

Collaborative Governance in Tackling Prostitution in Pemalang Regency

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Abstract

This article is driven by the complexity of handling prostitution, from economic issues, conflicts of interest, poor communication coordination, to the absence of collaboration between stakeholders. This study aimed to analyze the implementation and obstacles of collaborative governance in dealing with prostitution in Pemalang Regency. A social-juridical research methodology through the combination of doctrinal-normative legal research and social as well as social science approaches was selected for this study, while data collection were obtained through focus group discussions and secondary data. The study results showed that the implementation of collaborative governance in handling prostitution in Pemalang Regency has not been optimal, with ineffective communication identified between stakeholders. In addition, the barriers to the collaborative process include conflicts of interest in the handling of prostitution issues that give rise to differing perceptions among the health service providers, security forces, and religious leaders; ineffective institutional design; and the reliance to the department in charge of handling public order. The lack of shared commitment to address prostitution issue in a planned and measurable manner in adherence to local regulations remains a challenge to be resolved.

Keywords: barriers, collaborative, handling, prostitution.

Abstrak

Artikel ini dilatarbelakangi masalah kompleksitas penanganan prostitusi, dari masalah ekonomi, konflik kepentingan, koordinasi komunikasi yang terhambat serta tidak ada kolaborasi antar stakeholder. Oleh karena itu artikel ini bertujuan menganalisis pelaksanaan dan hambatan tata kelola kolaboratif dalam menangani prostitusi di Kabupaten Pemalang. Metode penelitian ini menggunakan metodologi penelitian sosial-yuridis, dimana penelitian hukum doktrinal-normatif dipadukan dengan pendekatan ilmu sosial dan kemasyarakatan. pengumpulan data melalui Focus Group Discussion dan data sekunder. Hasil penelitian menunjukkan pelaksanaan tata Kelola kolaboratif dalam penanganan prostitusi di Kabupaten Pemalang tidak berjalan optimal, kurang efektif komunikasi antar stakeholder. Sedangkan penghambat proses kolaboratif adalah; konflik kepentingan dalam penanganan prostitusi yang menimbulkan persepsi berbeda antara Dinas Kesehatan, aparat keamanan dan tokoh agama; desain kelembagaan kurang efektif; masih menjadi tanggung jawab Kantor yang menangani ketertiban umum. Kurangnya komitmen bersama dalam menangani prostitusi secara, terencana, terukur dan sesuai dengan peraturan daerah yang implementatif.

Kata kunci: hambatan, kolaboratif, penanganan, prostitusi.

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Introduction

Prostitution is a social disease with a long history. Human life is governed by marital norms, and prostitution occurs as a deviation from the norms of marriage. The practice of prostitution is an act outside the generally accepted boundary in society, hence it is considered a social symptom that must be resolved so as not to present bad impacts to the community. In addition, prostitution is considered a crime and a deviation from norms that always look for different forms in practice (Chalid & Djanggih, 2021).

Prostitution is a form of crime that is difficult to deal with. The complexity of prostitution is driven by the root of the problem that is difficult to solve and addressed. Even though the root of the problem, the process, and the social implications it causes are well-known and can be anticipated, the problem of prostitution has never fully been resolved. The complexity of prostitution begins with the existence of prostitution disguised as a legitimate business for centuries. Prostitution services are still in great demand by people whose sexual needs are not met. The existence of prostitution is caused by the common need between service providers and momentary happiness seekers (Nurgiansah, 2020; Mahardika, 2020).

Prostitution is generally triggered by economic factors, lack of moral and spiritual knowledge, and lack of self-control among prostitutes. The large income generated from the prostitution industry also causes pimps and capital owners to continue to maintain the industry. Some prostitutes also feel pampered with the results from prostitution which can be obtained without the need of large capital.

Economic factors are difficult to decipher. Prostitution provides financial benefit for sex entrepreneurs and the involvement of various parties from the community makes the prostitution business, under various pretexts, an attractive tool to obtain economic benefits quickly and easily. Thus, prostitution has become part of business that continues to develop as the most profitable economic commodity, considering the unending availability (Mufrohim & Setiyono, 2021).

