

## **The Collaboration Model of Stakeholders Perspective Implementation of Prostitutional Prevention and Handling Policy**

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### **Abstract**

The phenomenon of human trafficking for commercial sexual exploitation has long been developed in various countries, including Southeast Asia, such as Indonesia. Prostitution prevention and handling efforts can be carried out by the government through the formulation of policies or regulations and implemented with a collaboration of various government actors and non-government actors, both national, regional, and local stakeholders. This research aims to study the collaboration model of stakeholders in the perspective of implementation of prostitutional prevention and to handle policy in Surabaya as the closure of Dolly, the largest prostitution area in Southeast Asia. In conclusion, state collaboration with the community in handling prostitution will be a strong root because here will create a synergy together to always supervise and seek mutual solutions in preventing and handling the problem of prostitution, so that can be an example for other local governments in making prevention and handling policies of prostitution in their region. The method used in this research is the experimental method. The first step is a survey to get research subjects. The survey was conducted using the snowball method. Researchers also evaluated several potential groups. Then the process is continued by using a SWOT analysis to determine the best pilot location. Participatory Focus Group Discussion and interviews to deepen the diagnosis. The diagnostic results are developed and compiled manually. This study found that the main causes of prostitution were mostly related to family problems, personal problems, the trauma of sexual harassment, and unemployment. The existence of teenagers who fall into prostitution is a social problem in society. The negative impact is moral degradation. Implications of research to strengthen the Social work profession to prevent prostitution and provide clear and factual information about the reasons why young people may fall into prostitution. This solution should involve both formal and informal institutions.

Keywords: Dolly; human trafficking; preventing and handling; public collaboration; public policies.

### **Abstrak**

Fenomena perdagangan manusia untuk eksploitasi seksual komersial telah lama berkembang di berbagai negara, termasuk Asia Tenggara, seperti Indonesia. Upaya pencegahan dan penanganan prostitusi dapat dilakukan oleh pemerintah melalui perumusan kebijakan atau peraturan dan dilaksanakan dengan kolaborasi berbagai aktor pemerintah dan non-pemerintah, baik pemangku kepentingan nasional, regional, maupun lokal. Penelitian ini bertujuan untuk mempelajari model kolaborasi para pemangku kepentingan dalam perspektif implementasi pencegahan prostitusi dan untuk menangani kebijakan di Surabaya sebagai penutupan Dolly, kawasan prostitusi terbesar di Asia Tenggara. Kesimpulannya, kerjasama negara dengan masyarakat dalam penanganan prostitusi akan menjadi akar yang kuat karena disini akan tercipta sinergi bersama untuk selalu mengawasi dan mencari solusi bersama dalam mencegah dan menangani masalah prostitusi, sehingga dapat menjadi contoh bagi pemerintah daerah lainnya di membuat kebijakan pencegahan dan penanganan prostitusi di wilayahnya. Metode yang digunakan dalam penelitian ini adalah metode eksperimen. Langkah pertama adalah survey untuk mendapatkan subyek penelitian. Survei dilakukan dengan metode bola salju. Peneliti juga mengevaluasi beberapa kelompok potensial. Kemudian proses dilanjutkan dengan menggunakan analisis SWOT untuk menentukan lokasi percontohan terbaik. Diskusi Kelompok Terfokus Partisipatif dan wawancara untuk memperdalam diagnosis. Hasil diagnostik dikembangkan dan dikompilasi secara manual. Studi ini menemukan bahwa penyebab utama prostitusi sebagian besar terkait dengan masalah keluarga, masalah pribadi, trauma pelecehan seksual, dan pengangguran. Keberadaan remaja yang terjerumus ke dalam prostitusi merupakan masalah sosial di masyarakat. Dampak negatifnya adalah degradasi moral. Implikasi

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penelitian untuk memperkuat profesi pekerjaan sosial untuk mencegah prostitusi dan memberikan informasi yang jelas dan faktual tentang alasan mengapa anak muda bisa terjerumus ke dalam prostitusi. Solusi ini harus melibatkan lembaga formal dan informal.

Kata kunci: Dolly; perdagangan manusia; pencegahan dan penanganan; kerjasama publik; kebijakan publik..

