

The Role of the Social Service in Protecting Child Victims of Sexual Violence in Magelang Regency

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Abstract

Sexual violence against children in Magelang Regency is persistent, and Law No 12 of 2022 on Sexual Violence Crimes places the handling, protection and recovery of victims on regional governments. In the regency these duties fall to a merged department, the Social, Population Control and Family Planning, Women's Empowerment and Child Protection Service, within which a technical unit for the protection of women and children was formed in 2025. This article examines how the Service protects child victims of sexual violence, how far its practice meets the statutory duties, and what obstructs it. It is normative-empirical legal research combining statutory analysis with one interview with a regency-level assistant of the Service and published reports, analysed descriptively and qualitatively. The Service offers reporting channels down to village level, a complaint procedure and rehabilitation by three regency assistants; it handled 11 child cases in 2023 and 16 in 2024. Measured against the statute, its intake and information duties are met, but trained assistance, protection from intimidation, responses to forced marriage of victims and written coordination with police and other agencies are not shown. The main obstacles are hidden offences and late disclosure, shame and stigma, marriage of victims to offenders and pressure from offenders' families. The article recommends assistant training, a coordination protocol, a budget line and a case-management system.



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Keywords

Children; Victims; Protection; Assistance; Violence; Magelang

Introduction

Sexual violence against children takes many forms and occurs in schools, in families and in the community. Offenders are not only strangers but also relatives, neighbours, schoolmates and teachers; studies of school settings identify educators, students and peers as offenders and trace the causes to individual, cultural, economic and media factors.¹ Children cannot protect themselves, the harm to their physical, mental and emotional development is lasting, and children who are abused may later abuse others, so that prevention has to begin early.² In law, a child is a person under 18 years of age, including one still in the womb,³ and a child who is the victim of a sexual crime is entitled to special protection, including social rehabilitation, psychosocial assistance until recovery, and protection and assistance at every stage of examination.⁴ Law No 12 of 2022 on Sexual Violence Crimes (the TPKS Law) now names sexual intercourse with a child, indecent acts against a child and sexual exploitation of a child as sexual violence crimes, alongside acts such as physical and non-physical sexual harassment and forced marriage,⁵ so this article uses the statutory term 'sexual violence' for all of them and 'sexual harassment' only for the specific offences that bear that name.

Reliable local figures are scarce. In Central Java, a press report counts 807 cases of sexual violence against children in 2021 and 746 in 2024, without naming its data source.⁶ For Magelang Regency, the figures commonly cited — 45, 51 and 50 cases of sexual violence for 2022 to 2024 — come from a women's organisation, Sahabat Perempuan, and count all sexual violence reported to it by women and girls, not child cases alone; of the 50 cases in 2024, 36 were sexual violence against children.⁷ The Service itself reports handling 11 cases of sexual violence against children in 2023 and 16 in 2024.⁸ The two series measure different things: reports received by one civil-society organisation, and cases assisted by the government service. Neither is a regency-wide total, and neither shows a trend on its own. Table 1 sets them out.

¹ Nafilatul Ain et al, "Analisis Diagnostik Fenomena Kekerasan Seksual di Sekolah" (2022) 7:2 *Jurnal Pendidikan Dasar dan Keguruan* 49, DOI: <10.47435/jpdk.v7i2.1318>.

² Nursariani Simatupang, "Kekerasan Seksual terhadap Anak dan Pencegahannya" (2022) 1:1 *Seminar Nasional Hukum, Sosial dan Ekonomi* 466.

³ Law No 35 of 2014 on the Amendment of Law No 23 of 2002 on Child Protection (Indonesia), art 1(1).

⁴ *Ibid*, art 69A.

⁵ Law No 12 of 2022 on Sexual Violence Crimes (Indonesia), art 4.

⁶ Fandy Gerungan, "746 Kasus Kekerasan Seksual terhadap Anak Terjadi pada Tahun 2024 di Jawa Tengah", *Manado Post* (16 June 2025), online: <<https://manadopost.jawapos.com/mpedia/286148982/746-kasus-kekerasan-seksual-terhadap-anak-terjadi-pada-tahun-2024-di-jawa-tengah>>.

