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### **Improving the ability of women's and children's service unit (ppa) investigators in handling cases of sexual violence against women and children**

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#### **Abstract**

Sexual violence against women and children is a highly sensitive crime that must be handled professionally. Sexual violence investigators must have adequate abilities to provide the best assistance to victims. The purpose of this research is to improve the ability of investigators to handle cases of sexual violence against women and children. This research was conducted using a library research approach, and content analysis was used as the data analysis approach. Based on the research findings, customized training and development for investigators can increase their capacity to handle cases of sexual violence against women and children. This training includes effective and ethical questioning tactics, case analysis, and compassionate victim therapy. The findings of this study suggest that several techniques, including training and development, greater use of technology, and better coordination among relevant organizations, can improve investigators' ability to handle cases of sexual violence against women and children.

#### **Keywords**

Sexual Violence, Women and Children, Investigators, Training and Development

### 1. Introduction

Sexual violence is a chronic and long-standing global problem (Chaudhuri, 2021). Despite the fact that Indonesia has various regulations governing sexual offenses, incidents of sexual violence cannot be completely eliminated in the country. According to a study by the Ministry of Women's Empowerment and Child Protection (KemenPPPA), Indonesia had 27.589 incidents of violence, with 4.634 male victims (20,1 percent) and 25.050 female victims (79,9 percent) from the beginning of January to the end of December 2022 according to real-time data (Naurah, 2023).

Based on the ratio of perpetrators by gender, the Ministry of PPPA reported that the majority of perpetrators of violence in Indonesia in 2022 were men, amounting to 89,7 percent. The remaining 10,3 percent of perpetrators were women. When divided by age, the age group of 13 to 17 years is the most vulnerable to becoming victims of violence, with a proportion of 31,8 percent. The 25 to 44 age group came in second with 26,1 percent (Naurah, 2023). The age group of children is classified as a highly vulnerable group and is expected to continue to dominate the percentage of victims of violence in the country until 2022, reaching 57,0 percent. With a proportion of 82,6 percent, the adult age group ranked top in the percentage of abusers based on age status (Naurah, 2023).