## **INTRODUCTION**

Human trafficking has received increasing global attention over the past decade (Organization, 2012; Yik-Yi Chu, 2011). The most widely accepted definition of human trafficking is found in the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons (Khaliq, 2018), expressed as “[T]he recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation”. Reliable data on trafficking in persons is difficult to obtain due to its illegal, often invisible nature, the limited reach and severity of human trafficking activities, as well as variations in how trafficking is defined differently in each region (Laczko, 2007; Oram, Zimmerman, Adams, & Busza, 2011; Yik-Yi Chu, 2011). These and other factors blur the distinction between trafficked persons and migrant workers vulnerable to exploitation. Individuals can be traded in their own country or across international borders. Although women, men, and children can be trafficked for various purposes, human trafficking is often a 'gender' crime. The most common cases found today mostly tell victims who are trafficked into the sex industry and as domestic servants are more likely to be women and children (Gift, 2008). Reports on trafficking show that men and boys are more often trafficked for other forms of slavery (Wooditch, 2011). In many countries, prostitution is prohibited and even punishable by the perpetrators. It is also considered a despicable act by all members of the community. However, prostitution becomes evident because of the existence of human beings who have uncontrolled sexual desires, so their existence will be very difficult to eliminate thoroughly (Estrada & Jatiningsih, 2015).

The phenomenon of human trafficking for commercial sexual exploitation has long been developed in various countries in the world, including in Southeast Asia such as Thailand (Yea, 2012), Vietnam (Tucker, Kammel, Lehman, & Ward, 2009), Indonesia (Tucker et al., 2009), and Cambodia (Cordisco Tsai, Lim, & Nhanh, 2020). Sex commercialization in Indonesia has developed systematically and organized since the Dutch colonial period (Hull, 2017). At that time, prostitution has become a common practice in all societies. The sex business takes place in major cities. In general, the practice of prostitution in these big cities has a special place called a brothel. The prostitutes work in an organized, supervised, and governed manner by a pimp. But there are many prostitutes who do not belong to brothels, preferring to work in various shrouded places in practice, such as hotels, inns, clubs, bars, cafes, taxis, boarding halls, massage parlors, or other places (Sumiarni, Wardhada, & Abrar, 1999). The occurrence of sexual crimes in prostitution has a negative impact on those who have been traumatized by psychological disorders because they have been exploited with sexual violence, experienced moral degradation, violations of social and religious norms, decreased academic performance, negative behavioral changes such as crime and drug addiction, social exclusion, sexually transmitted diseases, and also became a medium for the spread of venereal and skin diseases (Agusyanto, 2005).

The government and related institutions have carried out various actions to prevent and reduce the number of human trafficking for sexual exploitation. However, according to Jailani and Badrianto (2014),

prostitution will not automatically disappear with the socio-economic changes due to demand, in addition to injustice and exploitation. Since the authorities must carry out prostitution prevention and prevention through central and local government policies together with all existing lines of life in the community, these policies must be implemented gradually and continuously in accordance with the development and complexity local community. Therefore, the study of public policy implementation is an important thing to do in applying the discipline of public administration and public policy so that the positive impact of the policy can be directly felt by the community. Knoepfel et al. (2007) stated that policy implementation is "the most complex and rich part of a policy process", while Smith and Larimer (2018) state that policy implementation is "one of the most complex areas in policy studies". O'Toole (1995) defines policy implementation as "the connection between the expression of governmental intention and results". But O'Toole's definition is still very broad, while Smith and Larimer (2018) provide a more detailed definition that states that "Implementation is what happens after government declares a formal intent to do something and has a policy outcome have been produced". Of the many definitions of policy implementation in principle, implementation is a way for a public policy to achieve goals. The process of policy implementation is said to be complex because in the implementation stage it is a meeting area of stakeholders such as politicians, executives, bureaucracies, to non-government actors such as NGOs and society, especially in the deliberative policy model involving more stakeholders in it. A suite of Sabatier and Mazmanian top-down policy implementation frameworks (Sabatier, 1986) is used as an approach used in this study, with an understanding that there is a clear and consistent clarity of objectives, both the clarity of evaluation standards and legal resources; the existence of causal theory is quite reliable; the policy interventions involved include an implicit theory of how to carry out social change; the implementation process is legally structured to improve the fulfillment of work needs for the executing officers and target groups; a responsible and skilled executive officer; the support of interest groups and sovereignty, namely political support and legislative and executive interests groups; as well as changes in socio-economic conditions that do not substantively reduce political support and cause and effect theory. The theory can be used as the foundation of local government to implement basic prostitution handling in its area because the top-down theory is coercive, and compliance to all parties involved in prostitution activities as complex problems related to ignorance, the narrowness of employment, and low self-esteem of self can destroy the nation's generation. Therefore, absolute prostitution is addressed not only because of harmful consequences but so because this phenomenon is not accepted as a cultural pattern. Prostitution prevention and handling efforts can be carried out by the government through the formulation of policies or regulations and implemented with a collaboration of various government actors and non-government actors both national, regional and local stakeholders.