Apart from being an economic commodity, prostitution was born out of material aspirations, high cultural support, and poverty. Resources related to the basis of community economic development, such as knowledge, skills, and expertise are often overlooked. With a lack of skills, one is less able to compete for a job, coupled with the low absorption in employment sector that ultimately leaves many people to fail to find work and become unemployed. Unemployment means having no income, while money is required as a medium of exchange. For this reason, some people are willing to do anything to obtain money or anything that can be used to meet their needs and desires, including prostitution (Irwansyah, 2016).

Prostitution has become an incomplete theme and study to be separated from various aspects of the approach, both in policy, legal, cultural, and socio-political approaches. The complexity of this approach cannot simultaneously explain the root of the problem and the exact solution to solve the problem. The policy approach focuses on the aspects of how public issues are resolved appropriately from the agenda-setting, formulation, implementation, to the evaluation of the policies. Formally, policies are used as a reference for implementers to properly address prostitution issues, but often these policies are created without complete data.

A policy approach with an evidentiary policy is needed, namely the right data to formulate policies for handling prostitution, including clear study results so that policies can be formulated and executed according to the root of the problem. To date, studies on prostitution have not provided a complete database and perspective to formulate how prostitution can be handled properly. Likewise, with the legal approach, perpetrators, especially sex workers, and clients cannot be charged under criminal law. Consequently, the more complex problems that arise, sex workers and clients must be subjected to criminal law in the form of mandatory social work, rehabilitation, and provision of other working capital to sex workers so that they do not return to prostitution in the future (India & Sularto, 2019).

So far, prostitution is handled with a cultural approach based on the principle that society has values in a civilized society. Prostitution is considered an immoral act that not only violates cultural values but also considered behavior that is not in line with norms that exist in society. Another aspect of prostitution is a socio-cultural problem that has historically been a long-lasting cultural activity and behavior. It is not known why prostitution is found in every culture of society. Prostitution is opposed but has always existed in complex societies, thriving in segmented urban societies (Fadri, 2020). With a social and political approach, prostitution is considered a form of social inequality. This approach tends to be complex in exploring the root causes of aspects of social inequality, a force that always ignores public problems, even socially perceived as a form of gender inequality, where the power of patriarchy has always been the hegemony of women's gender (Benoit et al., 2019).

This article uses an approach from the aspect of handling prostitution in an area that involves various parties, including universities, business world, mass organizations and religious leaders, government, and media. This approach seeks to work with stakeholders to tackle prostitution with a collaborative governance process. The complexity and the threat of prostitution have implications for not only current but also future generations. Therefore, a way to deal with prostitution comprehensively needs to be formulated. The regional government as the forefront executor of the policy is deemed necessary to build its commitment through appropriate methods of financing to address prostitution issues by the demands of morality and law enforcement.

Pemalang Regency as one of the areas in the north coastal (Pantura) region cannot be separated from the problem of prostitution. The development of technology has encouraged the increasing number of prostitutes using social media, enabling online prostitution to penetrate society. Therefore, shared awareness that prostitution must be handled together is important. This awareness needs to be built through education and a comprehensive approach. In principle,

efforts to deal with prostitution are based on public awareness. Prostitution is not only the responsibility of local governments but also the collective responsibility of religious leaders, community leaders, and all elements of society.

The emergence of prostitution in Pemalang Regency is a common problem. One of the considered aspects is the impact of deadly diseases transmitted through prostitution, including HIV/AIDS. Based on the official data from Pemalang Regency, there were 73 HIV/AIDS cases in 2015, 126 and cases in 2016 and 64 cases in 2017. A total of 10 infectious diseases were recorded in 2016 and 9 cases in 2017. In addition, other social problems emerged, including violence against women, exploitation of women, the decline of morality, and the emergence of TKP due to prostitution business.

Research Problems

To date, the approaches and methods used in dealing with prostitution still use classical methods, namely through raids on prostitution sites, and unsustainable approaches. In addition, the issue of prostitution is only considered to be the responsibility of civil servants, while other local government organizations (OPD) do not feel interested in dealing with the problem. The problem of prostitution is a complex problem that must be solved together. Therefore, the issue of prostitution is a concern between the government, law enforcement, NGOs, tourism entrepreneurs, community leaders, and religious leaders, as well as the community. The relationships between actors are key in tackling prostitution in Pemalang Regency. The idea of building collaboration between stakeholders is still plagued by sectoral ego and the lack of coordination. As a result, the handling of the issue has been sporadic and poorly planned. Based on this, the research problem can be formulated as follows:

1. How is the implementation of collaborative governance in handling prostitution in Pemalang Regency?
2. What are the obstacles to collaborative governance in handling prostitution in the Pemalang Regency??