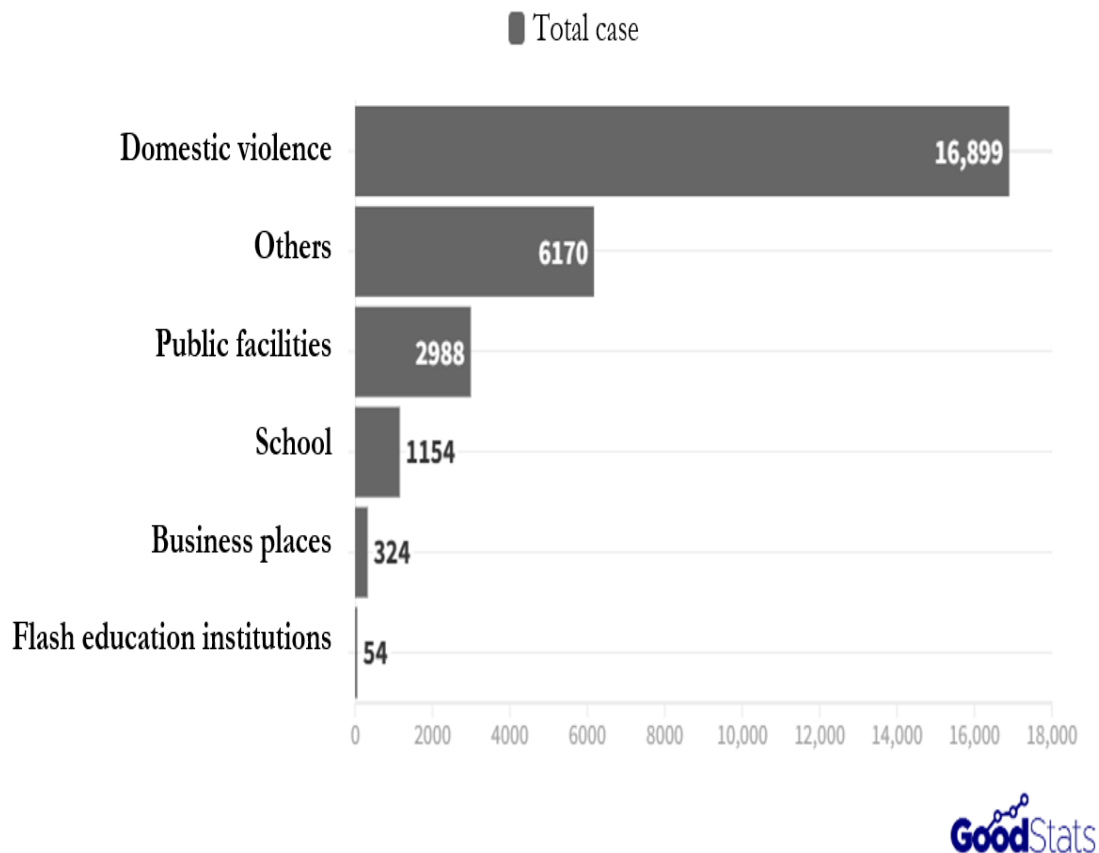


Figure1. Number of Violence Cases by Scene Throughout 2022  
Source: KemenPPA; GoodStats

According to research by KemenPPPA (2022), the home is the location of the majority of violent incidents. KemenPPPA received 16.899 domestic violence complaints in 2022. As a result, the number of domestic violence victims in 2022 was 18.142 people. Other locations included 6.170 incidents, public facilities with 2.988 cases, schools with 1.154 cases, business places with 324 cases, and flash education institutions with 54 cases.

According to data from the National Commission on Violence against Women (Komnas Perempuan), sexual violence often occurs in areas where a state of emergency due to sexual violence has been declared. Sexual violence is defined as any act committed in the form of words or actions by a person in order to dominate or manipulate another person into unwanted sexual interaction (Komnas Perempuan, 2022). Coercion, victim disapproval, and the victim's inability to give consent are important features of sexual violence, such as sexual violence against children or persons with intellectual disabilities (Aulia et al., 2022).

The 1945 Constitution of the Republic of Indonesia regulates the rights of Indonesian citizens, one of which is stated in Article 27 paragraph (1) that Indonesian citizens are entitled to legal protection. Legal protection is the defense of dignity and human rights as subjects of the law (Indonesia, 2002). Police institutions are responsible for law enforcement and protection. In Article 1 of Law No. 2 of 2002 concerning the National Police of the Republic of Indonesia, the term "police" encompasses all matters related to the functions and institutions of the police as referred to in laws and regulations.

In Article 2 of Law Number 2 of 2002 concerning the National Police of the Republic of Indonesia, it is stated that the duty of the police is one of the duties of the state government in the field of maintaining public security and order, law enforcement, protection, and service to the community (Aulia et al., 2022).

The basis of Law Number 12 of 2022 concerning Sexual Violence highlights the significant role of National Police investigators in addressing cases of sexual violence against women and children. This law aims to prevent all forms of sexual violence, provide attention, protection, and restoration of victims' rights, establish coordination between the Central and Local Governments, and facilitate international cooperation in effectively dealing with victims of sexual violence. Despite these provisions, investigators in the Women's and Children's Service Unit (PPA) of the police encounter several obstacles in handling cases of sexual violence against women and children, such as a lack of technical expertise, insensitivity towards victims, and inadequate collaboration with relevant organizations.

This study aims to address the following research questions: 1) What are the policies concerning Sexual Violence against Women and Children that are applicable in Indonesia? 2) What are the challenges faced by PPA Polri investigators in handling cases of sexual violence against women and children? 3) What strategies can be adopted to enhance the ability of PPA Polri investigators in handling cases of sexual violence against women and children?

