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**Legal Protection and Empowerment of Women Beneficiaries of the Family  
Hope Program (PKH) Against Domestic Violence**

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**Article**

**Abstract**

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Domestic violence against women beneficiaries of the Family Hope Program (Program Keluarga Harapan/PKH) constitutes a multidimensional challenge involving legal vulnerability, economic dependence, and limited access to justice. This community-based program addresses these issues by developing an integrated protection and empowerment model aimed at strengthening legal literacy, accelerating reporting mechanisms, and promoting women's economic resilience. The intervention was implemented in Ciruas District, Serang Regency, targeting PKH beneficiary households at high risk of domestic violence. The program employed participatory legal education, trauma-informed training for PKH facilitators, activation of a 72-hour rapid response standard operating procedure, dissemination of practical reporting and evidence tools, and post-reporting economic empowerment through micro-enterprise support. The results demonstrate a substantial increase in survivors' legal awareness and valid case reporting, enhanced capacity of PKH facilitators as community legal navigators, and improved economic participation among survivors. These findings indicate that legal protection mechanisms are significantly more effective when reinforced by economic empowerment strategies. The study concludes that an integrated, community-based approach can transform domestic violence response systems from reactive interventions into sustainable empowerment frameworks.

**Keywords:** domestic violence; legal protection; Family Hope Program (PKH); women empowerment; community-based reporting; access to justice

## A. INTRODUCTION

Domestic violence constitutes one of the most pervasive human rights violations worldwide, disproportionately affecting women and girls across socio-economic, cultural, and geographic boundaries. Beyond its immediate physical and psychological harm, domestic violence undermines women's autonomy, dignity, and participation in social and economic life, thereby reinforcing cycles of inequality and marginalization. International discourse increasingly recognizes domestic violence not merely as a private or familial issue, but as a structural problem linked to poverty, power asymmetries, and unequal access to justice. Women living in conditions of economic vulnerability are particularly exposed, as financial dependence often constrains their ability to seek protection, report abuse, or exit violent relationships.

In Indonesia, domestic violence remains a persistent and systemic problem, especially among households receiving government social assistance. Women beneficiaries of the Family Hope Program (Program Keluarga Harapan/PKH), a conditional cash transfer scheme aimed at reducing poverty and improving human capital, occupy a paradoxical position. While PKH is designed to strengthen household welfare, its female beneficiaries often remain economically dependent on male partners and embedded within unequal power relations that heighten their exposure to domestic violence. Empirical evidence demonstrates that socio-economic vulnerability, limited education, and weak bargaining power within households significantly increase the risk of violence against women (Komnas Perempuan, 2023; Kadir et al., 2021). For many PKH beneficiaries, domestic violence is further normalized by social stigma, patriarchal norms, and fear of social repercussions.

From a normative standpoint, Indonesia has established a comprehensive legal framework to address domestic violence. Law Number 23 of 2004 on the Elimination of Domestic Violence explicitly criminalizes physical, psychological, sexual, and economic violence within households and guarantees victims' rights to protection, recovery, and access to justice. In theory, this law provides a strong foundation for safeguarding women's rights and ensuring state accountability. However, the persistence of domestic violence cases and the low reporting rate among vulnerable women reveal a significant discrepancy between legal norms and lived realities. Many victims remain unaware that domestic violence constitutes a criminal offense or that they are entitled to legal protection and state-supported services.

The gap between normative guarantees and practical enforcement is largely attributable to structural and institutional barriers. Studies indicate that the implementation of domestic violence legislation in Indonesia is frequently undermined by inconsistent understanding among law enforcement officers, limited inter-agency coordination, and complex procedural requirements that deter victims from reporting incidents (Hafidz & Andriasari, 2022; Rahayu et al., 2025). In rural and semi-urban areas, these challenges are compounded by geographic constraints, limited availability of specialized services, and reliance on informal dispute resolution mechanisms. As a result, victims often confront a fragmented system that places the burden of navigating legal, medical, and social services on individuals already experiencing trauma and insecurity.

Previous research also highlights the tendency to subsume domestic violence cases within civil or religious court proceedings, particularly in divorce contexts, rather than treating them as criminal acts warranting state intervention. This practice frequently results in inadequate

protection for victims and limited accountability for perpetrators (Naqiyah & Triana, 2018; Acita et al., 2024). The separation of legal, social, and economic responses further weakens the effectiveness of domestic violence protection systems, as victims' needs extend beyond legal recognition to include safety, psychological recovery, and economic security. Consequently, criminalization alone is insufficient when not accompanied by accessible reporting mechanisms, trained community intermediaries, and survivor-oriented support structures.

