

Partnership of United State Agency for International Development and Transvestite Union of Surabaya City in the fight against HIV-AIDS 2014-2016

United State Agency for International Development Partnership and the Surabaya City Transvestite Association in the fight against HIV-AIDS 2014-2016

Purnama Pangaribuan[✉] & Adiasri Putri Purbantina

Department of International Relations, Faculty of Social and Political Sciences,
East Java “Veterans” National Development University
Surabaya, 60294, East Java Province, Indonesia
e-mail of corresponding author: purmapang@gmail.com

Abstract

The HIV/AIDS epidemic in the city of Surabaya is a concern for the community, especially for transvestite in the city of Surabaya. In 2015, there were 933 HIV/AIDS cases recorded. The purpose of this research is to analyze the role of NGOs with local communities in tackling HIV-AIDS and how to access health care for transvestite in their environment. This study uses qualitative analysis methods through literature analysis and in-depth interviews with several representatives from the Surabaya City Transvestite Association (Perwakos). The results of the study show that the widespread stigma against homosexuality in society makes transwomen or transvestite groups experience significant obstacles, especially in obtaining quality health care and services. In addition, the lack of access to the necessary health services is one of the obstacles faced by transvestite groups, even though access to HIV-AIDS treatment for transvestite groups is very much needed. This can be overcome through treatment programs, counseling on the dangers of HIV-AIDS and multi-sectoral coordination between Perwakos, USAID and community groups. Cooperation with various parties is expected in advancing shared health priorities. This includes supporting the vision of the Government of Indonesia in realizing an effective and efficient national health service program.

Keywords: HIV/AIDS; Perwakos; Transvestite; USAID

Abstrak

Wabah HIV/AIDS di Kota Surabaya menjadi perhatian masyarakat khususnya waria di Kota Surabaya. Pada tahun 2015 tercatat 933 kasus HIV/AIDS. Tujuan dari penelitian ini adalah untuk menganalisis peran LSM dengan masyarakat lokal dalam penanggulangan HIV-AIDS dan bagaimana mengakses pelayanan kesehatan bagi waria di lingkungannya. Penelitian ini menggunakan metode analisis kualitatif melalui analisis literatur dan wawancara mendalam dengan beberapa perwakilan dari Persatuan Waria Kota Surabaya (Perwakos). Hasil penelitian menunjukkan bahwa meluasnya stigma terhadap homoseksualitas di masyarakat membuat waria atau kelompok waria mengalami hambatan yang cukup berarti, terutama dalam memperoleh pelayanan dan pelayanan kesehatan yang berkualitas. Selain itu, minimnya akses terhadap pelayanan kesehatan yang diperlukan menjadi salah satu kendala yang dihadapi oleh kelompok waria, padahal akses pengobatan HIV-AIDS bagi kelompok waria sangat dibutuhkan. Hal ini dapat diatasi melalui program pengobatan, penyuluhan tentang bahaya HIV-AIDS dan koordinasi multi sektoral antara Perwakos, USAID dan kelompok masyarakat. Kerjasama dengan berbagai pihak diharapkan dalam memajukan prioritas kesehatan bersama. Termasuk mendukung visi Pemerintah Indonesia dalam mewujudkan program pelayanan kesehatan nasional yang efektif dan efisien.

Kata kunci: HIV/AIDS; Perwakos; waria; USAID

Introduction

In this era of globalization, low politics issues find their momentum. Gender issues are now getting a wider space in global political discussions. Gender issues as one of the crucial elements in development issues often involve the role of international organizations, especially in developing countries which often do not give priority to the rights of the marginalized, especially the community. The definition

of gender itself is still underestimated because it is still limited to the construction of men and women. In fact, changes in women and men can change based on time, place, teachings, ideology and other factors (Marwah 2020). Gender discourse in international relations can be seen more broadly from the political, social, cultural, legal, etc. sectors. So at this point, Gender actors in international relations are not only state actors, but individuals or community groups. By shifting or increasing gender actors in international relations, so that it is not only a matter of men or women, but also develops into the phenomenon of Lesbian, Gay, Bisexual and Transsexual (LGBT) (MoWECF 2013).

In Indonesian law, gender classification is binary, i.e. male or female. As a result, the policy for handling health services relatively does not recognize the existence of the transvestite LGBT community. Literally, transvestite men are known as transvestite, which stands for women and men. This term is often associated with “effeminate” (Winarno 2004). This study uses the term transvestite in this study. Theodorson (1979) stated that minority groups more often get discriminatory and prejudiced treatment from most of the community.

The transvestite group is one of the many groups that are considered a minority in Indonesia. In almost every region in Indonesia, transvestite groups rarely receive acceptance and do not get the rights that people in general should have. In addition, transvestite groups are often discriminated against, as reported in Kompas.com “Services for PLWHA, Transvestite Reject Discrimination” is an example of negative stigma and violence because transvestite’s physical appearance is more obvious than the LGBT group. This misalignment of body and behavior makes transvestite considered strange by the environment and society (Wadrianto 2011). Although in the global realm, the rights of minorities have begun to gain recognition, the same thing has not yet been found in Indonesia.