## **2. Methodology**

The approach used in this study was library research. Data was collected from written sources such as magazines, books, articles, notes, and internet sources to examine ways to improve the ability of investigators to handle cases of sexual violence against women and children. Secondary data from scientific journals, books, papers, research reports, and internet sources were used to gain a better understanding of sexual violence against women and children and the ability of investigators to handle it. The collected data was thoroughly reviewed and analyzed using content analysis, a method of data analysis commonly used in literature research. According to Fraenkel and Wallen (1988), content analysis is a research tool that focused on actual content. This analytical approach was used to analyze content related to the research problem, including literature or reading materials derived from various sources of information such as books, magazines, newspapers, scientific publications, and so on. The findings from this study were used to provide recommendations for improving the ability of investigators to handle cases of sexual violence against women and children.

## **3. Results and Discussion**

### **3.1. Policy on Criminal Acts of Sexual Violence against Women and Children**

In addition to the Criminal Code, Law Number 12 of 2022 concerning the Elimination of Sexual Violence also regulates Law Number 23 of 2004 concerning the Elimination of Domestic Violence, Law Number 21 of 2007 concerning the Eradication of Trafficking in Persons, and Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection Relating to Sexual Violence (Hutabarat et al., 2022). The law defines the crime of sexual violence as follows: (Aulia et al., 2022)

- a. non-physical sexual abuse;
- b. physical sexual abuse;
- c. forced contraception;
- d. forced sterilization;
- e. forced marriage;
- f. sexual harassment;
- g. sexual exploitation;
- h. sex slavery;
- i. electronic media-based sexual violence.

Besides, Article 4 paragraph (2) of the TPKS Law defines sexual violence as follows:

- a. Rape
- b. Sexual abuse
- c. Copulation with a minor, sexual abuse of a child, and/or sexual exploitation of a child

- d. The act violates the customs and will of the victim;
- e. Pornography involving children or pornography that explicitly includes violence and sexual exploitation;
- f. Forced prostitution;
- g. Trafficking in persons for the purpose of sexual exploitation;
- h. Domestic violence;
- i. Money laundering classified as a crime of sexual violence;
- j. Other crimes that expressly constitute crimes of sexual violence as defined by the provisions of laws and regulations.

The enactment of the Law on the Elimination of Sexual Violence (UU TPKS) is the first step in a long journey for Indonesia. The question is how to integrate and absorb the ideals and spirit of the law in everyday life. This law should offer legal clarity in the framework of law enforcement by providing rights and justice for survivors of sexual violence, from receiving complaints to making court decisions (Yuliartini, 2022).

Additionally, the National Police has instruments related to sexual violence crimes that are regulated in the Regulation of the Chief of the Indonesian National Police No. 10 of 2007 concerning the Women and Children Service Unit, and Regulation of the Chief of the Indonesian National Police No. 3 of 2008 concerning the Establishment of a Special Service Room (RPK) and Procedures for Interrogating Witnesses and/or Victims. Based on the Regulation of the Indonesian National Police No. 10 of 2007 concerning the Women and Children Service Unit : (Aulia et al., 2022)

## **Article 2**

The PPA Unit is part of the service and is under and responsible to the Director of General Criminal Investigation of the Indonesian National Police, the Head of the Operations Section of the General Criminal Investigation Directorate of the Metro Jaya Regional Police, the Head of the Operations Section of the General Criminal Investigation Directorate of the Regional Police, and the Head of the Criminal Investigation Agency of the Indonesian National Police.

## **Article 3**

The PPA Unit has the task of providing protection services to victims of crime and law enforcement against perpetrators of crime.

Furthermore, according to National Police Chief Regulation No. 3/2008, a Special Service Room or RPK is a safe and pleasant space specifically designated for witnesses and/or victims of criminal acts, including criminal suspects consisting of women and children who need special care or require special treatment. Police Headquarters Regulation No. 3 of 2008 also criminalizes trafficking in persons, domestic violence, and child protection, as stated in:

“Trafficking in persons is defined as the act of arresting, transporting, harboring, sending, transferring, or receiving a person by threat of violence, use of force, abduction, kidnapping, harboring, forgery, fraud, abuse of power or position of vulnerability, debt bondage or giving payments or benefits, so as to obtain the consent of a person who has control over another person, whether carried out within or between countries, for the *purpose of exploiting or causing exploitation.*”

#### **Article 1 number 4**

Domestic violence is any act against a person, especially a woman, which results in physical, sexual, or domestic abuse or neglect, including threats to commit acts, coercion, or unlawful deprivation of liberty within the scope of the household.