## **RESEARCH METHODS**

The research is divided into two stages of the research program. The research steps can be seen in Figure 1. Figure 1 shows the stages of the research are identify the background that causes teenagers to fall into the practice of prostitution and its modus operandi, and its impact. Through a survey to find out the problems and potential development of empowerment. The outputs of the identification in the first stage are (1) profiles of adolescents and the factors that cause them to fall into the practice of prostitution, their modus operandi and their effects (2) Design of models and designs for the development of youth prostitution empowerment based on economic rationality and morality (3) Determination of locations/groups juvenile prostitution who will become a pilot project.

Evaluation and model followed the development and implementation of the juvenile prostitution group selected to be the pilot project consolidation by (1) correcting and improving the model (2) standardizing the model results and findings and dissemination

To ensure that the results of the research can be evaluated and measured, it carried the research out with an experimental design. At the initial stage, a survey was conducted to get an actual picture of potential research targets through snowballing, as well as evaluating potential groups, then, a SWOT analysis was carried out as a determinant of the feasibility of becoming a pilot location. To deepen the diagnosis, participatory FGD and interviews were conducted. It then developed the results of the diagnosis in preparing manuals and modules.

The evaluation method at each stage of the study uses participatory monitoring and evaluation methods. The method is to build the commitment of program participants. At the end of the study, it carried model validation out for justification.

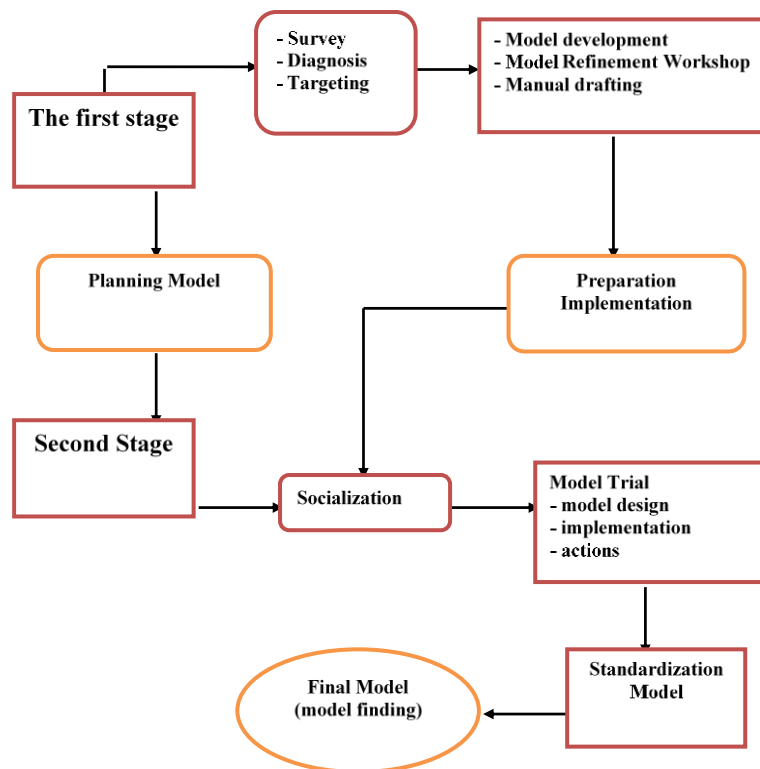


Figure 1 Research scheme

## RESULTS AND DISCUSSION

### Research Location Profile

Dolly or Gang Dolly is the name of a prostitution area located in Jarak District, Putat Subdistrict (Pasar Kembang) Surabaya, East Java, Indonesia. Dolly area is located in the middle of the city, mingling with densely populated settlements in Putat, Surabaya. Dolly's localization complex is a source of provision