In the international world, there is one form of global action that focuses on efforts to increase the capacity of health care policies, namely the Global Health Initiative (GHI). GHI seeks to provide assistance to developing countries that face health problems, especially priority diseases, one of which is HIV-AIDS. Handling HIV-AIDS is one of the global actions that is urgently needed because HIV-AIDS is considered endemic and shows the increasing vulnerability of health conditions in a country (public health risks & threats). The threat of an endemic or disease knows no other country’s borders. Especially in developing countries like Indonesia. The main challenge regarding national health issues today is the unequal access and health services for the community.

There is a previous study by Maharani (2018) explaining that stamping people with HIV-AIDS is common. Giving this stamp creates discrimination against sufferers. Loss of rights in advocacy and health services. Previous research used the theory of symbolic interaction and the theory of social paranoia and analyzed the study of people living with HIV-AIDS who were isolated in their neighborhood. HIV-AIDS sufferers studied were given a negative label that caused discrimination such as exclusion, rejection and avoidance. This study discusses the things experienced by transvestite, the negative stigma of being a transvestite and HIV-AIDS sufferers makes it difficult for transvestite to get advocacy rights and health services. There is a study by Mukarromah and Listyani (2013) which explains that the social construction of transvestite people living with HIV-AIDS makes transvestite people aware of the dangers and adverse effects on their health (objectification). That’s the basis that makes transvestite feel afraid of the HIV-AIDS epidemic, but experience problems in treatment because of the stigma given by the community. This study also explains that transvestite are aware of the dangers of HIV-AIDS, but the rights to health services received by transvestite are still inadequate. but experiencing problems in treatment because of the stigma given by the community. This study also explains that transvestite are aware of the dangers of HIV-AIDS, but the rights to health services received by transvestite are still inadequate. but experiencing problems in treatment because of the stigma given by the community. This study also explains that transvestite are aware of the dangers of HIV-AIDS, but the rights to health services received by transvestite are still inadequate.

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The problems explored in this study relate to the role of NGOs and local communities in tackling HIV-AIDS and how to access health care for transvestite in their environment. The purpose of this problem is to understand and seek information about the role of USAID's partnership with Perwakos in dealing with HIV-AIDS, related to the role of NGOs and local communities and the impact of USAID's partnership with Perwakos. In addition, it is also expected to know how to get access to health services for transvestite in their environment.

The United State Agency for International Development (USAID) is a cooperation partner from abroad in the form of a donor agency for the success of GHI in Indonesia. USAID acts as an international organization that provides donor grants to local communities. The role of the local community is considered to be the success of GHI, one of which is the effort to provide health services in Indonesia. The Surabaya City Transvestite Association (Perwakos), which is a local community, is considered to have the potential to be a means and assistance in efforts to build cooperation in handling global health security and placing health issues as a health priority that prioritizes health actions in critical handling and policy reconstruction.

In the USAID agenda, it focuses on the Global Humanitarian Agency's activity called Quick Response Action (ACT) to strengthen the involvement of global citizens in Indonesia. The agenda shows that the ACT Global Humanitarian Agency acts actively to facilitate Indonesian citizens in actualizing global citizen involvement through (1) providing knowledge about the latest global humanitarian issues; (2) creating public space on social media to discuss humanitarian issues, (3) philanthropic activities; and (4) global voluntarism. This humanitarian activity positions the ACT Global Humanitarian Institute as a civic community that is not only able to strengthen global civic engagement, but is also able to build transnational networks, and as an innovator of alternative models of community development based on global solidarity (Agus et al. 2020).

The widespread stigma against homosexuality in society makes transvestite or transvestite groups experience significant obstacles, especially in obtaining quality health care and services. The negative stigma from society makes gender variations in health services neglected. Cut off access to health services needed is one of the obstacles faced by transvestite groups, even though access to HIV-AIDS treatment for transvestite groups is very much needed. This problem has become the focus of attention and attention of USAID, so that in 2014 USAID provided special assistance aimed at the Transvestite group in the city of Surabaya. This is in line with the number of Sexually Transmitted Infections (STIs) which continue to increase and tend to increase also in Indonesia, especially in the city of Surabaya (Saputra & Niswah 2018).

Every year in Indonesia, information and resources about the health and well-being of Transwomen in Indonesia are always associated with sexually transmitted diseases (STDs) and the spread of the HIV virus. Meanwhile, the majority of sexual and reproductive health services are shown to heterosexual people. Meanwhile, transvestite groups need counseling services and attention to psychosexual problems and health welfare, as well as the need for information and support for trans women groups. In general, the health problems faced by trans women are related to hormone therapy, the lack of condom assistance by the government and the need to broaden and improve health knowledge through health workers to be more sensitive to the health problems of the LGBT group (USAID 2014).