Research Methods

This research uses a socio-juridical or socio-legal research methodology, combining doctrinal-normative legal research with social and social science approaches. This research does not aim to mix legal issues with social issues, but aims to enrich the characteristics of legal science with the help of the social science. The legal basis for collaborative management of addressing prostitution issue is in accordance with Regional Regulation Number 12 of 2019 concerning the Prevention of Prostitution in Pemalang Regency. This research examines more comprehensively the governance and collaborative barriers to handling prostitution in Pemalang Regency, therefore a combination of socio-legal and

social approaches with deep analysis is required to map research problems appropriately (Creswell & Creswell, 2018). Data collection using focus group discussions (FGD) was organized three times with stakeholders from various elements, namely the health service department, pamong praja police unit, members of the regional people's representative council, police department, religious leaders, and community leaders. In addition, secondary data of this study were sourced from "Pemalang in 2018" publication issued by the Central Bureau of Statistics (*BPS*). Interactive analysis, data collection, data reduction, presentation, and explanation with predetermined research objectives were used in analyzing data in this study.

Discussion

The development and dynamics of society are increasingly complex, requiring the anticipation of regional governments as the autonomous regions mandated to provide services to their citizens. This is intended to improve general prosperity of residents without leaving local culture and values. Pemalang Regency is an area that continues to develop as a consequence of the dynamics of changing times, especially in social mobility, and tourism which has implications for the structure of the local community.

The dynamics of urban growth in the Pemalang Regency also need attention, along with various complexities of social problems, including the increasing number of prostitutes, the prevalence of pornography, the problem of porno-actions, and sexual violence. Clear and firm rules are needed to create a sense of comfort and peace in Pemalang Regency. Therefore, it begs the question: What kind of collaborative governance process can be analyzed as a form of handling prostitution properly?

Implementation of Collaborative Governance in Handling Prostitution

The implementation of collaborative governance in the prevention of prostitution is based on the sociological basis of the establishment of local regulations. In accordance with this, Regional Regulation Number 12 of 2019 concerning the Prevention of Prostitution has been established. The sociological basis is that prostitution is not a new problem in society. Prostitution itself is also often said to go hand in hand with the progress of the life of an area; it can also be said to be a lifestyle. From a historical point of view, prostitution can be traced to the time of the Javanese kingdom, where women had a feudal role at that time. In the kingdom era, the power of a king was very broad, ranging from forming laws to upholding justice, which had to be absolutely obeyed by all residents.

Prostitution is a sexual act with someone who is not their spouse, carried out in certain places, hotels, recreational areas, and others, where money is given after

sexual intercourse. Various problems and backgrounds make prostitution difficult to control and handle properly. Historically, psychological and cultural prostitution have a long history and continue to occur in the context of certain cultural cultures. However, various studies and research stated that the main problems are poverty and women's vulnerability. These problems were highlighted to be the root of the problem through various viewpoints of comprehensive approaches and policies in order to deal with prostitution properly (Atobauka, 2021).

One approach to tackling prostitution is zero prostitution, a populist policy chosen by the government at the central and local levels. At the central level, through the Ministry of Social Affairs, Indonesia's policy is "no prostitution." Likewise, regions, including Pemalang Regency, want prostitution policy that is appropriate to solve problems locally, although challenges emerge after the implementation of the prostitution policy. The sustainability of the policy still needs to be evaluated on how to facilitate the closure of prostitution sites, both from the aspect of perpetrators (prostitutes and pimps) and service users involved in prostitution activities.

Current policies to deal with prostitution often fail from the law enforcement, preventive, non-judicial, and representative aspects (Sagala et al., 2020). In addition, the handling of prostitution generally focuses on perpetrators, and service users are typically free from legal traps. As a result, the handling of the law is subjective and places women as service providers. Therefore, the law must be able to address more comprehensive issues that encompasses both perpetrators and users of prostitution services (Kusumawati & Rochaeti, 2019).

