

Creating an Inclusive City in Bandung: The Role of Communities in Addressing Social Exclusion

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Abstract

Transgender women in Indonesia frequently face social exclusion in various aspects of life, including education, employment, and access to healthcare. When associated with HIV/AIDS, their position becomes even more marginalized due to the double stigmatization attached to gender identity and health status. This study aims to describe the forms of social exclusion experienced by transgender women and to examine how Yayasan Srikandi Pasundan in Bandung serves as a safe and inclusive space for transgender individuals living with HIV/AIDS. Employing a descriptive qualitative approach, data were collected through in-depth interviews and literature review. The findings reveal that transgender women with HIV/AIDS experience exclusion through healthcare denial, social alienation, and limited access to basic rights. On the other hand, Yayasan Srikandi Pasundan plays an important role as an alternative space that not only provides health services but also fosters community solidarity and the restoration of collective dignity. This study highlights the importance of community-based support in addressing the layered marginalization faced by transgender women in realizing an inclusive city, where every individual, including marginalized groups, can access basic rights equally.

Keywords: *HIV/AIDS, social inclusion, policy, waria community, stigma.*

Abstrak

Waria merupakan kelompok sosial yang kerap menghadapi eksklusi dalam berbagai aspek kehidupan, mulai dari pendidikan, pekerjaan, hingga layanan kesehatan. Ketika dikaitkan dengan isu HIV/AIDS, posisi waria menjadi semakin termarginalkan karena adanya pelabelan ganda terkait identitas gender dan status kesehatan. Penelitian ini bertujuan untuk menggambarkan bentuk-bentuk eksklusi sosial yang dialami waria, serta menjelaskan bagaimana Yayasan Srikandi Pasundan di Kota Bandung berupaya membangun ruang aman yang inklusif bagi komunitas waria yang hidup dengan HIV/AIDS. Penelitian ini menggunakan pendekatan kualitatif deskriptif dengan teknik pengumpulan data berupa wawancara mendalam dan tinjauan literatur. Temuan menunjukkan bahwa eksklusi sosial terhadap waria hidup dengan HIV/AIDS muncul dalam bentuk penolakan layanan kesehatan, pengucilan sosial, dan minimnya jaminan terhadap hak-hak dasar. Di sisi lain, Yayasan Srikandi Pasundan berperan sebagai ruang alternatif yang tidak hanya menyediakan akses terhadap layanan kesehatan, tetapi juga memperkuat solidaritas komunitas dan membangun kembali harga diri kolektif. Penelitian ini menegaskan pentingnya dukungan berbasis komunitas dalam merespons marginalisasi berlapis yang dialami kelompok waria.

Kata Kunci : *HIV/AIDS, inklusi sosial, kebijakan, komunitas waria, stigma.*

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Introduction

HIV/AIDS remains a significant public health issue in Indonesia, with data showing that the prevalence of HIV among transgender women (waria) reaches 24.8%, making them one of the highest-risk groups for HIV infection in the country (Ministry of Health, Indonesia, 2022). This high prevalence is attributed to various factors, such as risky behaviors and a lack of education about HIV/AIDS. The relationship between transgender women and HIV/AIDS in Indonesia also has a long history. In 1983, Dr. Zubairi Djoerban, one of the pioneers of HIV/AIDS research in Indonesia, studied cases among transgender women in Pasar Rumpit, Jakarta. Of the 15 individuals examined, three met the diagnostic criteria for AIDS, characterized by a significant decline in CD4 cell count, a hallmark of People Living with HIV/AIDS (PLWHA).

Social stigma and discrimination against transgender women remain major barriers in addressing HIV/AIDS. Negative societal perceptions often cause transgender individuals to feel marginalized and reluctant to access the healthcare services they need (Widariantono, 2021). These barriers are further compounded by the limited availability of transgender-friendly health facilities, including HIV testing, counseling, and treatment services. Additionally, the lack of adequate information regarding HIV risks and prevention leaves many transgender women without sufficient knowledge to protect themselves (Frisnoiry et al., 2024).

The absence of comprehensive sex education in society also contributes to the low level of awareness about HIV and its prevention. As a result, unsafe sexual practices—such as engaging in intercourse without condoms or lubricants—still occur frequently, increasing the risk of HIV transmission (Frisnoiry et al., 2024). On the other hand, the lack of specific legal recognition for transgender individuals often leads to their marginalization. Research conducted by Sicaya et al. (2022) indicates that the government often acts as a perpetrator of discrimination against transgender people rather than as a protector of their rights. Although there are laws that protect human rights in general, their implementation is considered ineffective for transgender groups, who continue to face various

forms of discrimination, such as ridicule, physical violence, and sexual harassment.