for many, not only for commercial sex workers, but also owners of stalls, cigarette vendors, parking attendants, motorcycle taxis, and becak drivers. This localization is the largest prostitution area in Southeast Asia even in Asia greater than Phat Pong in Bangkok, Thailand, and Geylang in Singapore. At least, statistics say more than 9000 prostitutes work in this area. The prostitutes come from Semarang, Kudus, Pati, Purwodadi, Nganjuk, Surabaya, Kalimantan and other regions in Indonesia. Even a small prostitute is an illegal immigrant from China and some small countries in the Middle East which are directly adjacent to the European continent. Nevertheless, the information is incorrect because there is no official comparative record between the Dolly region and the complex localization in other countries, such as the Phat Pong area in Bangkok, Thailand, and Geylang in Singapore. There has even been controversy because of the proposal to enter Gang Dolly as one of the tourist destinations of Surabaya for foreign tourists. Here is an overview of the Dolly area during operational hours, where prostitutes who are selling themselves "on display" in a glass-like room in front of the store.



**Figure 1 The atmosphere of a brothel in Dolly at operational hours**

The obscene man from the upper class to the bottom class is not hard to find in the Dolly area. Not only local residents, foreign tourists often come here just to satisfy their lust. In fact, Dolly is more famous than the city itself. The foreign tourists who often hung on Bali were often crossed to Surabaya just to 'try' prostitutes who are peddled in Dolly. Dolly also transformed into a strength and a living rest for the people there. There are over 800 brothels, cafes and massage parlors lined up neatly. At least every night about 9,000 people are more prostitutes, underage prostitutes, pimps, masseurs who double as prostitutes, and hostesses are ready to offer lusty service to the visitors. Not only that, Dolly also became the foundation of life for thousands of street vendors, parking attendants, and prostitution brokers.

However, Dolly's current glory as a prostitution site has become a part of history. Gang Dolly Prostitution Area has been successfully closed by Surabaya city government. The mayor of Surabaya, Tri Rismaharini, became one of the main actors who wanted if the places of prostitution in the Surabaya area were closed.

The reason is that prostitution has always been the estuary of human trafficking cases that are increasingly rife lately. Women's number one in the city of Surabaya managed to close the largest prostitution area of Southeast Asia, Gang Dolly. The target is for Surabaya to be a free city of prostitution and campaign for prostitution-free city programs. The target is for the city of Surabaya to become a free city of prostitution and campaign prostitution free city program that is expected to be able to suppress the number of cases of human trafficking in the city of Surabaya. By rehabilitating all prostitution areas in Surabaya, the future of children will become safer and more sustainable. Mayor Tri Rismaharini wants when people talk about Surabaya, not the prostituted area that is mentioned, but rather the positive value of the culture.