Transvestites are one of the high risk groups (risk) for contracting STIs (sexually transmitted infections) and HIV. The prevalence of STIs in trans women is still high, this is because the use of condoms is still low and this triggers the occurrence of STIs in groups who often change partners, this is also triggered by a low level of knowledge about prevention. Surabaya, is one of the cities with a fairly high mobility and number of transvestite people, this is supported by quite a number of localization places so that the spread of STIs is quite high. According to the AIDS Commission (KPA) in 2014, the number of transvestite in Surabaya reached 293 people, who resided in several areas of Surabaya, namely Pacar Kembang, Gang Dolly, Tambak Asri, Moroseneng,

Historically, transvestite groups and the HIV-AIDS polemic in Surabaya have had several records and agendas of struggle. Surabaya itself noted that since 1991 it has held the first International AIDS Candlelight Memorial held in Indonesia. This event is known as the Night of Tirakatan in Remembrance of AIDS Victims, by the Lesbian & Gay Nusantara Working Group (Now Gaya Nusantara), with assistance from the Surabaya Municipality of Transvestite Association (Perwakos). Until the event took place, the number of HIV-AIDS sufferers who infected the Transwomen group in Surabaya continued to increase every year. Understanding health services and health itself is very crucial. Therefore,

Previous research by Saputra and Niswah (2015) explained that the HIV/AIDS prevention process carried out by KPA, until now, the lack of public knowledge about HIV/AIDS causes fear or concern in getting checked out. In addition, another problem is the lack of rehabilitation space provided by the government in developing self-potential for PLWHA to restore their life status both economically and socially. This study discusses the obstacles faced by transvestite in tackling HIV/AIDS in the city of Surabaya and also to find out what are the shortcomings as well as obstacles in these efforts. There is a study by Fritantus and Rukminingsih (2015), who stated that another factor in the spread of HIV and AIDS, which came from the mindset and attitude of the community that gave discriminatory treatment to people with HIV and AIDS which then caused a stigma in some communities that seeing people with HIV and AIDS (PLWHA) were people with immoral and unscrupulous behavior. responsible. This statement strengthens the argument in this study.

USAID's partnership is not only limited to the Government, but extends to business groups, private parties, health service providers, security organizations, individuals to local organizations in every part of Indonesia. Cooperation with various parties is expected in advancing shared health priorities. This includes supporting the vision of the Government of Indonesia in realizing an effective and efficient national health service program. USAID strengthens Indonesia's ability to plan, finance and implement priority public health initiatives; improve implementation of international health care standards; improve the supply and quality of existing medicines; and ensuring an affordable health insurance system (as shown in Figure 1).



Figure 1. People live with HIV/AIDS
Source: UNAIDS (nd)

HIV/AIDS with more than 670,000 people infected, Indonesia faces a growing HIV epidemic. Indonesians who are most vulnerable are disproportionately affected by this epidemic, such as in the province of Papua, where the transmission rate is 15 times higher than the national average. USAID programs strengthen Indonesia's efforts to get more people to protect themselves against HIV infection

and expand the availability of HIV testing and treatment. USAID is also working with the Ministry of Health in developing a national strategy to promote the achievement of UNAIDS targets 90-90-90. USAID is also supporting local organizations to expand the reach of HIV and AIDS health services so that more people receive the prevention, care and treatment they need (Kapilashrami & Mc Pake, 2013)

In the 90-90-90 program, UNAIDS formulates a strategy for dealing with HIV-AIDS as follows: (1). 90% of the entire community knows the HIV-AIDS emergency condition and knows the HIV-AIDS status of each individual based on medical tests, (2). 90% of all people diagnosed with the HIV virus must have undergone medical tests and received antiretroviral treatment and HIV-AIDS therapy, (3). 90% of people who have HIV-AIDS and are on antiretroviral treatment and therapy will be monitored and have suppression of the HIV-AIDS virus.

It is hoped that this 90-90-90 program can help Indonesia find out how many people are infected with the HIV-AIDS virus and can immediately get health services in accordance with health service recommendations. When the number of people living with HIV-AIDS can be detected and known, then the discourse on overcoming HIV-AIDS in Indonesia can be immediately suppressed and reduce mortality through HIV-AIDS treatment and therapy (UNAIDS n.d)

The health policies in Indonesia that have been prepared and implemented are still far from considering the condition of the vulnerability of the transvestite LGBT community, which is relatively different from the health conditions of the general public. However, broadly speaking, health policy making in Indonesia has not yet addressed the issue of LGBT Transwomen as a priority issue (Padmiati et al. 2011). Issues and advocacy activities to promote opportunities for access to health services, especially for lesbian, gay, bisexual and transvestite (LGBT) are raised in the media coverage. Reactions to the news and policies varied, some were for and against.

Research Method

This research article was carried out through a qualitative method using in-depth interview guidelines that specifically answered the research objectives and found out in depth about the problems faced by trans women in the city of Surabaya, but still needed secondary data and literature review. The descriptive qualitative method uses data in the form of expressions, both words and sentences that describe a situation under study in order to systematically and accurately describe facts and events (Lamont 2015). That way, this study will answer the questions listed in the problem formulation by describing the events that have occurred and are documented in the problems that will be the topics to be discussed.

The theory of the norm of life cycle is then matched with the preferences in this study and the meaning given to the analyzed empirical phenomena. Seeing the context of the issue of equality of transvestite groups to get better health services based on the relationship between USAID as an international grant donor agency and Perwakos as a local community. Norm Life Cycle, this article will give meaning to the concept of norms according to the context of the problem raised. Norms are defined as the basis of values that are constructed with a specific purpose. Norms are used to make demands, get support, justify actions, take responsibility, and judge the praiseworthy or reprehensible character of an action. In his article,

USAID as an international donor agency is considered a forum that is able to support Perwakos to tackle HIV-AIDS in the city of Surabaya. In order to be consistent in carrying out its responsibilities as an international grant donor agency, USAID has established an organizational platform or international scale program as a forum to spread democratic norms, as for the organization platform or international scale program such as the Global Health Initiative. These organizations are mandated to achieve human rights welfare discourse, one of which is to support the right to health services for transvestite groups in the city of Surabaya (USAID 2016).