In addition to legal and policy factors, the media also plays a role in reinforcing stigma against transgender women. News coverage tends to highlight the negative aspects of transgender women's lives, such as involvement in sex work or behaviors deemed deviant, without providing fair or positive context (Redaksi, 2024). Research has shown that the media often portrays minority groups in a sensationalized manner, and the lack of accurate representation of the lives and challenges faced by transgender women continues to perpetuate stigma against them.

In efforts to address this issue, the role of local communities is crucial. These communities actively provide education to transgender women about prevention, treatment, and the importance of HIV testing. Ongoing outreach activities can improve understanding and awareness, while also reducing the social stigma transgender women face (Setiawan, 2024). In addition, local communities collaborate with healthcare facilities to ensure better access to services for transgender individuals. For example, partnerships with community health centers (puskesmas) help facilitate the provision of transgender-friendly healthcare services, making transgender women feel more comfortable accessing treatment (Setiawan, 2024).

Beyond local communities, social organizations also play a vital role in advocating for the rights of transgender women and addressing the discrimination they experience. These organizations focus on supporting transgender individuals in accessing equitable healthcare services without discrimination (Bunsaman, 2022). Furthermore, social organizations contribute to policy formulation that supports the rights of transgender women, including advocacy efforts to eliminate stigma and discrimination and to ensure that transgender individuals fully attain their right to health (UNAIDS, 2021).

Based on the background described above, this study aims to identify the forms of social exclusion experienced by transgender women and people living with HIV/AIDS, focusing on social stigma, workplace discrimination, and limited access to healthcare services. This identification serves as an initial step in

designing more effective social inclusion strategies to overcome the main barriers they face in daily life.

In addition, this research will explore the role of local communities and social organizations in creating a more inclusive environment, including how their initiatives can reduce stigma and discrimination, and improve access to healthcare services and employment opportunities for transgender women and people living with HIV/AIDS. By understanding the patterns of exclusion that occur, the study will develop concrete policy recommendations to support the realization of an inclusive city. The proposed implementation strategies will include public awareness programs and a cross-sectoral collaborative framework to ensure that vulnerable groups can access their basic rights equally and sustainably.

Methods

This study uses a qualitative research method to address the research questions related to the role of communities in building an inclusive city, particularly for vulnerable groups such as transgender women and people living with HIV/AIDS. This method was chosen because it allows for an in-depth exploration of experiences, challenges, and the effectiveness of implemented social inclusion programs and policies.

The research subjects include seven primary respondents: six transgender women who are members of the Srikandi Pasundan Foundation and one chairperson of the foundation. They were selected because of their direct experience with the social phenomena under study, such as public stigma, access to healthcare services, and the role of communities in economic and social empowerment.

Data collection was carried out through a focus group interview with the six transgender members to explore their collective experiences in facing discrimination, accessing public services, and evaluating the effectiveness of social inclusion policies.

In-depth interviews were also conducted with the chairperson of the foundation to gather more detailed information about the foundation's role in supporting the community, the challenges in advocating for the rights of vulnerable groups,

and the effectiveness of programs that have been implemented.

To strengthen the findings, literature analysis was also conducted by reviewing various relevant studies and policy documents in order to connect the field findings with academic perspectives and existing public policies.

Results and Discussion

In the study conducted by Koku (2024), the development of the concept of stigma is traced back to its initial definition by Erving Goffman in 1963, who described stigma as an attribute that is deeply discrediting and formed within social relationships. Following Goffman's work, various studies have aimed to refine, conceptualize, and measure stigma. Although many of these formulations acknowledge that stigma is socially constructed and manifested in social interactions, they often fail to explain how the form, structure, and composition of social relationships influence stigma.

Pescosolido and Martin urge analysts to view stigma as a social phenomenon that occurs within relationships and is shaped by culture and social structures. Therefore, understanding and efforts to change stigma must also be rooted in social relationships. In this context, societal stigma toward transgender women is further intensified by the fact that many transgender individuals are also living with HIV/AIDS. A person's social network who they know, how often they interact, and to whom they confide or disclose their transgender or HIV status plays a crucial role in shaping their likelihood of either stigmatizing others or experiencing stigma themselves (Pescosolido & Martin, 2015).