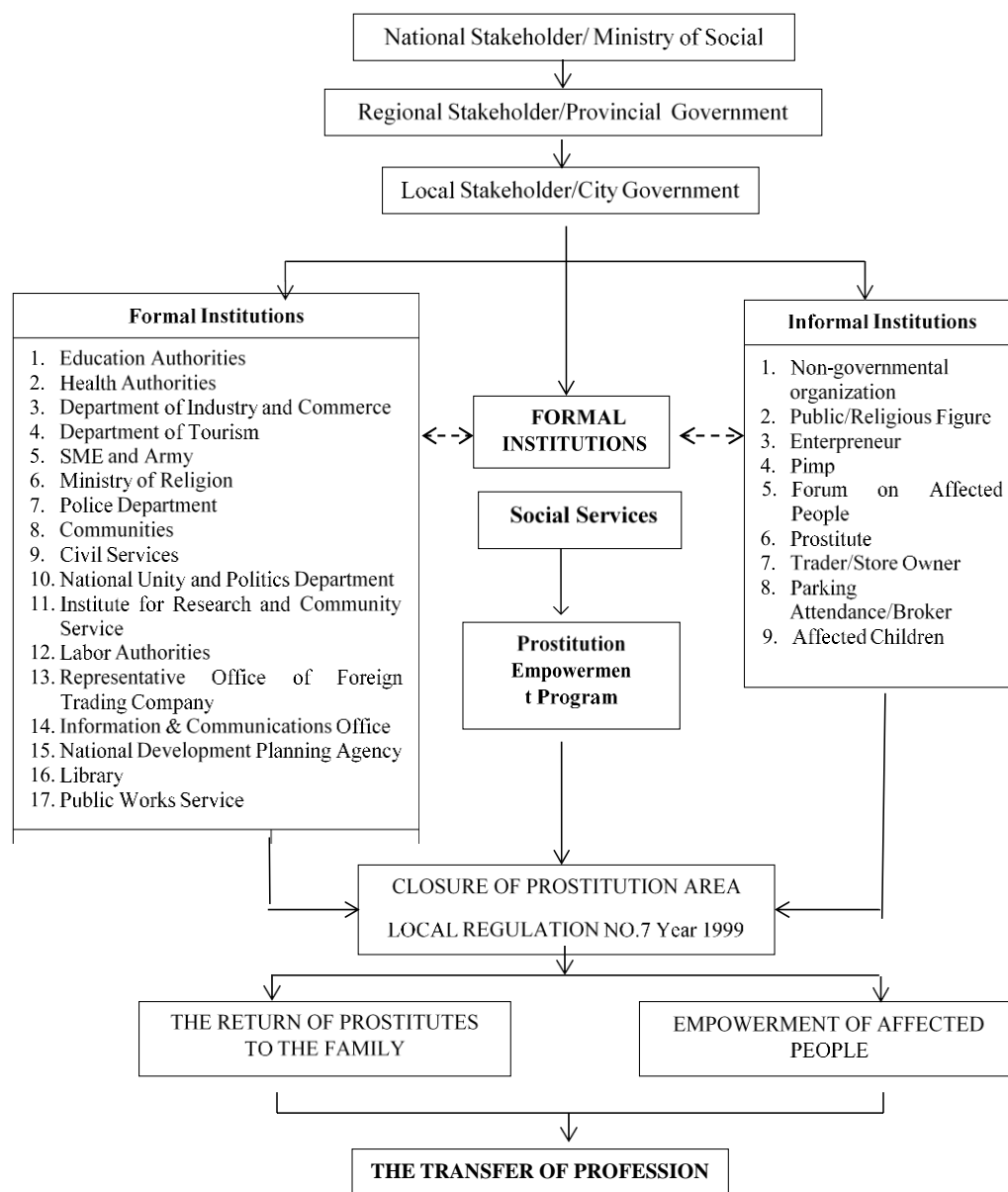
### **Policy Implementation**

In Indonesia, prostitutes and prostitutes may not be subject to an article in the Criminal Code (Penal Code). The provisions of the Criminal Code can only be used to ensnare a prostitution/pimp provider under the provisions of Article 296 jo. Article 506 of the Criminal Code. Prostitution is regarded as an economic commodity (although prohibited by law) that can generate money or material for the perpetrator and the environment. The phenomenon of prostitution or prostitution is a portrait of activities involving many parties in one connection, such as pimps, brokers, and consumers or customers. The phenomenon of sexual prostitution and trafficking is commonly found in large cities because of the region's massive turnover of economic value.

Mayor Risma Trimaharani said the closure of the prostitution area was due to oppression and ill-treatment by certain parties (pimps and customers) to prostitutes as service providers. The practice of suppression referred to by Risma is when prostitutes are tied up with unreasonable debt schemes and harms prostitutes in order to keep prostitutes working there and cannot run. This action is supported regionally with the normative basis of East Java Governor Decree number: 188/617 / KPTS / 013/2010 about provincial action plan of eradication of trafficking of persons (TPPO) and child sexual exploitation of East Java Province 2010-2015. In the process of closing the prostitution area, the municipal government uses a system called "Grudugan" or massive assault by a large group of competent entities in which all municipal government agencies are involved and directly controlled by the Mayor. Jurisdictionally, the city government never closed the prostitution area because they did not feel that they have ever opened it. The closure of the area is done by the residents around the prostitution area whose represented by community figures, religious, youth, and women elements who declare over the functions and transfer of the perpetrator's profession in Gang Dolly and Jarak together under the auspices of the city government. The action is based on the Regional Regulation Number 7 The year 1999 issued by the Municipality Government of the Second Level Region of Surabaya which is a regulation on the prohibition of using the building or the place for immoral acts and the binding to perform immoral acts in Surabaya.

### **Stakeholder Collaboration in Policy Implementation**

The collaboration of stakeholders in the prevention of prostitution in Surabaya is illustrated in the following Figure 2.