This interview and research was conducted in one area of the city of Surabaya, namely the Girlfriend area which is used as an office or a gathering place for transwomen who are members of the Surabaya City Transvestite Union (PERWAKOS) community. Taking participants who will be used as resource persons in interviews with the characteristics of transwomen who play a role in the USAID and Perwakos partnership program and who live in the Girlfriend area. Resource persons who are willing to be interviewed also provide recommendations to other participants to be used as resource persons. From one transparent, let's say Y as the first resource person, Y then recommends 4 transwomen to be resource persons. This study made 5 transwomen from a total of twenty transwomen living in Gang 'A' as shown in Table 1.

Table 1.
Identity of interviewees

Name	Status	Population	Age	Long time joined
SON	boarding house	Native inhabitants	54 years old	22 years
FEB	busker	Comer	34 years old	15 years
PUT	Salon worker	Comer	28 years	9 years
RIK	busker	Comer	31 years	12 years old
AST	busker	Comer	31 years	13 years old

Source: Primary data

In the process of interviewing and collecting data, this study interviewed 5 (five) sources who were willing to be interviewed. The five interviewees who were interviewed were long-time members who had an important role in the Perwakos organizational structure and were active in carrying out HIV-AIDS prevention activities in the surrounding environment. These five resource persons were interviewed within a week, following the availability of time from each resource person. During the interview, the interviewees conducted questions and answers according to the questions asked, and the answers related to this study were processed by using appropriate theories that supported this study. The answers from the five resource persons became the reference in this study, in order to be able to answer the impact given in the USAID partnership with Perwakos, specifically to find the analyzed data. The data obtained based on the interviews were then analyzed and elaborated so as to find conclusions that could answer the problems of this study.

Results and Discussion

Political opportunity

The Surabaya City Government has made a lot of efforts and programming to continue to reduce the number of STIs and HIV Transwomen in Surabaya. Between 2013 and 2014, a number of localizations in Surabaya were closed during the reign of the Mayor of Surabaya, Tri Rismaharini. It was recorded that in 2013, there were more than 150 transvestite women in the localization which will be revitalized by the Surabaya City Government. The decision of the Surabaya City Government is based on the Surabaya City Level II Regional Regulation Number 7 of 1999, which prohibits a building from being used for prostitution. The Surabaya City Government in the discourse of revitalizing the localization area prioritizes a personal approach, so that the closure of the localization is based on the intention of sex workers or trans women groups to switch professions (KPAN 2014).

The reality in 2013 did not go according to the post-revitalization program of the Surabaya City Government. The Surabaya City Transvestite Association (PERWAKOS) felt the impact. Transwomen who are members of Perwakos feel the loss of job opportunities and the increasingly attached community stigma. Routine raids carried out by the Civil Service Police Unit (Satpol PP) made it difficult for trans women to work, because after the revitalization, the Surabaya City Government did not provide

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empowerment and job opportunities in other fields and in the end, the Transvestite Group only returned to commercial sex workers because they were not given training and access by the Surabaya City Government. In 2014, Perwakos made and submitted a proposal to the International Organization, namely USAID to be able to provide them with assistance and solutions,

The next step in dealing with the HIV/AIDS epidemic is the role of the partnership-based international organization USAID to implement priority, economic, food and health programs. Surabaya through the regional Perwakos who partnered with USAID in providing priority health services and realizing equality of Human Rights (HAM) for the Transwomen group in Surabaya. The USAID partnership is in line with supporting Perwako’s vision of continuing to reduce mortality from HIV/AIDS and improve health services for Transwomen in Surabaya. USAID plans, funds and implements a priority transwomen group health initiative, improving the implementation of standards of care;

USAID’s partnership program with Perwakos in HIV-AIDS prevention and control for transvestite groups in Surabaya seeks to overcome stigma and discrimination in the social environment, especially the local community, accompanied by social assimilation accompanied by positive legal reform changes and community acceptance. The Indonesian bureaucracy has only made efforts in the last 10 years, referring to Presidential Decree No. 75 of 2006 concerning the National AIDS Commission and the Minister for People’s Welfare No. 33 of 2013 concerning the KPAN Implementing Team. Marginalized groups, one of which is transvestite women, are sought to get the same work space, have an equal position and have the same power in obtaining the right to health services and programs on a national or provincial scale.

The role of the United State Agency for International Development (USAID) for transvestite in Surabaya

The proportion of domestic budget funds in 2014 to 2016 on a national scale is still around 40% and the budget still requires support from external government parties. This is what underlies Perwakos running a partnership with USAID. Perwakos needs financial assistance to run HIV-AIDS prevention and counseling programs for transvestite in the city of Surabaya. USAID’s influence in providing assistance and support to local communities in Surabaya is quite influential. The role of USAID is also to increase the participation of civil society to be involved in the HIV-AIDS response for the Transwomen group because of its strategic role in dealing with HIV-AIDS. This is in line with the response to the HIV epidemic in Indonesia which lasted from 1997 to 2016.