Several factors contribute to stigma in society, including low levels of education and lack of knowledge about HIV/AIDS. The absence of proper socialization or public education about the modes of HIV transmission and prevention often leads to widespread misconceptions about people living with HIV/AIDS.

The Impact of Stigma on Various Aspects of Life

Stigma not only affects public perception but also has a direct impact on the quality of life of transgender women and people living with

HIV/AIDS (PLWHA). Research shows that stigma can negatively influence their mental health and self-confidence, as well as hinder their access to healthcare and treatment. Negative communication and societal attitudes can lead PLWHA to feel distressed and powerless, which in turn may worsen their health condition (Maulidiah Junnatul Azizah Heru et al., 2024; Ninef et al., 2023).

Stigma also acts as a barrier for PLWHA in seeking access to healthcare, education, and other necessary social environments. Many individuals are reluctant to get tested or disclose their HIV status due to fear of rejection from their families or communities.

In the case of transgender women, stigma often results in rejection by both family and society, leaving them feeling isolated and deprived of crucial emotional support. As a result, many do not receive the antiretroviral (ARV) treatment they need, which increases their health risks. Transgender women are often reluctant to access healthcare services or public administration offices due to fear of further discrimination or stigma.

One example of these challenges was shared by the “Srikandi Pasundan” foundation, a community comprised of marginalized individuals. The foundation highlighted the following issues:

1. Education: Many transgender women drop out of school due to stigma, which worsens their prospects in the formal job market.
2. Employment: Discrimination makes it difficult for transgender women to obtain formal employment.
3. Social Environment: Transgender women are often rejected in critical situations, such as during funerals, even if they have lived in the community for a long time.

Mental health is also one of the most significant impacts experienced. External stigma, coupled with economic and social challenges, often leads to severe psychological stress.

Findings from the Interviews

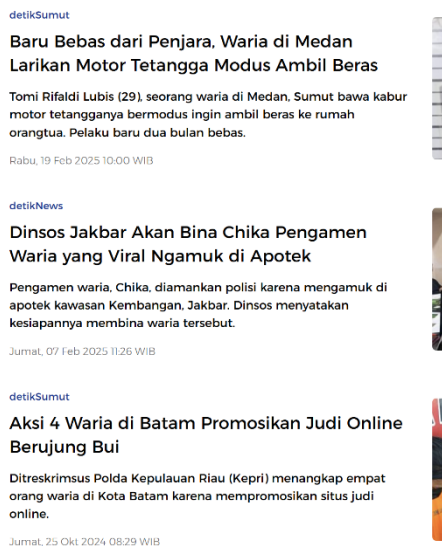
Based on the results of interviews conducted by the team with the “Srikandi Pasundan” foundation specifically with the Chairperson, Luvhi Pamungkas it was revealed that a negative stigma against people living with HIV/AIDS (PLWHA) still persists. In the context

of this study, the focus is on preventing the spread of HIV/AIDS within the transgender community, which is particularly vulnerable to infection. This issue is further compounded by limited access to health facilities that are supportive of transgender individuals.

According to the foundation's chairperson, transgender women are often labeled as “bencong” (a derogatory Indonesian term) or seen as individuals who do not conform to gender norms, making them one of the most marginalized groups in society. Moreover, LGBT identities are frequently misunderstood and reduced solely to sexual orientation, rather than being recognized as a matter of human rights. Society continues to struggle with accepting the presence of transgender communities, especially in more conservative areas where resistance is stronger. HIV/AIDS is often perceived as being synonymous with the LGBT community, which only adds to the burden of discrimination they face.

Preliminary Conclusion on Stigma Patterns

Research shows that stigma occurs across nearly all levels of society, including within families, peer groups, and the workplace (Aris Tristanto et al., 2022). Based on interview findings, many people lack a proper understanding of gender identity and sexual orientation, which leads to stereotypes and prejudice. Additionally, the media often fails to play a supportive role, frequently highlighting only the negative aspects such as controversies while rarely showcasing positive contributions. As illustrated in the image below, media reporting or framing can worsen public perception.