Similar observation was revealed by a study conducted by Yanto (2016), which stated that so far, not all perpetrators have been touched by the law, especially service users who do not receive the same treatment as other perpetrators. On the other hand, government assertiveness is urgently needed, especially to close locations that allow prostitution to flourish. With technological advances, online prostitution must be anticipated by the government and law enforcement officials.

Based on the evaluation, Pemalang Regency needs a prostitution handling policy that is sustainable in protecting the community. Based on the FGDs, observations and secondary data, the following problems persist:

- 1) The number of HIV AIDS sufferers in Pemalang Regency is increasing, with 438 HIV/AIDS cases recorded. The number of people living with HIV/AIDS, while decreasing, is recorded at 117 people. The number continues to increase by 555 from the beginning of 2019 until 2022. One of the high-risk community groups is people directly involved or indirectly related to prostitution, including prostitutes, clients, and wives of clients.

- 2) The raid approach is often unsuccessful due to leaked information, especially in the Pantura Comal Baru line area, Jatirejo Village, Ampelgading District as places of covert prostitution are hidden in legitimate businesses, especially dimly lit stalls selling food and soft drinks. The Department of Social Services, Population Control, Family Planning, Women's Empowerment, and Child Protection of Pemalang Regency focuses in the fight against prostitution with readiness and preparedness after prostitution raids. Proper handling through coaching, debriefing and continuous education is needed to ensure that the prostitutes do not return to offer their service after being raided by the pamong praja police. Economic aspect is generally the main concern of these prostitutes, therefore training is needed to enhance their skills to be able to continue living beyond their previous profession.
- 3) Coordination in handling prostitution have not been well established among the Pemalang Regency MUI, NGOs, community leaders, religious leaders, local government organizations (OPD), civil service police unit, and the police department. No coordinated strategic plan for handling prostitution is initiated and available. Pemalang regional government bodies interested in tackling prostitution are the Health Office, Social Services, as well as the department of Population Control, Family Planning, Women's Empowerment, and Child Protection. This is the second main task and function of local government organizations (OPD). The Health Office is responsible in handling and controlling HIV AIDS in Pemalang Regency.
- 4) The prostitution business presents economic benefit with a considerable turnover of approximately 1.6 million Rupiah per day. It is the reason why dimly lit stalls do business by providing venue to women in prostitution industry (<https://suryamalang.tribunnews.com/2021>).

Efforts to deal with prostitution in Pemalang Regency continue to be carried out, with various parties, including mass organizations, community leaders, the Indonesian Ulema Council (MUI), the police department, and youth leaders, although with obstacles. One of the challenges is the difficulty of OPD to map localization places in Pemalang Regency. Along the Pantura highway, prostitution thrives in roadside stalls that facilitate venue to prostitutes, in addition to entertainment venues, hotels, and massage parlors. In addition, technological developments also facilitate the rise in prostitution businesses that is difficult to detect.

Considering the challenges, various approaches have been taken by the government through various methods based on stakeholders as presented in Table 1 below.

Table 1. Method of prostitution handling approach in Pemalang Regency in 2021

Method	Purpose
Formation of a joint team for raids	A coordinated technical team for planned raids
Rehabilitation centers	Temporary shelters to provide training and education to sex workers
Business skills training	Training provided to sex workers to learn special skills that can be used after completion
Cultural and religious approaches	Awareness campaign by religious leaders and mass organizations on the dangers of prostitution and the importance of family harmony

Source: FGD and observation result in 2021.

Based on this approach, Pemalang Regency government is to carry out various preventive and direct measures, such as the closure of the Calam localization north of Pemalang Bus Station. In addition, the government anticipates the development of online prostitution which has been prevalent since 2016. This effort is a commitment from the Pemalang Regency government to a comprehensive prostitution prevention policy.

The success or failure of this policy is determined by the shared commitment of the various elements involved in tackling prostitution. Universities and academics formulate the right concept with the cultural roots of the people of Pemalang. The business sector must evaluate and ensure that businesses follow and uphold the positive values of society. Organizations of religious leaders serve as a reference for values to educate the public, while the government is the implementer with all its tools.