**Figure 2 The role of stakeholder**

The following figure 2 the role of each stakeholder are:

***National Stakeholder/ Ministry of Social***

The Legal Basis of the Ministry of Social Affairs to prevent and overcome prostitution in Indonesia is the 1945 Constitution Article 31 on education, that every citizen is entitled to education; and in article 34 of the poor and abandoned children are maintained by the State. Then specifically in its implementation is followed up in the Law of the Republic of Indonesia Number 21 The year 2007 on the Eradication of

Trafficking in Persons, which can be charged with criminal penalties. The role of the Ministry of Social in preventing and managing prostitution in Dolly is a provider and assist the compensation fund for the closure of the Dolly prostitution area for prostitutes and pimps. The Ministry of Social Affairs provides funds for prostitutes and pimps who are repatriated to their respective areas of Rp 5.050.000, - with details of transportation costs of Rp 250,000, - and the rest for life insurance. Life insurance is divided into several parts including Rp 3,000,000, - for business capital and Rp 1,800,000, - for life insurance or equivalent to Rp 20.000, - per day for 3 months. This policy hopes that the workers will not return to work as prostitutes and pimps.

### ***Regional Stakeholder/Provincial Government***

The closure of all prostitution areas in Surabaya, including Dolly in accordance with the Decree of the Governor of East Java Number: 188/617/KPTS/013/2010, on the provincial action plan against the crime of trafficking and child sexual exploitation in the province of East Java 2010-2015. The role of regional stakeholders is similar to the role of national stakeholders. The provincial government provides 1.5 billion rupiahs to prostitutes and affected people in the prostitution area to compensate for the closure of the prostitution area.

### ***Local Stakeholder/City Government and other government offices***

Surabaya city government only served as executor of the policies made by the central government and forwarded by the provincial government. A few months before Dolly's prostitution, the city government has given spiritual and professional education and training for Dolly and pimps in Dolly, although not everyone is willing to attend. Because of the program, many former pimps and prostitutes are employed in government offices as staff, from the village office to the municipal office, after Dolly is closed.

Before closing, around the prostitution area stands grocery stores, clothing stores, stalls, street vendors, laundry, beauty salon, laundry workers, parking attendants, brokers as well as security guards or bodyguards, maids, karaoke, massages, motorcycle taxi drivers, and pedicabs. All as a means of an economic turnaround at Dolly. Many say that the velocity of money in this legendary red light district can reach billions of rupiahs. Some say 1 billion to 2 billion a day. Not including the amount of money coming into the local treasury from taxes whose value can also reach billions of rupiah. Now that it has been closed, the local community has lost a lot of livelihoods. Therefore the municipal government is responsible for empowering the community to keep earning a dignified living without exploiting women who are still underage. At the same time, the former homesteads of prostitution areas were purchased by the city government to be converted to function as SME centers, for example, shoes and batik SMEs whose workers are affected by communities around prostitution areas. Based on data collected by the Office of Building Management and Land Surabaya, there are eight locations that the local government will purchase. All are in the prostitution area. The total budget allocated to free the land reaches 50 billion rupiahs.

## **CONCLUSION**

Basically, the implementation of prostitution prevention and handling policies in Surabaya begins by closing all prostitution sites. This is because the location is the center where human trafficking activities and activities of buying and selling sex in every corner of the city. This location is a place where women



clearly become the center object of male exploitation, which the state, government, and society are supposed to accommodate by allowing the sex market to develop with all its effects. Therefore, the government should close all prostitution sites. With the closing of all prostitution sites, simultaneously all government and community apparatuses will collaborate and be used to supervise all sex market activities in all spots of the city so that, ultimately, prostitution can be prevented and overcome. Surabaya City Government managed to close all prostitution sites in the area and the last is Dolly who is known as an icon for decades in the city of Surabaya as the largest prostitution site in Southeast Asia as a foothold for the prevention and overcome prostitution simultaneously with the affected community empowerment to change professions that are not related to trafficking.

In essence, there are two types of stakeholders involved in the prevention and handling of prostitution i.e. the government and society. Both have a strong collaboration as a causal relationship in which it is full of interests. The state itself is a social structure created for protection and justice for society, whereas society has a spontaneously emerging social structure. This is because society created a culture that emerged as a result of the pattern of repeated human interaction. State collaboration with the community in overcoming prostitution will be a strong root because here will create a synergy together to always supervise and seek mutual solutions in preventing and handling the problem of prostitution, so that can be an example for other local governments in making prevention and handling policies of prostitution in their region.

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