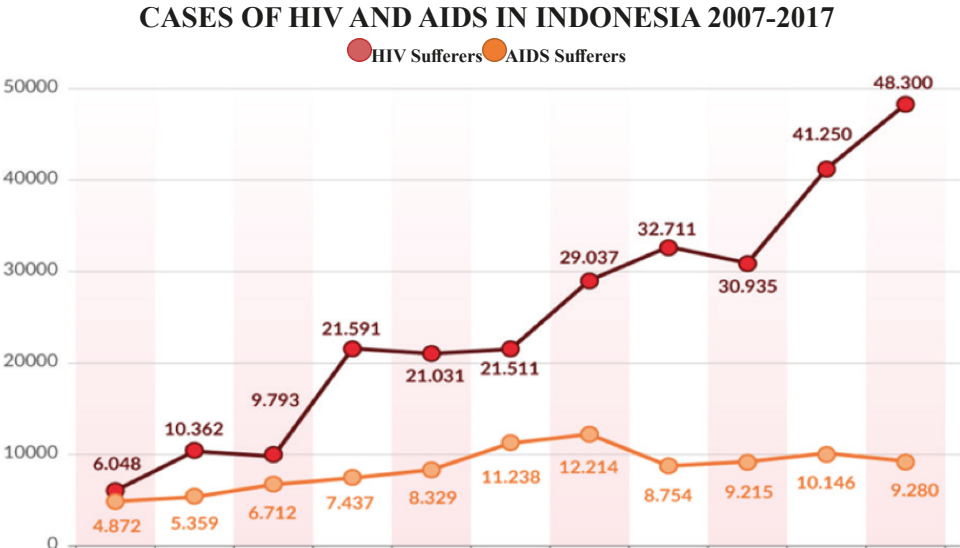


Figure 2.Graph of HIV-AIDS in Indonesia 2007-2017
Source: Beritagar.id (2018)

USAID in Indonesia is often interpreted as an effort to increase the capacity of health services for priority diseases, one of which is HIV-AIDS. The existence of USAID as GHI in the development of the health sector in Indonesia emerged as an emergency response to reduce the adverse effects of the spread of disease. Foreign aid grants for the HIV/AIDS Program in Indonesia have so far been part of a global initiative in the health sector (Global Health Initiatives-GHI). Efforts carried out in this scheme are usually able to mobilize large amounts of funds and channel them directly to both government and non-profit institutions, including local communities managed by civil society. Given that the health system is essentially the cornerstone of HIV-AIDS interventions (as shown in Figure 2).

Advocacy and policy

The Surabaya City Transvestite Association or Perwakos was formed in 1980 in Surabaya. Perwakos was formed not only as an organization but also as a forum for transvestite women in Surabaya. The role of Perwakos includes overcoming the problem of the lack of formal sector jobs for transvestite women and helping transvestites to develop skills, especially to meet their daily needs. Perwakos has several programs to continue to empower transvestite, so that they do not only depend on their lives as commercial sex workers, but can become salon workers, HIV-AIDS counseling staff at the Public Health Center, household assistants, food vendors or other informal sector workers. To date, Perwakos has become one of the largest transwomen organizations in Surabaya and in Indonesia. One of the most perceived weaknesses is in terms of communication between trans women and the local community. As stated by one of the informants of this study.

“In many places, LGBT people are targets of human rights violations because they are different and are considered to be inconsistent with culturally defined gender norms. As a result, they are at high risk of experiencing violence, harassment, discrimination and exploitation. From ridicule and intimidation, denial of employment or proper health care, to threats, speech and hate crimes, the various discriminatory treatments faced by LGBT people are very detrimental, even life threatening.” (SON informant)

The complexity of the problems of transvestite groups in the city of Surabaya is exacerbated by the negative stigma from the community. Position as a marginalized group makes it difficult for transvestite to get services and recognition in the context of human rights. Many issues were raised to the surface, one of which was a legal conflict of views. Prior to the 2000s, an issue arose in which there was an interview with Pangky Kentut who stated that ‘There are no transvestite women in the law’ (Nasution 2018). Indeed, based on conditions in society, the existence and position of transvestite groups have not yet found a clear point, both under national and regional laws (Zahrial 2011). This is also problematic in the regulations of the Surabaya city government. The problem of self-identity still needs recognition and struggle in the eyes of the community. Based on the results of the interviews, the interviewees explained that being a transvestite was not their desire. The desire to change gender and appearance arises because they want to live according to what they have felt since growing up. Meanwhile, in society’s view, gender changes or variations other than men and women are still difficult to accept.

Perwakos is a place for transvestite in Surabaya to take refuge and fight for their rights. Transvestites feel that if they come together and live together in the same environment, the right to adapt in society will be easier. The transvestite also strive to improve the negative image by seeking things that have a positive impact on the community around the environment where they live. This is in line with the Perwakos routine program to continue to carry out HIV-AIDS counseling activities at local health centers and try to work in other informal sectors. Other programs that are run aim to improve the skills of transvestite, ranging from beauty salon courses, sewing skills to other informal skills.