Economic dependency has been consistently identified as a central structural driver sustaining cycles of domestic violence. Women who lack independent income or access to economic resources face heightened barriers to leaving abusive relationships, even when legal remedies are formally available. Economic abuse, including control over household finances and restriction of women's access to resources, further entrenches victims' vulnerability (Johnson et al., 2025; Sayyidatul Insiyah et al., 2025). This reality underscores the interdependence of legal protection and economic empowerment, suggesting that effective domestic violence interventions must address both dimensions simultaneously.

In response to these challenges, international and national literature increasingly advocates for integrated, community-based approaches that bridge legal protection with social and economic empowerment. Such approaches emphasize early detection, localized reporting pathways, and the involvement of trusted community actors as intermediaries between victims and formal institutions (Klugman et al., 2015; Labaka & Abas, 2025). Community-based models are particularly relevant in contexts where formal legal institutions are perceived as distant, intimidating, or inaccessible. By embedding protection mechanisms within existing social structures, these models seek to transform domestic violence responses from reactive interventions into sustainable empowerment frameworks.

Within Indonesia's social protection architecture, the PKH program presents a strategic entry point for implementing such integrated interventions. PKH facilitators maintain regular contact with beneficiary households and possess contextual knowledge of local social dynamics, positioning them as potential legal service navigators. However, existing PKH mechanisms have traditionally focused on compliance with education and health conditionalities, with limited emphasis on legal literacy or violence prevention. This gap represents both a challenge and an opportunity: without targeted capacity-building, facilitators may be ill-equipped to address domestic violence, yet with appropriate training, they can play a pivotal role in early identification, reporting facilitation, and referral coordination.

Despite growing recognition of the importance of integrated approaches, empirical studies examining the combination of legal literacy, rapid reporting mechanisms, and post-reporting economic empowerment within the PKH context remain limited. Prior research has often examined these elements in isolation, failing to capture their synergistic potential. As a result, there is a lack of evidence-based models demonstrating how community-based interventions can operationalize legal protection while simultaneously addressing the economic constraints that inhibit victims' agency.

Against this backdrop, this study introduces an integrated protection and empowerment model implemented among PKH beneficiary households in Ciruas District, Serang Regency. Drawing inspiration from international best practices and national policy frameworks, the intervention combines participatory legal education, the activation of a standardized 72-hour

rapid response reporting mechanism, and post-reporting economic empowerment initiatives. By positioning PKH facilitators as trained legal service navigators and strengthening cross-sectoral coordination with women and children protection units, law enforcement agencies, healthcare providers, and legal aid organizations, the program seeks to enhance both access to justice and survivor resilience.

Accordingly, this study aims to demonstrate that a community-based, cross-sectoral intervention can effectively bridge the gap between normative legal guarantees and the lived experiences of domestic violence victims. Specifically, it examines how integrated legal literacy, rapid reporting procedures, and economic empowerment strategies contribute to increased legal awareness, improved reporting behavior, and sustainable post-reporting recovery among women beneficiaries of the Family Hope Program. By situating domestic violence protection within Indonesia's social protection system, the study offers a practical and scalable model for strengthening women's rights, promoting access to justice, and advancing inclusive social development.

## **B. MATERIALS AND METHODS**

This study employed a community-based intervention design integrating legal education, rapid reporting mechanisms, and economic empowerment to strengthen protection for women beneficiaries of the Family Hope Program (Program Keluarga Harapan/PKH) experiencing domestic violence. The research approach was positioned within applied socio-legal studies, emphasizing the interaction between legal norms, institutional practices, and lived experiences of vulnerable populations. Rather than focusing on doctrinal analysis alone, the study sought to assess how legal protection mechanisms operate in practice when embedded within community-based social protection frameworks.

### **Research Design**

The research design adopted a participatory and intervention-oriented model. This approach was selected to ensure that the program not only generated empirical insights but also produced immediate practical benefits for participants. The intervention combined elements of legal literacy enhancement, procedural facilitation, and post-reporting empowerment, reflecting an integrated understanding of domestic violence as a multidimensional problem encompassing legal, social, and economic dimensions. The study was not designed as an experimental or quasi-experimental evaluation; instead, it emphasized descriptive and analytical assessment of changes observed before and after the intervention.

### **Research Setting**

The program was implemented in Ciruas District, Serang Regency, Indonesia. This location was selected based on three primary considerations. First, Ciruas District has a high concentration of PKH beneficiary households, making it a relevant setting for examining domestic violence risks among recipients of social assistance. Second, the district exhibits characteristics typical of semi-urban areas, including limited access to specialized legal and psychosocial services and reliance on informal social networks for conflict resolution. Third, preliminary coordination with local authorities and PKH facilitators indicated the presence of domestic violence cases that were underreported due to fear, stigma, and lack of legal awareness.