⁷ Rofik Syarif Ghirinda Putra, "Terjadi 85 Kasus Kekerasan Perempuan di Kabupaten Magelang, 50 di Antaranya Kasus Kekerasan Seksual", *Radarmagelang* (11 December 2024), online: <<https://radarmagelang.jawapos.com/mungkid/685412922/terjadi-85-kasus-kekerasan-perempuan-di-kabupaten-magelang-50-di-antaranya-kasus-kekerasan-seksual>>.

⁸ Interview with a regency-level assistant (pendamping) of the Dinas Sosial, Pengendalian Penduduk dan Keluarga Berencana, Pemberdayaan Perempuan dan Perlindungan Anak of Magelang Regency, conducted by Niken Dwi Purnamasari (10 December 2025).

Table 1. Reported cases of sexual violence in Magelang Regency, 2022–2024

Year	All violence against women reported to Sahabat Perempuan	Of which sexual violence	Of which sexual violence against children	Child sexual violence cases handled by the Service
2022	75	45	not reported	not reported
2023	82	51	not reported	11
2024	85	50	36	16

Source: Sahabat Perempuan data as reported by Radar Magelang (11 December 2024); interview with an assistant of the Service (10 December 2025).

Why the Social Service? The TPKS Law requires integrated services for victims in the regions to be run by the department in charge of women's empowerment and child protection, and requires every province and regency to establish a technical unit for the protection of women and children (UPTD PPA) to handle, protect and assist the recovery of victims.⁹ Presidential Regulation No 55 of 2024 governs those units and places them in that department.¹⁰ In Magelang Regency the department is a merged one, the Dinas Sosial, Pengendalian Penduduk dan Keluarga Berencana, Pemberdayaan Perempuan dan Perlindungan Anak (Dinsos PPKB PPPA, here 'the Service'), organised under Regent's Regulation No 61 of 2021,¹¹ and the regency's UPTD PPA was formed within that same Service in February 2025, with the operational task of handling, protecting and assisting the recovery of victims, their families and witnesses.¹² The Service is therefore the body that carries the regency's statutory duty, and its assistants are the staff who meet child victims; it also acts under the Social Welfare Law as the provider of social rehabilitation.¹³

Earlier studies have examined comparable bodies elsewhere. A study of the merged social and child-protection service of Gunungkidul Regency examined its role in handling child victims of sexual violence and the obstacles it met, using a normative-empirical method,¹⁴ a study in Sleman Regency concluded that the legal protection of child victims there was not yet working optimally,¹⁵ and a study of the Central Java provincial UPTD PPA found that sexual violence cases are those that most need legal assistance because they cannot be settled by mediation.¹⁶ These

⁹ Law No 12 of 2022, *supra* note 5, art 76(1)–(2).

¹⁰ Presidential Regulation No 55 of 2024 on Regional Technical Implementation Units for the Protection of Women and Children (Indonesia).

¹¹ Magelang Regent Regulation No 61 of 2021 on the Position, Organisational Structure, Duties and Functions, and Work Procedures of the Dinas Sosial, Pengendalian Penduduk dan Keluarga Berencana, Pemberdayaan Perempuan dan Perlindungan Anak.

¹² Magelang Regent Regulation No 9 of 2025 on the Establishment, Position, Organisational Structure, Duties and Functions, and Work Procedures of Regional Technical Implementation Units in the Dinas Sosial, Pengendalian Penduduk dan Keluarga Berencana, Pemberdayaan Perempuan dan Perlindungan Anak (12 February 2025), arts 2(2)(b) and 8(1).

¹³ Law No 11 of 2009 on Social Welfare (Indonesia).

¹⁴ Ken Amisesa Bumi, *Peran Dinas Sosial, Pemberdayaan Perempuan dan Perlindungan Anak Kabupaten Gunungkidul dalam Penanganan Anak Korban Kekerasan Seksual* (Undergraduate thesis, Universitas Gadjah Mada, 2023).

¹⁵ Hesti Rahayu & Muhammad Zaki Mubarrak, "Perlindungan Anak Korban Kekerasan Seksual di Kabupaten Sleman berdasarkan Undang-Undang Nomor 35 Tahun 2014" (2025) 6:7 *Rewang Rencang: Jurnal Hukum Lex Generalis* 1.