This means that stakeholders have the same opportunity to address the problem of prostitution through various appropriate ways and mechanisms. This initial condition is as social capital to jointly overcome the problem of prostitution and find the solutions. Mutual networking, commitment, and trust are the key and first steps for Pemalang Regency that is free from moral violations and community unrest due to uncontrolled prostitution.

Barriers to Collaborative Governance in Handling Prostitution

The collaborative governance approach is an effort to solve public problems by involving various parties, the government, community organizations, business leaders, the media, and universities. A collaboration depends on strong leadership; a clear vision in establishing cooperation, mutual needs between stakeholders, policy formulation and joint decision-making; the right strategy; and the benefits of cooperation (Roem & Fortunella, 2021). Collaborative governance also means the mechanism of cooperation between actors in overcoming public problems involving the distribution of authority, information sharing, access to resources, network structure and governance itself. The collaborative governance approach is also interpreted as a joint decision-making process that involves stakeholders with a common interest in a forum to solve common public problems based on a sense of concern and trust (Muta'al, 2022; Trisniati et al., 2022).

Meanwhile, obstacles to collaborative governance often arise due to community indifference or low participation rates, lack of communication between the government and citizens, and lack of trust and shared commitment to solving public problems (Erviati, 2018). Another study argues that collaborative governance is determined by the ability of networks between stakeholders in building communication to achieve common goals (Kusnadi, 2020). In addition, cultural factors and dominant community cultures are difficult, do not adapt to changes, and often cause conflicts of interest between stakeholders in realizing collaborative governance (Septiani et al., 2021). This is also emphasized in the study and adds to equalizing perceptions, visions, and strategies in the collaboration process. Social mapping is also needed on local culture and values that influence successful cooperation or collaboration involving many parties.

The barriers to handling prostitution include many factors, but the most dominant in the growth of prostitution are economic factors, lack of education, and the lack of strong religious values. The flip side of society's view of the life of hedonism increasingly encourages practical and quick thinking to obtain something without hard work and determination. This condition is coupled with technological advances that are not used for positive purposes. As a result, technology adds to the growth of prostitution through online or social media. As a result, prostitution is not only carried out traditionally but is also managed through modern networks, with many parties involved in the prostitution business (Novrians & Mailin, 2020).

In Pemalang Regency, prostitution is a common problem and often causes social impacts that need serious attention. In addition to social issues, issues related to health, education, and sustainable development are prevalent. Therefore, Pemalang Regency has conducted various evaluations related to pandoro (?) and inhibiting factors in handling prostitution. Examination includes

questions of: What is the root cause of prostitution? Is it an economic problem and how to address it? How to evaluate the lack of resource capacity of government officials and other agencies to coordinate and follow up in tackling prostitution? In addition, stakeholders involved in handling prostitution are still faced with sectoral egos, therefore there is a lack of community commitment and participation in dealing with prostitution in Pemalang Regency.

Based on the study results, observations, FGDs, and analysis of primary and secondary data with a collaborative governance approach, the obstacles of collaborative government are as follows:

The obstacles in handling prostitution starts from mapping actors or stakeholders in Pemalang Regency. Prostitution is a classic problem that has been dealt with for a long time but has never been completely resolved. On the other hand, culturally, the people of Pemalang Regency are religious communities that oppose prostitution (Berliandaldo et al., 2021). This not only disturbs the local community but threatens the development of younger generation, especially in the increasingly digital world. This necessitates actors involved in handling prostitution to work hard with structured and systematic institutions.

Based on this, the groups committed to handling prostitution in Pemalang Regency can be identified as parties who have a commitment and a sense of concern to overcome social problems that have never been resolved.