“Structurally and bureaucratically, trans women should still get proper and adequate health services. However, the local government has never maximized health services for trans women, because of the high negative stigma among the wider community. The government should be

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able to be present as a solution to the negative stigma by continuing to provide documentation and health services fairly regardless of gender". (FEB informant)

The average length of membership for transvestite who became resource persons was more than 10 years having joined Perwakos, even according to one of the informants, before the HIV problem became endemic in Indonesia and on an international scale. Based on the exposure of the informants, most of them previously did not come from or were not domiciled in Surabaya, but they migrated to Surabaya in the hope of living and living a better and freer life. This is presumably due to the high stigma and discrimination as well as the social problems faced by trans women. However, these transwomen feel that their lives have felt more free. The changes that are influenced by the environment and socially do not stop these transwomen from following their hearts as transvestite women. All respondents interviewed also felt the USAID program to Perwakos. Through the USAID partnership program with Perwakos in dealing with HIV-AIDS, it has a positive impact and hope, not only for transvestite who are members of Perwakos, but also provides a better impact for the people of Surabaya in the program to control the spread of HIV-AIDS in Surabaya in 2014 until 2016.

Previous empirical discussions and interviews on the relationship between USAID in HIV-AIDS prevention efforts with Perwakos are visualized simply in the Figure 3.

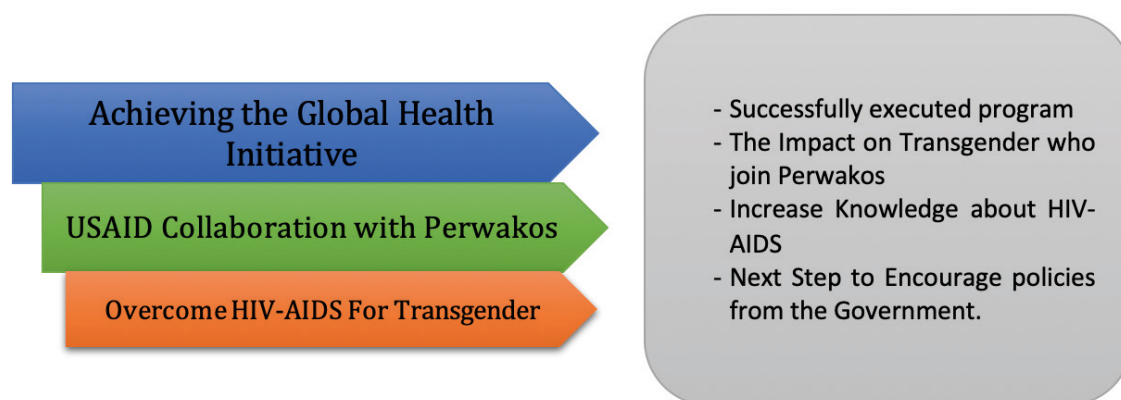


Figure 3. Visualization of USAID's linkage framework with Perwakos
Source: PPH Atma Jaya (2015)

Efforts to reach better access to health for transvestite groups in the city of Surabaya, especially in the treatment of people living with HIV-AIDS, continue to be a priority for Perwakos and USAID. based on data from the 2011 IBBS and the 2013 Community Access to ARV Treatment Study, Transwomen were at 31% in the community group most affected by HIV and Surabaya was at 49% out of 6 cities in Indonesia. This means that broadly, our society actually already knows how the situation of the HIV-AIDS epidemic itself is, both on a national and regional scale. As explained in this study, the Transwomen group is still attached to a negative stigma and ignores the legitimacy of their existence and role. However, society still finds it difficult to accept gender variations other than men and women. The hope of transvestite groups in Surabaya,

"Many of us are trans women who migrate from our place of birth or place of origin. Because the bureaucracy that has not been taken care of for a long time at the place of origin, makes our identity considered dead by the local government, so when we want to get social assistance and health assistance from the government where we live now, we have difficulty taking care of it, because the identity does not match the original and is considered dead by the file. the civil registration of the place of origin". (PUT Informant)

All interviewees felt that they had advocated and proposed the right to health services to the East Java Provincial Health Office and the Surabaya City Health Office, so that Transwomen received funding for

BPJS treatment and other health services. However, until 2021 the Surabaya Government's attention is still very little, even to help legalize the Identity Card (KTP) file for the BPJS registration process is very difficult. Even though Perwakos is included in the largest Transwomen community in East Java, there is a real risk that it will be difficult to manage civil registration files and receive social assistance or medical funds from the government. However, the resource persons still felt helped by joining Perwakos because by joining the community,

Based on a previous report by LBH Surabaya et al. (2020), the prevention of HIV-AIDS in the city of Surabaya has indeed made the Surabaya Mayor Regulation Number 29 of 2015 concerning the Implementation of the Regional Regulation Number 4 of 2003 concerning the Prevention of HIV-AIDS. The implementation of the Local Regulation and Mayor's Regulations is still not optimal, moreover there are several articles that still do not support the HIV-AIDS prevention program. In the review conducted by GAYa NUSANTARA with EJA, there are still several cases of PLWHA in the city of Surabaya. This study also explains that, even though the Regional Regulation has made regulations, both in terms of bureaucracy and field implementation, transvestite women still experience problems in accessing health care and files for treatment of HIV-AIDS.