Picture 1. Example of Media Reporting on Trans Women

Sources: Detik News, 2024 / 2025

Thus, education is considered crucial in reducing stereotypes toward both transgender individuals and people living with HIV/AIDS (PLWHA). Regions with more conservative cultural values also show stronger resistance toward the LGBT community, further reinforcing stigma at the local level. For example, in 2018, a public protest was held in front of the Tasikmalaya City Regional House of Representatives (DPRD) office by a mass organization. The protesters demanded strict action from authorities against LGBT groups in Tasikmalaya, claiming that their presence would bring negative consequences for all parties involved.

Discrimination in the Workplace

Based on interview results, transgender women and people living with HIV/AIDS face significant barriers in gaining employment due to social stigma, discrimination, and systemic inequality. Negative stereotypes that persist in society often become major obstacles for them to be accepted in the workforce. The stigma surrounding the gender identity of transgender individuals and the health status of people living with HIV/AIDS creates injustice in both recruitment processes and workplace environments, leading to low participation rates in the formal employment sector.

In the context of Bandung City, this discrimination begins as early as the educational stage, where many transgender individuals

experience bullying, rejection, or unfair treatment, resulting in high school dropout rates among them. This situation limits their opportunities to access formal education, which is a key requirement for entering the formal job market. As a result, many transgender people are forced to seek livelihoods in the informal sector, such as beauty salons, performing arts, or freelance jobs that are prone to exploitation and income instability.

Many transgender individuals also struggle to obtain official documents, such as an ID card (KTP) that reflects their gender identity. In formal job recruitment, discrepancies in official documentation often lead to rejection or direct discrimination. This mismatch in documentation also affects their access to essential services, such as healthcare, the national health insurance program (BPJS), or opening a bank account. These administrative barriers not only limit employment opportunities but also reinforce the social and economic marginalization experienced by this community.

Even when transgender individuals are accepted into formal workplaces, they frequently face discrimination in the form of ridicule, harassment, and social exclusion from colleagues. Research shows that many transgender individuals eventually leave formal employment due to unsupportive work environments and persistent discriminatory treatment. Discrimination is even more pronounced for people living with HIV/AIDS, who are often perceived as carriers of dangerous diseases due to widespread misconceptions about how HIV is transmitted. This stigma leads to frequent rejection during recruitment processes or unfair treatment in the workplace.

Another form of discrimination frequently experienced is systematic social marginalization. Transgender women are often regarded as occupying the lowest social strata—beneath both men and women—in the hierarchy of a patriarchal society. This marginalization is evident across various aspects of life, including access to education, healthcare, and employment. Even in critical situations such as death, discrimination persists. For instance, there have been cases where the bodies of transgender individuals were rejected by local communities and had to be buried with the help of social services due to stigma-based rejection.

In addition, transgender communities and people living with HIV/AIDS also face threats of physical violence, intimidation, and persecution from certain groups. In some cases, organizations that support them have also been targeted for attacks or threats by those who oppose their existence. This creates a constant sense of insecurity in both their residential and workplace environments. Furthermore, stigma related to HIV/AIDS worsens the situation, as the disease is often misunderstood by society as a consequence of perceived immoral behavior.

According to other literature, discrimination based on gender and health status is a global challenge. Parker and Aggleton (2003) emphasized that social stigma is a major barrier preventing LGBTQ+ communities and people living with HIV/AIDS from participating equally in public life. In developing countries, these obstacles are exacerbated by the absence of supportive policies or the presence of discriminatory regulations. The UNDP (2014) highlighted the importance of legal recognition of gender identity as a crucial first step in reducing discrimination in employment and public services. In several countries, such recognition has proven effective in improving access to formal employment and enhancing the social integration of LGBTQ+ communities.

In the city of Bandung, various local organizations, such as Srikandi Pasundan, are working to empower the transgender community through skills training, social assistance, and health education. Programs such as MSME (Micro, Small, and Medium Enterprise) training and health awareness campaigns have created opportunities for transgender individuals to achieve economic independence and raise awareness about the importance of reproductive health, including HIV/AIDS prevention. Initiatives to establish inclusive zones, such as in Kiaracondong, aim to create more welcoming and accepting environments, although their implementation still faces cultural and social challenges. However, these efforts remain insufficient without government support and fundamental policy reform.

The Role of Local Communities and Social Organizations

Local communities and social organizations play a vital role in supporting

transgender women and people living with HIV/AIDS, especially amidst the social pressures and systemic discrimination they often face. In the city of Bandung, organizations such as Srikandi Pasundan have demonstrated success in developing empowerment programs that include skills training, health education, and social inclusion initiatives. Through skills training such as small business management, the transgender community is empowered to achieve economic independence in the informal sector for example, in beauty salons, performing arts, and various forms of entrepreneurship. These programs aim not only to improve economic well-being but also to foster self-confidence in a community that is often marginalized.