¹⁶ Najna Ainis Mutiara et al, "Peran Pendampingan UPTD PPA Provinsi Jawa Tengah dalam Perlindungan dan Pemenuhan Hak Perempuan dan Anak" (2024) 7:2 *Lontar Merah*.

studies describe services; none measures a regency's practice against the specific duties of the TPKS Law. This article does so for Magelang Regency. It asks: (1) how does the Service protect child victims of sexual violence, and how far does its practice meet the duties set by the TPKS Law and its implementing regulations; and (2) what obstacles does it face, and how should they be addressed? Its purpose is to identify the gaps between the statute and practice and to propose specific measures for the regency.

Research Method

This is normative-empirical legal research of a descriptive and evaluative kind. The normative part uses a statutory approach to the Child Protection Law, the TPKS Law, the Marriage Law as amended in 2019, the Social Welfare Law, Presidential Regulation No 55 of 2024 and Magelang Regent's Regulations No 61 of 2021 and No 9 of 2025. The empirical part rests on one interview, held on 10 December 2025, with an officer of the Service who works as a regency-level assistant (*pendamping*) for child victims; the interview covered the Service's caseload, its assistance structure, its complaint procedure and the obstacles it meets. The informant is not named, and no child, family member or case file was consulted. Secondary materials are journal articles, theses and press reports on child sexual violence and on comparable services. The duties set by the statute were listed and compared, duty by duty, with the practice reported in the interview, and the obstacles reported were assessed against the relevant provisions. The analysis is qualitative. Because the practice is described by a single informant from the Service itself and was not checked against the UPTD PPA, the police, prosecutors, courts or documents, the empirical findings describe the Service's own account of its practice and are not a measurement of outcomes.¹⁷

Results and Discussion

The Role of the Service and the Duties of the TPKS Law

The TPKS Law gives every victim the right to handling, protection and recovery from the moment the offence occurs, and makes fulfilment of those rights a duty of the state, to be carried out according to the victim's condition and needs.¹⁸ Handling includes information on the whole process, legal services, psychological

¹⁷ Interview with an assistant, *supra* note 8.

¹⁸ Law No 12 of 2022, *supra* note 5, arts 66(1) and 67.

strengthening and health care;¹⁹ protection includes protection from threats or violence by the offender and others, and confidentiality of identity;²⁰ and recovery includes medical, mental and social rehabilitation, social empowerment, restitution and reintegration.²¹ The UPTD PPA is the regional instrument for these rights: it receives reports or reaches out to victims, informs them of their rights, facilitates health, psychological, psychosocial and social rehabilitation services, provides legal services, identifies needs for economic empowerment and temporary shelter, facilitates the needs of victims with disabilities, coordinates with other bodies and monitors the fulfilment of victims' rights by law enforcement during proceedings.²² Victims may be accompanied by an assistant at every stage of proceedings, and an assistant must be competent in handling victims with a human-rights and gender-sensitive perspective and must have been trained in handling sexual violence cases.²⁴ Regional governments must also train their service staff and coordinate regularly with other bodies, and the regent coordinates and monitors prevention and handling in the regency.²⁵

The Service's practice, as its assistant describes it, is organised in three tiers. At regency level, three assistants in the Service's office provide rehabilitation to victims; at sub-district level, a child-friendly assistant acts as coordinator in each of the 21 sub-districts; at village level there are more than 100 child-friendly assistants, in villages that have appointed one. A child or anyone else may report to the Service or to the nearest assistant. The applicant fills in a complaint form describing the case; an officer of the women's empowerment and child protection division reconstructs the chronology from the form and further information, decides what services are needed, and explains the service flow and the rights the applicant will receive. The Service handled 11 cases in 2023 and 16 in 2024, and regards the increase as a reason for more protection and outreach. When a child refuses assistance, the Service relies on monitoring through law enforcement officials and the sub-district and village assistants.²⁶ The informant described the services as resting on the principles of non-discrimination, the best interests of the child, the right to life and development, and respect for the child's views; the interview did

¹⁹ *Ibid.*, art 68.

²⁰ *Ibid.*, art 69.

²¹ *Ibid.*, art 70(1).

²² *Ibid.*, art 76(3).

²³ Presidential Regulation No 55 of 2024, *supra* note 10.

²⁴ Law No 12 of 2022, *supra* note 5, art 26.

²⁵ *Ibid.*, arts 81(1), 82 and 83(2).