Table 2 Stakeholders involved in handling prostitution in Pemalang Regency

No	Stakeholder	Roles and Interests
1.	Pemalang Regency House of Representative (<i>DPRD</i>)	Formulating regional regulations and supervising the effectiveness of the implementation of Regional Regulation No. 12 of 2019
2.	Health Office	Mapping and performing data collection and measures in the prevention of infectious diseases, such as HIV/AIDS
3.	Social Services and Women's Empowerment	Providing social protection and social impacts to women involved in prostitution
4.	CEOs/NGOs	Consisting of MUI, NGOs, Linduaji Community Organization, involved in the prevention of the spread of prostitution
5.	Pamong Praja Police Unit	Ensuring the enforcement of bylaw No. 12 of 2019
6.	Police	Assisting Pamong Praja Police Unit in enforcing local regulations and

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|-----------------|--|
| 7. Universities | processing criminal violations of prostitution activities |
| | Academic institutions participating in the process of problem mapping, academic manuscripts preparation, and formulation of Regional Rules No. 12 of 2019 are the Faculty of Law and the Faculty of Social and Political Sciences of Jenderal Soedirman University |

Source: Interview results and Secondary Data processed in 2021

The mapping of these stakeholders is important to understand the extent of commitment and perceptions in handling prostitution in Pemalang Regency. It is also necessary to look at how the work structure is carried out. In addition, the singular vision must be constructed not with intricate communication patterns. This is important since the enforcement of local regulations has been implemented through warnings and raids, but there is no ongoing effort to deal with more integrated problems.

The next step in the process of tackling prostitution through a collaborative governance approach is through mapping the obstacles that need to be anticipated. The obstacles of collaborative efforts identified in the study are as follows:

First, conflicts of interest between stakeholders. According to the results of the FGDs, conflicts of interest are experienced by business sector. The presence of prostitution areas or nightclubs along the north coastal highway encourages economic growth and promising businesses, ranging from restaurants, karaoke parlors, and other entertainment venues. In addition to the cheap costs and rates of sex workers, who typically charge between 100-300 thousand Rupiah, various parties have benefitted from the business establishment, including Jasmine hotels and nightlife venues that take advantage of the prostitution. The exact daily turnover is unknown, but the localization of Calam is a favorite place among users of this service. Economic opportunities are certainly a special concern in overcoming the problem of prostitution in Pemalang Regency.

Another conflict of interest revealed in the FGD was between the Health Office and religious leaders. The Health Office maintained that the presence localization has enabled them to understand certain important data such as the number of prostitutes and that people infected with HIV/AIDS can be monitored. The Health Office can monitor the movement of prostitutes and their implications compared to independent or online prostitution. HIV/AIDS as well as other infectious diseases can be localized with clear data.

On the other hand, the view of religious and community leaders, which in this case include MUI, Linduaji organization, and housewives, is that prostitution for any reason must be eradicated for violating religious teachings and threatening family life. Zero prostitution is the priority and view of religious leaders regardless of the consequences and impact after the closure of localization. These different perspectives must have a common ground between the various parties in properly dealing with prostitution.

Perceptions and collective commitments are often faced with unresolved problems in collaboration efforts. Setiawati et al. (2022) stated that conflict in handling prostitution is a problem that interferes with the collaboration process. Stakeholders depart from their mindset and do not think about other parties. Even though similar interests are shared, it complicates the effort to build collective synergy in handling prostitution. In addition, community also has its values, which are occasionally ignored, while local governments are faced with certain targets in their activities, which subsequently result in poor interactions among stakeholders.

The presence of the government in the handling of prostitution is often seen as a depoliticization of the state's presence in problems faced by the public. This also causes difficulties in the interactions between stakeholders. The public considers it the government's obligation to protect sexual workers and the community. The government focuses on data collection and well-localized infectious diseases, while the public interpret it as the lack of responsiveness by the local government, resulting in the violence by the public. As a result, additional problems arise (González & Garrido, 2022).

The conflict between stakeholders needs to be solved to build a common awareness, and that the involved parties must share similar emotions, interests, and concerns. It means the best path, and the right solution based on a shared perspective. Pemalang Regency is a city passed by the north coastal highway, which is known for its heavy traffic. This is where prostitution started and grows into its current shape. Therefore, thinking about the solutions is a priority compared to conflicts that do not solve the problems.

Second, the parties or institutions most responsible for dealing with prostitution in Pemalang Regency still needs to be addressed. To date, Pamong Praja Police Unit, as an institution responsible for controlling prostitution-handling actions, cannot work alone. They require cooperation with the police, judiciary bodies, the public, rehabilitation centers, health offices, and other institutions in handling prostitution. These institutions must be committed to addressing the problem of prostitution in Pemalang Regency. In addition, the media, including newspapers and other media outlets are very important in

supporting the successful handling of prostitution as an educational and awareness medium.