#### **Article 1 number 5**

Child protection is all activities to ensure and protect children and their rights so that they can live, grow, and develop naturally in accordance with the dignity of humanity, and receive protection from violence and discrimination. Protection and services are also designed to avoid violations of human rights and actions that can cause excessive trauma or greater suffering for women and children.

#### **Article 2 paragraph 3**

Regulation of the Chief of the Indonesian National Police Number 2 of 2008. Article 10 states that the Women and Children Service Unit is tasked with receiving complaints of criminal acts;

- a. Make a police report;
- b. Provide counseling to members;
- c. Refer the victim to the PPT or local hospital;
- d. Conducting case investigations; and
- e. Request a visa.
- f. Explain to the complainant the facts of the case, as well as his/her rights and obligations.
- g. Ensure the confidentiality of the information collected;
- h. Ensure the safety and protection of the victim;
- i. Referring victims to Legal Aid Institutions (LBH) and Safe Houses.
- j. Coordination and collaboration with cross-sectoral institutions;
- k. Informing the status of the case to the complainant;
- l. Reporting on procedural activities.

Based on the previous standards, it can be concluded that the National Police Chief Regulation serves as a technical guide for members of the Police Force in the performance of their duties with special attention to the mental and physical situation of men and women. This policy seeks to protect women and children from

all types of sexual violence, as outlined in applicable regulations both in Indonesia and abroad. These regulations provide for the prevention and application of penalties and/or sanctions for perpetrators of sexual violence within and outside of marriage. Perpetrators will face sanctions or penalties that can provide a deterrent effect. Furthermore, the Police have special regulations as Law Enforcement Officials that form the baseline for law enforcement in cases of sexual violence against women and children.

### **3.2. Obstacles faced by PPA Polri Investigators in Handling Cases of Sexual Violence Against Women and Children**

This systemic problem is the result of unequal power relations that have persisted in society for decades, shaping cultural attitudes that tend to disregard women's rights (Pease, 2021). This situation is far from ideal and requires ongoing attention. As the frontline in implementing the law, the police institution cannot be separated from the community. Hence, the involvement of PPA Police investigators in cases of sexual abuse against women and children is crucial. The responsibilities and functions of PPA investigators are essential and challenging.

Sexual violence against women and children is a highly sensitive crime that demands professional handling. Sexual violence investigators must possess sufficient capabilities to provide the best assistance to victims (White et al., 2019). However, police investigators still face numerous challenges when handling allegations of sexual abuse against women and children.

The first issue is the lack of knowledge, awareness and understanding of the various types of sexual violence committed against women and children, and how to handle them effectively and correctly (Yani et al., 2023). Lack of knowledge, awareness and understanding of the various types of sexual violence against women and children is a significant obstacle for police investigators in handling these cases. Lack of knowledge and awareness of the types of sexual violence committed against women and children, as well as how to handle them effectively and correctly, can lead to errors in the investigation and case management process. This can impact the victim and jeopardize the effectiveness of the investigation.

For instance, investigators who are not familiar with the various types of sexual violence, such as grooming, coercion, and psychological manipulation, may be less sensitive and responsive to such cases (Duron et al., 2021). Similarly, a lack of knowledge on how to collect evidence, use effective and ethical interrogation techniques, and provide adequate psychological support to victims can also be a serious obstacle. This obstacle can cause the investigation process to be ineffective and take a long time, and can hurt the victim emotionally and psychologically. Therefore, it is imperative for police investigators to continuously increase their knowledge and awareness of different types of sexual violence against women and children, as well as how to handle it correctly and effectively.

Second, there is still stigma and prejudice that considers victims of sexual violence as guilty parties or responsible for provoking the situation (Hendrajudy, 2023). This can have an impact on the way investigators handle cases and provide assistance to victims, which can result in victims not receiving proper justice.