²⁶ Interview with an assistant, *supra* note 8.

not show how these principles are applied in individual cases, for example whether a child is heard in a safe setting or whether the child's views shape the service plan. Measured against the statute, the reporting and information duties are met: reporting channels reach down to the villages and the applicant is told of the service flow and of his or her rights. The rest is not shown. Rehabilitation depends on three regency-level assistants, and the interview reported no psychologist, no legal-service arrangement and no temporary shelter. The sub-district and village assistants are a considerable network, but neither their appointment, their training nor their funding was documented, while the statute requires assistants who accompany victims to be trained in sexual violence cases.²⁷ Monitoring through law enforcement is not a substitute for the written cooperation with health facilities, police, prosecutors and courts that the statute envisages.²⁸ Table 2 summarises the comparison.

Table 2. Duties under the TPKS Law and the practice reported by the Service

Duty	Legal basis	Practice reported	Gap
Receive reports and reach out to victims	Arts 39, 76(3)(a)	Reports to the Service or to assistants at regency, sub-district and village level; complaint form	No data on time to response or on referral to police
Inform victims of their rights	Arts 68(a), 76(3)(b)	Officer explains the service flow and the applicant's rights	Largely met
Psychological, health and social rehabilitation	Arts 68, 70, 76(3)(c)–(e)	Rehabilitation by three regency-level assistants	No psychologist or health referral reported; small staff
Legal services and court accompaniment	Arts 26, 76(3)(f), (k)	Monitoring through law enforcement officials	No legal assistance or court accompaniment reported
Trained assistants	Arts 26(3), 81(1)	3 regency, 21 sub-district and over 100 village assistants	Appointment, training and funding not documented
Protection from threats; confidentiality	Art 69	Intimidation by offenders' families reported as an obstacle	No protective response reported
Coordination with other bodies	Arts 76(3)(j), 77, 82	Informal monitoring through police and local assistants	No written protocol or case-management system

Source: compiled from Law No 12 of 2022 and the interview with an assistant of the Service (10 December 2025).

Obstacles Faced by the Social Service

Studies of comparable services identify recurring obstacles: assistants and law enforcement officers without training in child trauma; weak coordination among social services, police, psychologists and other bodies; limited funds for rehabilitation, psychological assistance and long-term protection; poverty, weak parental supervision, stigma and fear of reporting; and difficulty in protecting the

²⁷ Law No 12 of 2022, *supra* note 5, art 26(3).

²⁸ *Ibid*, art 77.

identity of victims.²⁹ The Service reports obstacles of the same kind, and several of them are legal questions as well as social ones.

The first is proof. The informant reported that offences are committed in secret, that witnesses and evidence are scarce, and that children are slow to disclose.³⁰ The TPKS Law answers part of this difficulty: the testimony of a witness or victim is enough to prove guilt if it is accompanied by one other valid piece of evidence and the judge is convinced, and where testimony can only come from the victim its weight may be supported by other persons, experts and documentary evidence such as a psychologist's report.³¹ Proof is therefore less an obstacle of the law than of the record: an assistant who documents the child's account and secures early psychological and medical examination helps to supply the second piece of evidence.

The second is the marriage of a child victim to the offender, which the informant described as a practice by which parents hide family shame and which places the child under further pressure.³² This is not only a social problem. Forced marriage is a sexual violence crime, expressly including child marriage and the forced marriage of a victim to the rapist, punishable by up to nine years' imprisonment;³³ and the minimum age for marriage is 19 for both sexes, with a dispensation only from a court.³⁴ Nor may a sexual violence case be settled outside the courts, except where the offender is a child.³⁵ Civil-society data from the regency show the same pattern of victims and families choosing to settle with offenders because of stigma.³⁶ The interview did not report what the Service does when it learns of such a marriage or settlement, or whether any such case was handled; when it does learn of one, it should report it to the police and, where a dispensation is sought, inform the court of the child's status as a victim.

The third is social pressure. The informant reported that taboo makes serious acts seem less grave, that children fear blame and feel shame, that communities assume the parents failed to raise the child, and that victims are blamed for their clothing in a patriarchal culture. The informant also reported intimidation by offenders' families, including offers of property or position, and said that offenders often have

²⁹ Rahayu & Mubarrak, *supra* note 15.

³⁰ Interview with an assistant, *supra* note 8.

³¹ Law No 12 of 2022, *supra* note 5, art 25(1) and (3).

³² Interview with an assistant, *supra* note 8.

³³ Law No 12 of 2022, *supra* note 5, art 10.