One of the Perwakos programs for transvestite is the existence of routine treatment in which there are activities of giving condoms and lubricants. The consequence that can be taken from giving condoms for free is that it can make promiscuity more widespread among transvestite, while another impact is the emergence of transvestite awareness of venereal diseases, especially HIV-AIDS. From the aspect of giving condoms free of charge, the responses from transvestite themselves were of several kinds, some did not care about the use of condoms, some anticipated themselves by using condoms and some used condoms on the condition that they had contact with whom. When dealing with customers, he still uses a condom, but if he has sex with a regular partner he doesn't use a condom.

Perwakos has tried to continue to show his identity in the community. Perwakos carries out several activities aimed at improving the relationship between the transvestite and the community around where they live. The following are some of the Perwakos activities including: 1). Conduct informal job training for transvestite, so that transvestite who are still working as commercial sex workers stop doing this work. The hope is that transvestite can fully live by working in the formal and informal sectors; 2). Carry out social service actions in their neighborhood. One of them is providing free beauty salon or hair salon services for the surrounding community; 3). Provide education about the dangers of sexually transmitted diseases and the benefits of using condoms in sexual intercourse, through routine activities held at the Pacar Kembang Health Center, Surabaya; 4). Actively participate in activities within the RT and RW in their place of residence. So that people can get to know and mingle with the transvestite people who live in the area around them.

Although there are many positive impacts that are felt by Perwakos as a local community for empowering Transwomen, it cannot be denied that many have had an impact on government programs, both nationally and regionally. USAID's partnership with Perwakos provides a more targeted program both in terms of impact and management of grant funds. The coordination that regulates the planning and management of the cooperation agenda. USAID also assists in monitoring and evaluating collaborative programs, particularly the health agenda at the local community scale to its impact at the national level. USAID encourages discussion and debate about the extent to which the national government implements health programs for trans women, in particular to increase the capacity of the health system. The grants and programs that were developed were deemed to be more effective and implemented due to USAID's tendency to implement vertical programs. In addition to focusing on strengthening the HIV-AIDS health system, USAID also pays considerable attention to the participation of civil society in HIV-AIDS prevention through its strategic programs, one of which is the ongoing HIV-AIDS counseling program at the Pacar Kembang Surabaya Health Center.

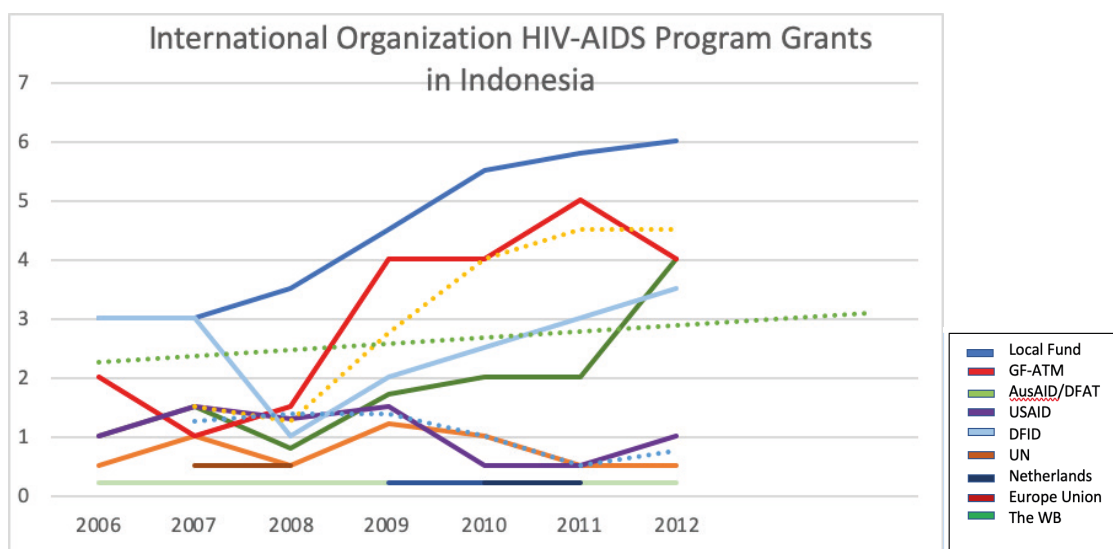


Figure 4. International organization HIV-AIDS program grant funds in Indonesia 2006-2012
Source: Kuswoyo (2019)

Based on the results of observations and interviews, USAID’s strategic program in the implementation of the HIV-AIDS response begins with efforts to strengthen community systems. Perwakos as Local Communities that were granted grants by USAID were given the opportunity to carry out HIV-AIDS prevention counseling programs, because they are the ones who best understand health issues, challenges and needs in the field. Therefore, a strong community system is needed in an effort to ensure programs that are comprehensive, responsive to needs, as well as accountable and of good quality, both in terms of coverage, access, and equitable distribution of health services. Finally, this situation encourages local governments to be able to further review their policies and review national government programs (as shown in Figure 4).