In addition, Srikandi Pasundan collaborates with community leaders to develop inclusive areas in neighborhoods such as Kiaracondong. This effort involves educating the surrounding population to accept the presence of transgender individuals and people living with HIV/AIDS, and to reduce stigma through dialogue and community outreach.

In a broader context, literature supports the central role of local communities in creating inclusive and supportive social environments. According to Parker and Aggleton (2003), community-based approaches have the power to combat stigma by creating spaces for solidarity and supportive interaction with marginalized individuals. Goffman's (1963) study on stigma further explains that changes in societal perception can only occur through direct interaction with individuals who are the targets of stigma.

This is particularly relevant to the outreach programs implemented by local communities in Bandung, which aim to increase public understanding of gender identity and HIV/AIDS. Additionally, a report by the UNDP (2014) highlights that public education is one of the most effective tools for reducing discrimination against LGBTQ+ individuals and people living with HIV/AIDS discrimination that often stems from a lack of understanding about basic human rights and HIV transmission. According to the Joint United Nations Programme on HIV/AIDS (UNAIDS, 2020), continued access to antiretroviral therapy (ART) significantly improves the quality of life for people living with HIV/AIDS and helps reduce the stigma attached

to the condition. Moreover, local communities also provide education on the importance of protective measures, such as condom use, as part of a broader effort to promote sustainable health empowerment.

Social organizations in Bandung also play a significant role in providing psychological support to the transgender community and people living with HIV/AIDS. Social pressures resulting from stigma and discrimination often impact individuals' mental health, leading to stress, depression, and social isolation. In practice, organizations like Srikandi Pasundan offer counseling services and create support groups to help the community cope with the mental challenges they face.

However, various literatures also highlight the challenges that social organizations face in supporting the transgender community and people living with HIV/AIDS. For instance, a study by Ayala et al. (2015) identified that discriminatory policies often hinder LGBTQ+ organizations from gaining legal recognition or adequate funding. These policies also make it difficult for empowerment programs to expand into more conservative regions. In Indonesia, some regional regulations (*perda*) that discriminate against the LGBTQ+ community worsen the situation by restricting the movements of social organizations. For example, social inclusion programs in Bandung often face rejection from parts of the community that still hold conservative values.

Despite these challenges, local communities and social organizations continue their efforts to overcome these obstacles. In the global context, community empowerment models like those implemented by the Thai Red Cross Society in Thailand have successfully increased the social and economic integration of the LGBTQ+ community through entrepreneurship training and policy advocacy (UNAIDS, 2020). This approach offers important lessons on the importance of collaboration between local communities, government, and the private sector in creating sustainable social change.

In the long term, the role of local communities and social organizations not only serves as a solution to overcome stigma and discrimination but also acts as a starting point toward building a more inclusive society. With

continued support, local communities can help create more inclusive policies, strengthen social solidarity, and provide transgender individuals and people living with HIV/AIDS with equal access to their basic rights. This change will not only improve the quality of life for these communities but also contribute to the development of a just and equitable society.

Strategies for Creating an Inclusive City

Creating an inclusive city requires a multidimensional strategy that not only includes policy aspects but also social change supported by education, community empowerment, cross-sector collaboration, policy advocacy, and sustainable monitoring and evaluation.

One of the fundamental aspects of creating an inclusive city is raising public awareness through comprehensive education. Research conducted by Sandercock (2003) in his book *Cosmopolis II: Mongrel Cities of the 21st Century* explains that high social awareness of diversity can reduce discrimination and enhance social cohesion. Education campaigns through mass media, social media, and community activities should focus on reducing stigma against vulnerable groups, such as the LGBTQ+ community, in this case, transgender individuals and people living with HIV/AIDS (PLWHA).

One example is a campaign that provides scientifically backed facts about HIV/AIDS, which has proven to eliminate misconceptions that often lead to discrimination. Such educational programs in schools and communities can foster a more open society that accepts differences (Putnam, 2007).

The media also plays a significant role in shaping public opinion about vulnerable communities. A study by Townsend & Deerwater (2020) showed that positive representation of LGBTQ+ communities in the media can reduce prejudice and increase social acceptance. Therefore, documenting the success of community empowerment programs like those conducted by Srikandi Pasundan can be part of a broader strategy to shape an inclusive narrative.