There is still a societal view that blames the victim for triggering the sexual violence. This stigma can influence the attitude and behavior of investigators when handling sexual violence cases. They may not provide the same treatment to victims because they are considered to be "provoking" sexual violence or "teaching" indecent behavior.

This kind of stigma is very dangerous because it can prevent victims from reporting the violence they experience. In fact, victims need support from investigators and related institutions to obtain justice and recover from the trauma they experience. Therefore, efforts are needed to change society's views on victims of sexual violence and provide proper education on the rights of victims and the importance of providing support and protection to them. In addition, investigators also need to increase their self-awareness and ability to handle sexual violence cases professionally and empathetically, without prejudice and stigma towards victims.

Third, there is a lack of institutional and financial support. In dealing with incidents of sexual violence, police investigators often face inadequate resources and assistance. Lack of institutional and financial support is another obstacle for police investigators in handling cases of sexual violence against children and women. As the agency responsible for handling sexual violence cases, the police need support from various parties including government and private institutions, as well as the community. However, this support is often inadequate, making it difficult for investigators to provide the best service to victims and process cases efficiently (Hasanah, 2016).

Limited institutional and financial support also affects the resources available to police investigators (Sembiring et al., 2020). Resources such as adequate budgets, equipment and facilities are essential in handling sexual violence cases. In situations of inadequate resources, police investigators must prioritize the use of available resources to deal with the highest priority cases, such as those involving child victims or cases that occur en masse.

As a result, a lack of institutional and financial support can affect the quality of services provided by police investigators in handling cases of sexual violence against children and women. In addition, it can also affect sexual violence prevention efforts more broadly. Therefore, adequate support from various parties is needed to improve the ability of police investigators to handle sexual violence cases.

The fourth challenge in handling cases of sexual violence against children and women is the lack of information about the perpetrator, which makes it more difficult for investigators to find them. Investigators often have difficulty tracing the whereabouts of perpetrators who have fled and whose faces are unknown, or whose cell phone signals have become inactive. The only information investigators have may be limited to physical characteristics, home address, phone number, or



temporary whereabouts of the perpetrator, which can make it difficult for investigators to obtain a clear picture. This problem can be exacerbated by the different information provided by the perpetrator's relatives, the victim, and the victim's family, which may not always match the results of investigators' searches in the field.

Another obstacle is that investigators may have difficulty obtaining information from victims who are severely traumatized. Children who are victims of sexual violence are often severely traumatized and may find it difficult to provide information about the criminal offense they have experienced. This also applies to victims of more extreme sexual violence crimes, such as sodomy or molestation. The psychological trauma experienced by victims can affect their ability to provide clear and detailed information to investigators, thus complicating the investigation process.

### **3.3. Strategies to Improve the Ability of PPA Polri Investigators in Handling Cases of Sexual Violence Against Women and Children**

The approval of the TPKS Law on April 13, 2022, will be a significant boost for all law enforcement agencies, especially the National Police (Wongso, 2022). The TPKS Law is a complete legal weapon in dealing with cases of sexual violence. The law expands the range of crimes that are criminalized, including electronic sexual violence, ensures the removal of victims' fingerprints, and addresses cases of sexual violence that cannot be resolved through restorative justice. These are important points that ensure justice for both perpetrators and victims. The implementation of the TPKS Law will impact the completion of the main tasks and functions of the Renakta Sub-Directorate (Youth, Children, and Women) in the Women and Children Protection Unit (PPA). Therefore, several strategies can be implemented to improve the ability of PPA police investigators to handle cases of sexual violence against women and children.

#### **a. Adaptation and Transformation through Training and Development**

First of all, Polri, especially PPA investigators, must be able to adapt and transform by conducting training and development as well as greater use of technology. In dealing with cases of sexual violence against women and children, Polri, especially PPA investigators, must be able to adapt and transform. This can be done by conducting training and development and greater use of technology.

Training and development are an important step in improving the ability of PPA investigators to handle sexual violence cases. Training can include effective and ethical interrogation techniques, case analysis, and empathetic victim handling. With proper training, PPA investigators can improve their skills and knowledge in handling sexual violence cases.

