to determine domestic violence as well as other people who work and live in the same house (the perpetrators).

In Queensland Australia, according to Domestic and Family Protection Act, the definition of domestic violence is:

“Domestic violence is defined in state domestic violence protection legislation and includes personal injury, harassment, intimidation, indecency, and damage to property and threats. A further requirement of the definition is that the behaviour must occur in the context of an intimate, spousal, family, or care relationship”. (Heather and Tamara, 2010).

Domestic violence is defined under the state protection law against domestic violence and includes wounding, harassment, intimidation, indecency, and property damage and the threat of any such behaviour. Further requirements of this definition are that the behaviour must occur in the context of a husband, intimate, family or caring relationship.

"All acts of gender based physical and psychological abuse by a family member against women in the family, ranging from simple assault to aggravated physical battery, kidnapping, threats, intimidation, coercion, stalking, humiliating verbal abuse, forcible or unlawful entry, arson, destruction of property, sexual violence, marital rape, dowry or related violence, female genital mutilation, prostitution through violence, against household workers and attempts to commit such acts shall be termed "domestic violence".

The notion of domestic violence, as stated in the formulation of Article 1 of the Declaration on the Elimination of Violence against Women of the UN, can be summarised as any act that results in misery or suffering to a women physically, sexually, or psychologically. This includes threats of action, coercion or arbitrary deprivation both occurring in public or in private life (family) (UN Declaration, 2000).
Article 1 of Law No. 1 of 1974 on Marriage (UUP) stipulates that "The basis of marriage is a bond physically and mentally between a man and a woman as husband and wife with the aim of forming a family (household) that is happy and abides by belief in one God."

This means that households should be a safe haven for their members because families are built by husbands and wives on the basis of the inner and outer bond between them. In addition, according to Article 33 of the Marriage Act, "Between husband and wife there is an obligation to love each other with respect, loyalty and help inwardly and outwardly to one another." A husband and wife have equal rights and status in family life and social life in society and are entitled to take legal actions. This involves constituents of households in Article 2 of the Law on the Elimination of Domestic Violence:

1) Husband, wife, and children (including adopted children and stepchildren)
2) People who have a family relationship with the person as mentioned above by blood, marriage (e.g., mother/father in law), care, guardianship, living in the household, and/or people working to assist the household and living in the household in the period while the household concerned.

The principle elimination of domestic violence set out in Article 3 of Law No. 23 of 2004 on the Elimination of Domestic Violence: Respect for human rights, justice and gender equality regard equal conditions for realising the full rights and potential of the integrity and continuity of households proportionally. It is non-discriminatory and protects victims.

Violence against women in a household is mainly used to control women’s sexuality and their reproductive role. It common in the sexual relationships between husbands and wives, where husbands are needy and their needs must be met, and this does not happen otherwise.

The UN declaration also said that violence against women is the effect of the historical imbalance of power relations between men and women that has resulted in the domination and discrimination of men over women. This dominance continues to be perpetuated so that women continue to be oppressed. Cultures like this facilitate some of the early emergences of acts of violence against women (wives) in various forms.

In the Indonesian context, the conditions of unequal culture, as mentioned above, have led to laws and a legal system (material law, law enforcement, legal culture) that are less responsive in protecting the interests of women. The Criminal Procedure Code talks minimally about rights and obligations of victimised wives. This is listed in Act. No. 1, Year 1974 about marriage in Article 31, paragraph (3): "The husband is the head of the household and the wife is a housewife".
The Criminal Code also contains opportunities to obtain justice. Violence and abuse against wife in the Criminal Code is a criminal offense that is greater sanction criminal acts of persecution third of normal or committed by and against others, as described in Article 351 through 355 of the Criminal Code. The statement in the Penal Code was reaffirmed in Act. No. 23, Year 2004 on Domestic Violence (domestic/household violence) on September 22, 2004. This was the result of a fairly long discussion on the various elements of the nation involving the government, parliament, and of course the general public. In this case, there was representation by institutions that were seriously interested in the settlement of domestic violence and legal development fair to all levels of society.

Ratna Batara Munti explained that violence against women in households can occur in various forms, as summarised below is (Ratna, 2000):

1) Direct physical violence in the form of beatings, raping until the destruction of the vagina (sexual assault) and indirect physical violence that usually involves hitting the table, slamming doors, breaking dishes, breaking glasses, breaking flower vases and other objects, as well as brute force.
2) Psychological violence can take the form of harsh speech, slovenly speech, and speech that is dismissive and insulting. It can also take the form of silence, terrorising directly, using certain media, cheating, and leaving without clarity for a long time without taking responsibility.
3) Economic violence can involve the withholding of living arrangements during the marriage, arbitrary restricted living conditions, forcing wives to work hard, not giving a place to live after a divorce even though the court required this.
4) A mix of violence, as mentioned above, that is physical, psychological, and economical.