Local community empowerment is another crucial step toward increasing the inclusivity of a city. According to Sen (1999) in *Development as Freedom*, social inclusion heavily depends on equal access to economic and social opportunities. Communities like Srikandi

Pasundan have demonstrated how skills training and entrepreneurship can help vulnerable communities achieve economic independence.

Training programs like these have proven effective in various countries. For example, in Thailand, the Purple Sky program has empowered the LGBTQ+ community by providing access to education and business training (UNDP, 2018). Additionally, establishing psychological support groups is essential for improving the mental well-being of those facing social pressure and discrimination (Meyer, 2003).

Furthermore, collaboration between the government, the private sector, and civil society organizations is critical in creating an inclusive environment. The government can work with local communities to design social inclusion policies, such as gender sensitivity training for public service officers (International Labour Organization, 2016). The private sector should also be involved by providing incentives to companies that create inclusive work environments.

In several countries, cross-sector collaboration has yielded positive results. For example, in Canada, the Employment Equity Act encourages companies to hire groups that are underrepresented in the labor market, including LGBTQ+ individuals and people with disabilities (Government of Canada, 2020). International collaboration can also be implemented by adapting best practices from other countries, such as the community empowerment model in Spain, which successfully improved social integration for marginalized groups (OECD, 2023).

To ensure the sustainability of inclusion, progressive policy advocacy must be carried out. The government should recognize gender identity in official documents such as ID cards and passports, facilitating access for vulnerable communities to public services and formal employment (United Nations, 2021). Additionally, there should be regulations prohibiting discrimination based on gender, sexual orientation, or health status across various sectors, including education and the workplace.

In many other countries, inclusive policies have had positive impacts. For instance, Argentina became one of the first countries to recognize gender identity in official documents

through the Gender Identity Law (2012), which allows individuals to have identity documents that reflect their gender without requiring additional medical or legal approval (UNDP, 2020). Similar policies could be implemented in Indonesia to improve protection for vulnerable groups.

Sustainable monitoring and evaluation are crucial to ensuring the success of social inclusion strategies. Inclusion indicators, such as increased access to healthcare, education, and employment for vulnerable communities, should be developed (OECD, 2019). Independent organizations can be involved in conducting periodic audits of the programs and policies in place.

Moreover, the creation of inclusive public spaces is an integral part of this strategy. A study by Gehl (2010) shows that public space designs that are friendly to vulnerable communities can strengthen social solidarity. Activities promoting diversity, such as cultural festivals involving various community groups, have proven to increase social interaction and reduce segregation (Florida, 2017).

By implementing these strategies, a friendly and inclusive city can be created. An approach combining public education, community empowerment, cross-sector collaboration, policy advocacy, and monitoring and evaluation will reduce stigma, improve the well-being of vulnerable groups, and create a more just and equitable society. Policies based on best practices from various countries can help accelerate the social transformation towards a more inclusive and competitive city.

Conclusion

Based on the analysis, the forms of social stigma and discrimination faced by transgender individuals (waria) and people living with HIV/AIDS (ODHA) include being avoided or rejected by society due to being considered to violate social or religious norms. They are socially isolated and rejected in various aspects of life, such as education, employment, and healthcare services. Furthermore, the lack of education and socialization about HIV/AIDS transmission and prevention creates misconceptions about people living with HIV, leading many to hesitate in accessing healthcare

services or disclosing their HIV status due to fear of stigma and discrimination.

In seeking employment, a major barrier often experienced is rejection during the recruitment process due to the stigma associated with HIV/AIDS. Difficulties in finding work are caused by limited education and administrative barriers, leading to systemic social marginalization. Even after securing a job, the threat of physical violence and intimidation against the transgender community and people living with HIV/AIDS persists.

Some concrete initiatives being carried out include economic empowerment through skills training, education and socialization to increase public understanding, providing psychological support and counseling, creating areas for social inclusion, policy advocacy that supports marginalized communities, and collaboration with the government, the private sector, and the global community. To address the issues described earlier, strategies such as public awareness programs and the development of a cross-sector collaborative framework are employed. Public awareness is raised through educational campaigns via mass media and community activities to reduce stigma against people living with HIV/AIDS and the LGBTQ+ community. Collaboration is fostered among local communities, the government, and the private sector, including adapting best practices from other countries.

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