In addition to training, the use of technology can also assist PPA investigators in handling sexual violence cases. Technology can be used to support investigations and evidence collection. With better technology, PPA investigators can access information more quickly and accurately. Technology can also be used to improve coordination between relevant agencies in handling sexual violence cases.

In order to deal with increasingly complex and dynamic environmental changes, Polri, especially PPA investigators, must be able to transform. Transforming means being able to adapt to change and transform themselves to remain relevant and effective in handling sexual violence cases. This can be accomplished by developing more adaptive and innovative strategies, as well as making appropriate organizational changes to support the desired changes. In this case, proper training, development and use of technology can help PPA investigators to adapt and transform. Consequently, the police can provide the best service to the community in handling cases of sexual violence against women and children.

Changes are required from top to bottom, from the reporting system to the investigation and prevention of sexual violence cases. All investigators, especially PPA investigators, must have a strong awareness of how the TPKS Law is implemented in the performance of their main duties and daily activities.

There is still a long way to go before all Indonesian women have access to justice and legal certainty. One of the concrete steps taken is to prepare Polri resources through the Police Headquarters Human Resources Staff (SSDM Polri) as the supervisory and supervisory element of the Police Headquarters at the Polsek level. This begins with increasing the number of Polwan investigators and improving their quality through training, gender-sensitive education, and investigator certification in various ways that are projected to boost the capacity of human resources in handling cases of sexual violence.

Many victims feel uncomfortable and afraid to report their crimes to the authorities. Police should make adjustments and develop efforts in this area to build a sense of security for victims to report.

In addition, the police should educate the public on the proper reporting system, making it easier for the public to report incidents of sexual violence. This can help to increase the actual number of reported sexual assault incidents.

At the same time, the police need to improve the quality of their services to help increase the rate of case resolution. To achieve this, the competencies of investigators need to be examined and improved, and their horizons broadened. Investigators should be able to identify the factors that play a role in sexual violence so that they can provide optimal treatment.

**b. Increase the Number of Women Investigators/Officers Employed**

The presence of women in the Police, particularly in the Youth, Children and Women's Unit and PPA, is encouraged to strengthen services and protection for survivors of gender-based violence and increase public awareness of women's rights. The underlying objective is to strengthen services and protection for survivors of gender-based violence, which is one of the priorities of the Police PPA Unit in terms of service delivery and legal protection. The investigating police presence pays special attention to the physical and emotional well-being of victims, as well as their recovery needs, during the sexual violence reporting process.

Increasing the recruitment of policewomen is an important effort to improve services and protection for survivors of gender-based violence in the Renakta and

PPA Units. By increasing the representation of women in the police, it is hoped that it can strengthen commitment and sensitivity to the issue of gender-based violence. Policewomen involved in handling cases of sexual violence against women and children can also provide empathetic support and a better understanding of victims. In addition, the recruitment of policewomen can also increase public understanding of women's rights and the need to stop all forms of gender-based violence. Accordingly, efforts to increase the recruitment of policewomen need to be encouraged and intensified.

The next stage is to increase public awareness of women's rights, especially when sexual violence occurs. As individuals tend to report legal issues to the non-state sector, police, in general, can help strengthen the non-state sector, such as traditional leaders and religious leaders. On the other hand, the presence of policewomen can highlight women's rights when they engage with the community by contacting spouses of traditional leaders and wives of religious leaders, something that is difficult for the police to do. This approach is very important as victims are often afraid and ashamed to disclose, therefore the participation of trusted parties, in this case female community leaders, is very important.

It is intended that the empowerment of women leaders in religious groups can encourage them to continue to report legal problems and improve access to justice.

c. Improving National Police Cooperation with Various Institutions

Polri's partnerships with other institutions are very important in improving the competence of PPA Polri investigators in handling cases of sexual violence against women and children, including with academics/research centers, NGOs, and legal aid or victim protection agencies. Sexual violence against women and children is a complex crime and requires multidisciplinary handling. Therefore, the National Police must collaborate with various parties that have the authority to handle cases of sexual violence.