With reference to Article 5 of Law No. 23 of 2004 on the Elimination of Domestic Violence, domestic violence can be (Muhadar and Husni, 2009) physical violence, psychic violence, sexual violence, or neglect of a household.

Fath Djannah gives more detail about the factors that cause domestic violence as follows (Fath, 2002): Economic independence wife, Because the wife's work, Husband's infidelity, The intervention of a third party. An incorrect understanding of religious teachings. And Because the husband habit.

The dominant factor that is the cause of the occurrence of domestic violence committed by a husband against his wife is the economic factor, where the wife's income is greater than the husband. This causes the wife to her husband demanding as regards itself as more capable wife. In this case, the wife is the victim because of the inability to control the words that offend the husband, which also plays a role in the occurrence of domestic violence. A
husband who always succumbs is eventually provoked and the result may be physical violence.

Factors involved in violence against women in a household, especially committed by a husband against a wife, are summarised as follows (Istiadah, 2005): the existence of unequal power relations between a husband and wife, economic dependence, violence as a means to resolve conflicts, competition, frustration, and less opportunity for women in the legal process.

Thus, the driving factors behind domestic household violence can be caused by a variety of factors, both external or environmental factors and also the factors of the actors themselves. Those not classified as having aggressive behaviour can commit acts of violence when faced with a situation that is frustrating. Examples include prolonged economic difficulties, the misuse of a husband or wife, the involvement of children in juvenile delinquency or drug abuse and so on. Other environmental factors include the stereotype that men are dominant figures who are strong and aggressive. This stereotype indicates that women have to act passively, gently and yield. This leads to many cases of violence committed by husbands.

Of the several factors that cause domestic violence mentioned above, the most dominant factor is the position of a patriarchal culture where the position of men is considered to be higher than the position of women. This patriarchal culture affects the legal culture of society.

The mechanism of protection of victims in cases of domestic violence is difficult to implement effectively within a national framework that is oriented towards a change or renewal of the criminal procedure law in Indonesia. It requires a criminal justice system that is not only fair to the accused but also fair to the witnesses and victims as a law enforcement is fair and meets the protection of human rights. Cases of domestic/household violence have recently increased greatly, but the solution is still far from available to people who always crave for court rulings that are just and provide legal certainty for people seeking justice. Handling cases of domestic violence through the criminal law under Law No. 23 of 2004 is called the handling of the integrated criminal justice system. Integrated means that the handling of cases of domestic violence not only prosecutes suspects/perpetrators of violence but also thinks about the rights of victims and how to recover.

Therefore, Article 4 of Law No. 23 of 2004 indicates that the goal of eliminating domestic violence is to prevent all forms of domestic violence, protect victims of domestic violence, prosecute domestic violence and maintain the integrity of domestic harmony and prosperity. Legal protection of victims in domestic violence cases is regulated and engraved in the legislation both in the Criminal Procedure Code and the Law on the Elimination of Domestic
Violence. The empirical level is far short of expectations because the causes of domestic violence are very complex, involving social issues and diversity.

A form of protection for victims of crime can be administered in various ways, depending on the suffering/loss suffered by the victim. There are several forms of protection for victims of crime commonly granted, among others:

1. Giving restitution and compensation understanding, terms that in their use are often interchangeable. According to Stephen Schafer, the difference between the two terms is that compensation arising from the request of victims is paid for by the community and is a form of civic responsibility (the responsibility of the society). Restitution is criminal, arising from the decision of a criminal court and is a form of accountability of the convict (the responsibility of the offender). Furthermore, Schafer states that there are five systems of restitution and compensation to victims of crime:
   a. Compensation (damages) in civil cases, where the system involves a separate claim for compensation of victims in criminal proceedings.
   b. Compensation that is civil in nature, given through the criminal process.
   c. Restitution that is mixed with a civil and criminal nature provided through the criminal process. Restitution is undoubtedly of a criminal nature (punitive), although it is still civil in nature. One form of restitution, according to this system, is "fine compensation" (compensatory fine). These fines are liabilities worth money (monetary obligations) imposed on a convict as a form of compensation to the victims in addition to the criminal charges that should be given.
   d. Compensation is civil, criminal and awarded through a process supported by the sources of state revenue. Here, the compensation does not have any criminal aspect, although it is given in criminal proceedings. Therefore, compensation remains a purely civil institution, but it is the state that meets or bears the compensation liability imposed upon the court to the perpetrators. It is an admission that the state had failed in its duty to protect victims and failed to prevent the crimes.
2. Counselling is protection given to a victim as a result of negative impacts of a psychic nature. It involves providing assistance in the form of counselling. It is suitable when given to victims of crime that leaves prolonged trauma, such as in cases involving morality.
3. Services/medical assistance is awarded to victims who are suffering medically as a result of a criminal act. Medical care can be referred to a medical examination and report (or medical certificate which has the same legal force with evidence). A medical certificate is required especially when a victim was about to report the crimes to the police for further action.
4. Legal aid is a form of assistance to victims of crime. In Indonesia, aid is granted by governmental organisations, NGOs or Komnas Perempuan (National Commission for
Women). The use of the legal assistance provided to the victims of crime exists because there are many people who deny the credibility of the legal assistance provided by the government.