³⁴ Law No 16 of 2019 on the Amendment of Law No 1 of 1974 on Marriage (Indonesia), art 7.

³⁵ Law No 12 of 2022, *supra* note 5, art 23.

³⁶ Putra, *supra* note 7.

higher social standing than victims, so that many victims prefer not to report.³⁷ These are one officer's observations, not findings across the caseload, but they point to a legal gap: the TPKS Law gives victims a right to protection from threats or violence by the offender and others,³⁸ and the police may grant temporary protection within 24 hours of a report and restrict the offender's movement.³⁹ The interview reported no use of these powers, and the Service's response to a refusal of assistance — monitoring through others — leaves the child without a responsible case worker.

Specific measures follow. The regency government should provide and record the training that the statute requires for its assistants, starting with the 21 sub-district coordinators.⁴⁰ The Service, through its UPTD PPA, should agree a written referral and coordination protocol with the police women's and children's unit, the prosecutor, the local hospitals and health centres and the courts, covering joint examination, psychological reports, temporary protection and court accompaniment.^{41,42} The regency budget should carry a separate line for therapy and psychosocial rehabilitation of child victims, and the Service should keep a case-management record of each child, from report to reintegration, which would also provide the regency-wide data that are missing today. Outreach to parents and village leaders should state plainly that marrying a child to the offender or settling the case privately is itself unlawful.⁴³

Comparison with Earlier Research

The findings fit earlier work and extend it. Like the study of the merged service in Gunungkidul,⁴⁴ this article finds that the regency service is the point where child victims meet the state, and that its work depends on a small professional staff supported by community assistants. The Sleman study's conclusion that protection was not yet working optimally⁴⁵ is consistent with the gaps found here in legal assistance, protection and coordination. The Central Java provincial study found that sexual violence cases require court proceedings and legal accompaniment because they cannot be mediated;⁴⁶ the Magelang evidence shows the pressure in

³⁷ Interview with an assistant, *supra* note 8.

³⁸ Law No 12 of 2022, *supra* note 5, art 69.

³⁹ *Ibid.*, art 42.

⁴⁰ *Ibid.*, arts 26(3) and 81(1).

⁴¹ *Ibid.*, art 77.

⁴² Magelang Regent Regulation No 9 of 2025, *supra* note 12.

⁴³ Law No 12 of 2022, *supra* note 5, arts 10 and 23.

⁴⁴ Bumi, *supra* note 14.

⁴⁵ Rahayu & Mubarrak, *supra* note 15.

⁴⁶ Mutiara et al, *supra* note 16.

the opposite direction, from families who settle privately or marry the child to the offender. The contribution of this article is to state these findings as a comparison, duty by duty, between the TPKS Law and one regency's practice, and to locate the regency's UPTD PPA within the merged Service.

Conclusion

The Magelang Regency Social Service is the body that carries the regency's duties under the TPKS Law, and since 2025 its UPTD PPA is the unit formally charged with handling, protecting and assisting the recovery of victims. In practice it offers a three-tier network of assistants and a clear complaint procedure, and it meets the duties of receiving reports and informing victims of their rights. It does not show the trained assistance, legal services, protection from intimidation and written coordination that the statute requires. Its caseload rose from 11 child cases in 2023 to 16 in 2024; the data do not show that its work has reduced cases. The most serious obstacles are the marriage of victims to offenders and private settlement, which are themselves unlawful, and intimidation by offenders' families; the difficulty of proof is in part answered by the TPKS Law's evidence rules. The regency should train and record its assistants, adopt a coordination protocol with the police, prosecutors, health services and courts, create a budget line for rehabilitation and keep a case-management record for each child. The study rests on one interview with an officer of the Service, without case files, outcome data or the views of victims, the UPTD PPA or other agencies; further research should examine case records and the experience of families, with appropriate ethical safeguards.

Ethics and Data Availability

The study involved one interview with an officer of the Magelang Regency Social Service about the Service's institutional practice. The officer took part voluntarily and is not named. No child victim, family member or case file was consulted, and the article contains no information that could identify any victim. The interview notes are held by the first author and are not publicly available in order to protect confidentiality; the legal materials and published sources are publicly available.

Use of Generative AI

Generative AI was used only to improve the language of this article (grammar, clarity and style). The authors reviewed the output and are responsible for the content of the article.

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