The health department, for example, is one of the institutions that can work with the police. Health institutions play an important role in the physical and psychological care of victims in situations of sexual violence. In addition, educational institutions can work with the police to educate and train the public about the dangers of sexual violence and how to prevent it.

In addition, advocacy and human rights organizations can also play a role in assisting victims of sexual violence to obtain justice. Polri can collaborate with these organizations to provide legal assistance to victims and their families, and defend victims' rights in court.

However, developing collaboration between Polri and various agencies poses significant challenges. Certain agencies may not be aware of the responsibilities and role of the police in addressing sexual violence situations. In addition, disagreements or conflicts of interest between the Police and other agencies can make effective collaboration difficult.

Developing collaboration requires open communication and effective coordination between the Police and other agencies. Police must also educate other

agencies about their roles and responsibilities in handling incidents of sexual violence. It is hoped that with strong collaboration, the capacity of PPA Police investigators in handling cases of sexual violence against women and children will increase.

This is being done in the context of the increasing complexity of handling various forms of sexual violence. This kind of collaboration is expected to result in more complete knowledge about sexual violence, so as to improve police performance in terms of reporting, investigating and preventing sexual violence.

At the same time, SSDM Polri can provide a venue to collaborate with other groups to improve victim care and rehabilitation, as well as enhance promotion and prevention efforts in situations of sexual violence. Thus, it is hoped that this strengthening will be a good first step towards eliminating sexual violence against women and children, and will ultimately increase the sense of security and credibility of Polri in the eyes of the public.

For example, in terms of collaborating with private institutions to improve technological capabilities. Collaboration between Polri investigators and private companies or institutions can provide great benefits in handling cases of sexual violence against women and children. In an increasingly advanced digital era, technology has become very important and is developing rapidly in various aspects of life, including in the field of policing. With this collaboration, Polri investigators can utilize advanced technology owned by private companies or institutions to improve their ability to conduct investigations.

One such example is the use of digital forensic technology in the investigation of sexual violence cases. With the capabilities of digital forensic technology, investigators can extract digital evidence from the electronic devices of victims or perpetrators that can be used as evidence in court. Collaboration with private companies or institutions that have advanced technology in this field can speed up the investigation process and improve the accuracy of the investigation results. For example, with the help of artificial intelligence technology, investigators have been able to obtain a sketch of the perpetrator's face that is close to perfect accuracy even though there is little information from the victim as a result of the trauma the victim has experienced.

This collaboration can also encourage the development of new technologies that can help the investigation process to find the perpetrator. For example, the development of DNA detection tools or facial recognition technology that can help investigators identify perpetrators of sexual violence. With this collaboration, it is expected that new innovations will be created that can help increase the effectiveness and efficiency in handling sexual violence cases.

#### **4. Conclusion and Suggestion**

The findings of this study reveal that training and development tailored to the needs of police investigators can improve their capacity to handle cases of sexual abuse against women and children. This training should include effective

and ethical questioning techniques, case analysis, and compassionate victim counseling. In addition, the use of more sophisticated technology can assist investigators in conducting investigations more quickly and efficiently.

Handling cases of sexual violence against women and children has various challenges, including a lack of adequate resources and technology, a lack of coordination among relevant agencies, and a lack of community knowledge and support for victims of sexual violence. Hence, collaboration between law enforcement investigators and commercial organizations and institutions is needed to create technologies that can assist the investigation process in order to find the perpetrators. In this regard, it is essential to strengthen cooperation among all parties involved, including the police, courts, victim rehabilitation clinics, and civil society groups. In addition, the government should improve laws protecting victims of sexual harassment and raise public awareness about the issue.

Further efforts are required, to strengthen the capacity of police investigators in handling incidents of sexual violence against women and children. Training and development appropriate to their needs should be prioritized, as should the use of increasingly modern technology and collaboration with private companies and universities. In addition, it is crucial to increase public awareness and support for victims of sexual violence, as well as improve legal protection and victim rehabilitation. To address this sensitive issue and provide the best possible assistance to victims of sexual violence, all parties must collaborate.

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