5. Provision of information to victims or their families regarding the investigation and examination of a criminal offense suffered by a victim. Providing this information plays a very important role in the effort to make society a partner of the police. This information is expected to function through community control over police performance to be effective.

Victims of domestic violence suffer one after the other. Therefore, in order to reduce the burden of suffering experienced by victims of domestic violence, the law entitles victims of domestic violence to receive:

   a. protection of the family, the police, prosecutors, courts, lawyers, social agencies, or other parties in a temporary or fixed protective order from the court;
   b. health care according to medical needs;
   c. special handling related to the confidentiality of the victim;
   d. counselling by social workers and legal assistance at every level of the inspection process in accordance with the provisions of the legislation; and
   e. spiritual guidance services.

The process of investigation, prosecution and examination before the court in criminal cases of domestic violence is carried out in accordance with the legal provisions of criminal procedure that applies in Law No. 23 of 2004. Article 4 sets the goals of eliminating domestic violence as follows:

1. Prevent all forms of domestic violence.
2. Protect victims of domestic violence.
3. Take action against perpetrators of domestic violence.
4. Maintain the integrity of domestic harmony and prosperity.

Article 25 of Law Number 23, Year 2004 concerning PKDRT explains that in terms of providing protection and services, advocates are required to:

   a. provide legal consultation that includes information on the rights of victims and the judicial process;
   b. assist victims at the level of investigation, prosecution, and examination in court sessions and assist victims to fully describe the domestic violence they experiencing; or
   c. coordinate with fellow law enforcers, volunteer advocates, and social workers so that the judicial process runs as it should.
In practice, law enforcers, especially lawyers, are involved in many legal deviations by ignoring the code of ethics of the advocate profession. Article 25 of the UUPKDRT has not yet explicitly regulated lawyers to uphold the code of ethics of their profession in order to prevent irregularities and abuse of the advocates’ authority.

Provisions in Article 29, Law Number 23, Year 2004, explain that the application to get a warrant protection can be submitted by: a. victims or families of victims; b. friends of the victim; c. police; d. companion volunteers; e. spiritual guides.

In this article, there are no Swadaya community institutions (NGOs) for women, CBOs, or communities that can represent women in terms of protection for victims of violence against women. Women are often the object of violence so that women's rights are often lost. In reality, many female victims of domestic violence are better off not reporting to the local police station for fear of understanding the mechanism and not having the cost of paying for transportation. In general, female victims of domestic violence reside in mountainous, coastal, remote, and/or rural areas very far from urban areas. Meanwhile, female victims of domestic violence living in urban centres who have very good jobs and occupy public positions are afraid of the emergence of stigmas for their children and their families. They are better off preserving the good name of their family and the future of their children.

The value of justice is contained in the precepts 1 Pancasila "God Almighty", Sila V Pancasila "Social Justice for All Indonesian People", and Article 28, letter F of the 1945 Constitution of the Republic of Indonesia. In the improvement of the provisions of Article 25, the UUPKDRT added legal norms, namely letter d: carrying out legal assistance by upholding the Advocate Code of Ethics. Article 29 UUPKDRT adds to legal norms in letters f, g, and h as follows: Provisions in Article 29, Law Number 23, Year 2004, f. women's NGO; g. women's activist organisations; and h. women's activist community.

Conclusion

The implementation of violent crime management policy in Indonesia regards recorded violence against women until 2018. There were 155 cases of domestic violence in 2015, in 2016 there were 177 cases, and in 2017 there were 118 cases. While the SERUNI PPT data in Semarang shows cases of domestic violence in 2015 numbered 188 cases, in 2016 there were 199 cases, in 2017 there were 305 cases, and in 2018 there were 307. This is still very high. Domestic violence has not been eradicated as mandated by the UUPKDRT. There is injustice for female victims of domestic violence. Formulating policies to protect women from domestic violence is based on the value of justice, especially the provisions of Article 25 and Article 29 of Law number 23 of 2004.
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