To date, the identified roots of prostitution include low education, marital problems, broken homes, and other social problems. Consequently, an approach from various aspects is needed, including the intense involvement of religious leaders, mass organizations, or NGOs in empowering women for their important role in carrying out educational functions on gender equality. The prostitution agency is not only a formality, but is functionally capable of contributing to successful handling of prostitution.

According to the study by Persiliya et al. (2020), the ability to handle prostitution is determined by institutional capacity, communication, and the role of institutions in handling prostitution. In efforts to empower sex workers (PSK), communication skills are crucial, including interpersonal communication skills to invite former prostitutes to act according to the direction of their companions. Similarly, the local government organizations (OPDs) involved need institutional capabilities to be easily accepted by interested parties as state-presence entities capable of providing solutions, rather than creating new problems with project and target activities.

Third, leadership that can take decisive action in tackling prostitution. Closing localizations is the commitment of regional leaders. Surabaya, Jakarta, Semarang, and several cities in Indonesia have successfully closed localizations, with strong and innovative leadership. However, Calam localization in Pematang is not officially a localization site, although it continues to evolve. The decision to close or keep the site open always changes. Local regulations have been issued as the legal basis for prosecuting the issue of prostitution, but there are no concrete steps in tackling prostitution.

What is currently needed by various parties is a leader who is brave and innovative in overcoming all problems. At the local level, the leaders are the governors and regents/mayors who can provide breakthroughs in addressing the problems. Prostitution is a major problem since it is related to the sustainability of people's lives, especially family bonds. Therefore, reliable skills are needed by the leaders. First is the ability to communicate to build collaboration between parties who have interests and commitments to solve public problems. Second is the ability to communicate to solve problems, and negotiate to produce the best decisions. Third is the ability to analyze risks or embrace plurality in risk management, namely predicting risks that may occur, while fourth is the ability to be responsible to the public in addressing the issue. The public manager must have public responsibility for the mandate of the position. A leader must explain to the

public if a problem must be resolved properly. The fifth ability is the ability of a public manager who can analyze all errors for future improvement.

This leadership obstacle is the key to solving public problems. The issue of prostitution requires strong leaders who can act and take risks. An interesting example is a city of Surabaya with its ability and willpower to overcome and handle a fairly historic localization in Surabaya, namely Dolly's localization.

Pemalang is on the path of heavy traffic, likely became a stopover city and a promising place for the prostitution business. This is the challenge for local leaders in tackling the problem of prostitution not only sporadically but overcoming prostitution by solving its various causes.

Learning from the Successful Handling of Prostitution

The above obstacles in the collaborative governance require strategic steps, especially from the aspect of starting conditions, namely the process to analyze whether there is an asymmetric gap in power, resources or knowledge among the various collaborating parties. This includes whether there is a history that supports or hinders collaboration. If there is an extremely wide gap, the initial conditions for carrying out the collaboration process will not run optimally. This is important to minimize obstacles in the collaborative governance of prostitution management in Pemalang Regency.

To date, the handling of prostitution has only relied on rehabilitation without an in-depth evaluation of how rehabilitation can proceed, especially after the sex workers (*PSK*) leave their profession. The study conducted by Rusyidi and Norway (2019) stated that the rehabilitation process must be supported by kismet (?) and the ability of local governments to manage rehabilitation sites, which are not only easily accessible but able to provide the best service as a counseling institution and intensive assistance. It is necessary to build a rehabilitation site that is safe, comfortable, and supported by adequate human resource capacity.

This is in line with studies from Laily and Aulia (2016) in that the handling of prostitution is in the same direction as preventive actions and mentoring efforts, in accordance to the subjects involved, namely sex workers (*PSK*), pimps, the public, business leaders, prostitution observers, local government organizations, and the police. The sustainability efforts need to be continued with education and welfare improvement. The problem of prostitution is likely to be difficult to be completely eradicated, therefore hard work and better policy design to address the issue needs to equally continue.