The existence of USAID must be acknowledged as a center of gravity that supports the survival of the Perwakos who are engaged in efforts to combat HIV-AIDS. Meanwhile, on the one hand, if donor agencies or USAID no longer disburse their donations to local communities/ Perwakos, it is certain that the existence of Perwakos will decline. However, this is still being prevented by Perwakos, because considering the visions and missions of Perwakos is indeed a social mission community, not profit-oriented. Although based on considerations and from the budget in maintaining the consistency of Perwakos social mission, it is the value-driven Perwakos that drives Perwakos to maintain their social mission, only then trying to continue to get assistance from donor agencies or USAID to implement it.

Based on the results of interviews and observations, there are several programs that allow Perwakos to provide an overview to the Surabaya Regional Government to fulfill health services for the Transwomen group. First, as stated above, the USAID grant to Perwakos for local communities can prove that health care is a human right and that everyone has the right to get good health care, regardless of gender. The second is trying to map out programs that are in accordance with the conditions in the field, namely the Surabaya area to continue to carry out counseling and prevention of HIV-AIDS in the Surabaya area. The third is the task of assigning work to staff who assist in program implementation. Fourth, there is a belief that being bound by a contract with a donor agency or USAID will further increase concentration on working on programs that are a top priority. Fifth, USAID as a supervisor to ensure the program runs consistently and well according to what has been designed. Government officials or the Surabaya Regional Regulation are expected to be able to play their role and change health services in accordance with national mandates and programs in HIV-AIDS prevention.

There is a difference between this research and previous research. In this study, the authors focus on the role of USAID's partnership with Perwakos in dealing with HIV-AIDS by using the Norm Cycle Theory as a case study. There are several previous studies that also discuss the USAID partnership in HIV-AIDS prevention, but the differences are in the area, research period, concepts used or by discussing other sectors, such as the framework of the construction of HIV-AIDS or the influence of the Global Health Initiative in controlling HIV in Indonesia. Indonesia.

Mukarromah and Listyani's research (2013) discusses the prevention of HIV-AIDS by Perwakos using a Social and Stigma study entitled "Surabaya Transvestite Association in the Frame of HIV-AIDS Construction". However, this study analyzes that partnership creates norm entrepreneurs whose role is to diffuse norms from developed countries to developing countries. So the focus of this study is on the norm of entrepreneurs who support HIV-AIDS prevention in Surabaya. There is another study that discusses the HIV-AIDS mitigation program in Sumulyo's Non-Government Community (2020). The difference with this study lies in the role of NGOs with local communities which focus on cases of HIV-AIDS development every year and another difference is the object of a different partnership with this study. Research written by PPH Atma Jaya (2015) entitled "The Influence of the Global Health Initiative on the Existence and Role of Civil Society Organizations in HIV Control in Indonesia". The study also uses USAID as an NGO object as a case study, but explains that NGO partnerships with local communities do not have a significant impact on partnerships.

This study focuses on data findings using the Norm Cycle Theory which is more relevant in viewing the phenomenon of USAID's partnership with Perwakos as a partnership that brings hope to transvestite groups in Surabaya, in line with this study which discusses the good impact of NGO partnerships with local communities. The impact of this partnership resulted in USAID being present as a norm entrepreneur for the people of Surabaya in reducing negative stigma for transvestite groups. By reducing the negative stigma received by transvestite, it will be more effective to combat HIV-AIDS in Surabaya. This study also discusses the programs and grants that USAID seeks to have a significant impact on efforts to tackle HIV-AIDS on a national scale. Besides that, This study also discusses that USAID needs Perwakos as its partner in implementing the Global Health Initiative. This partnership is in line with the program of the Central Government and Perwakos in the effort to tackle HIV-AIDS.

Conclusion

In improving the welfare of the community, it should be followed by an increase in health issues. This study describes the challenges and conditions faced by Transwomen in Surabaya in fighting negative stigma and the lack of rights to health services for HIV-AIDS survivors. The negative stigma of the community is felt to be the main obstacle in increasing the distribution of health services for transvestite groups. There are several efforts that can be made, both on a government scale and community partnerships with international organizations. Starting from the delivery strategy towards the National-International Development Goals, political commitment to improve health services and equity as well as increasing the mobilization of health action and of course trying to formulate public policies that focus on health and investment in the health sector, followed by the discourse of strengthening the health system that can be reached properly and easily by all people regardless of their background. Perwakos in his proposal to USAID is also a progressive step to work on tackling HIV-AIDS among trans women in Surabaya. USAID's collaboration with Perwakos through its grant fund manager has made efforts to make access to treatment for transvestite in Surabaya more efficient and ensure that funds are channeled properly.

In addition, the discussion using the Norm Cycle Theory is still rarely used in similar research. So there is a need for further research in analyzing the prevention of HIV-AIDS using the Norm Cycle Theory. Because the theory is able to answer one of the efforts to overcome HIV-AIDS. Studies on partnerships that have a good impact on local communities still need to be developed, because based on the results of the study, these partnerships result in more effective efforts in solving social problems, one of which

is HIV-AIDS prevention and control. It is necessary to promote and prevent HIV/AIDS through the internet that is able to reach adolescents and housewives to increase family awareness about HIV/AIDS.

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