Similarly, the legal approach in handling prostitution has various breakthroughs as indicated by the study conducted by Anindia and Sularto (2019) in that the criminal law approach in Indonesia is still limited to sex workers and

the pimps, while service users are not criminalized. In addition, rehabilitation is only intended for temporary skills, but not directed as a form of social punishment.

From various studies and the handling of prostitution in various places, such as Dolly in Surabaya, a collective commitment is developed by paying attention to the needs of the community. In addition, the branding that a localization site is no longer a negative place, but a pleasant place that gives hope to its residents is important. A shared venue transforms the mindset by thinking positively to develop and become part of a society that is valued and lived normally (Amalia, 2018).

This study encourages the construction of prostitution management in Pemalang Regency based on a collaborative governance approach with innovation, replication, and modification. Local governments, especially Pamong Praja Police Unit, are not only on the frontline, but various interested parties have begun to build collective committees as a start to build mutual trust. Collective commitment is the foundation for public engagement process on social issues and is directly involved in the decision-making and implementation processes.

What needs to be addressed are public facilities intended for post-prostitution purposes and the importance of building an economy for former sex workers, pimps, and other people in the prostitution business. For the community, awareness campaign, education, and awareness are needed to help restore former sex workers psychologically and socially so that they can be part of the society and equipped with skills in economic activities. Other aspects that need to be carried out are as follows:

1. Empowerment of former sex workers through labor-intensive programs and job training in a job training center. In addition to training, the need to develop marketing skills and tools is the main condition for success and sustainability in job training.
2. Infrastructure and public facility revamp as part of services to residents of Pemalang Regency. Improvement of public facilities is needed as a basic service, which in this case includes a park shelter for a period of rehabilitation, education, and continuous training.
3. Sustainable human resources development and attention to bureaucratic welfare in overcoming community diseases. This is important, considering that the social problems of sex workers are generally complex and have broad dimensions.
4. Development of the creative economy for youth in developing their potential and talents. This is necessary to avoid the younger generation from associations that lead to being trapped in prostitution.

5. Collaboration with universities and boarding schools in creating a model in handling social diseases through Islamic boarding school education or job training centers with tourism businesses in rural areas.

A collaborative governance approach is popular amid the governance paradigm. The government is no longer central to the implementation of public problem-solving. However, it is not always the case that the government is not present in the handling of prostitution. This problem is an entry point to measure the success of economic development that brings prosperity to the community. The better the economic development, the better the social dynamics will be. However, the change of mindset to a morally upright society and the maintenance of harmony are more important. Therefore various efforts to handle prostitution are a form of responsibility from local governments and other stakeholders to care about the social problem of prostitution as a common problem that must be solved collectively.

Conclusion

The implementation of collaborative governance in handling prostitution through a collaborative governance approach demands prerequisites to build collective commitment between stakeholders so that they cannot be separated from their role in handling prostitution. It is necessary to understand each other's shared vision for overcoming the problem of prostitution with a humanist and correct problem-solving approach. This is not easy since the problem of prostitution is a classic problem that is difficult to solve in a planned, systematic manner. The implementation of collaborative governance is formal and procedural, and the intention of joint participation in the management of prostitution is less than optimal. This is not in line with the purpose of Regional Regulation No. 12 of 2019 concerning the Prevention of Prostitution in Pemalang Regency which prioritizes collaboration.

Obstacles in the collaborative governance process include a conflict of interest between the health office, law enforcement, and religious leaders. The second obstacle is institutional and organizational capacity, as well as a lack of mutual awareness that causes distrust between stakeholders in solving the problem of prostitution. The collaboration process is simply a formality that is not in the spirit of trust and interdependence. The third obstacle leadership that is not brave to take risks and necessary actions.

Ultimately, the solution to tackling prostitution is to learn from various local governments in addressing the problem, especially how the Surabaya government is successful in addressing Dolly's localization through shared commitment and togetherness with the mindset of the target group to become a better and normal society.

Sugestion

This research on collaborative governance approach in handling prostitution found that collaboration does not always guarantee the achievement of the goal of solving all public problems. It is, therefore necessary to examine more deeply the mindset of achieving collective commitment not only in formal and bureaucratic approach but through a natural process in preventing the violations of society values such as the practice of prostitution.

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