### **Participants and Stakeholders**

The primary participants in this study were women beneficiaries of the PKH program identified as being at risk of domestic violence or lacking access to formal protection mechanisms. Secondary participants included PKH facilitators, who play a central role in program implementation and community engagement. Additional stakeholders involved village officials, representatives from the Integrated Service Unit for Women and Children Protection (UPTD PPA), local law enforcement officers assigned to women and children service units, healthcare providers, and legal aid organizations.

PKH facilitators were strategically positioned as key intermediaries due to their routine interactions with beneficiary households and their familiarity with local socio-cultural dynamics. Their involvement enabled early identification of potential domestic violence cases and facilitated trust-based engagement with victims. Stakeholder collaboration was formalized through coordination meetings and referral agreements to ensure continuity of support across legal, medical, and psychosocial services.

### **Intervention Framework**

The intervention was structured into three sequential and interrelated phases designed to address different stages of the domestic violence response continuum.

The first phase focused on legal literacy enhancement through participatory education sessions delivered to PKH facilitators and selected community representatives. Training materials covered the legal definition of domestic violence under Law Number 23 of 2004, victims' rights, available protection mechanisms, and reporting procedures. Special emphasis was placed on recognizing non-physical forms of violence, including psychological and economic abuse, which are frequently overlooked. The sessions employed a 90-minute microlearning format to ensure accessibility and integration into routine PKH group meetings, thereby minimizing disruption to existing program activities (Anugerahayu & S, 2025; Rahmania et al., 2025).

The second phase established a rapid reporting and response mechanism through the development and activation of a standardized 72-hour operating procedure. This procedure outlined clear steps for initial disclosure, risk assessment, referral, and coordination with relevant institutions. Practical field tools were produced, including reporting flowcharts, informed consent templates, emergency contact lists, and initial evidence documentation guidelines. These tools were disseminated in both printed and digital formats to ensure usability in time-sensitive situations. Reporting pathways were integrated with UPTD PPA, police women and children service units, referral hospitals, and legal aid organizations, enabling victims to access coordinated assistance without navigating multiple bureaucratic layers (Setiawan et al., 2019; Nurisman, 2022).

The third phase emphasized post-reporting economic empowerment as a sustainability strategy. Survivors who had accessed protection services were offered basic financial literacy training, simple business planning guidance, and facilitated connections to local Micro, Small, and Medium Enterprises (MSME) support programs. This component aimed to reduce economic dependency on perpetrators, which has been widely identified as a structural barrier preventing victims from exiting abusive relationships (Johnson et al., 2025; Sayyidatul Insiyah et al., 2025). Economic activities were selected based on local market conditions and participants' existing skills to enhance feasibility and sustainability.

### **Data Collection**

Data collection employed a mixed qualitative approach combining baseline and post-intervention surveys, participant observation, and documentation of reported cases handled through the rapid response mechanism. Baseline surveys assessed participants' initial legal awareness, understanding of domestic violence, and familiarity with reporting procedures. Post-intervention surveys were conducted to identify changes in knowledge, attitudes, and perceived access to protection mechanisms.

Participant observation was conducted throughout training sessions, coordination meetings, and intervention activities to capture contextual dynamics and participant engagement. Documentation of reported cases included anonymized records of reporting timelines, referral pathways, and types of services accessed. No personally identifiable information was recorded to protect participants' confidentiality.

### **Data Analysis**

Data analysis employed descriptive qualitative methods to identify patterns and changes observed before and after the intervention. Survey responses were analyzed to assess shifts in legal awareness and reporting behavior, while observational notes and case documentation were examined to evaluate the functionality of the rapid response mechanism and inter-agency coordination. The analysis focused on identifying enabling factors and barriers influencing the effectiveness of the integrated intervention rather than measuring causal impact.

### **Ethical Considerations**

Ethical considerations were central to the study design and implementation. All participants provided informed consent prior to involvement in training or data collection activities. Confidentiality safeguards were applied to all records, and discussions involving sensitive experiences were conducted using trauma-informed communication principles. Participants facing immediate risk were referred promptly to appropriate protection services in accordance with the 72-hour operating procedure. The study prioritized participant safety and well-being over data collection objectives at all stages of the intervention.

## **C. RESULT AND DISCUSSION**

The implementation of the integrated community-based intervention yielded significant improvements in legal awareness, reporting behavior, institutional responsiveness, and post-reporting resilience among women beneficiaries of the Family Hope Program (PKH). The findings demonstrate that domestic violence protection mechanisms become substantially more effective when legal literacy, procedural facilitation, and economic empowerment are implemented as a coherent framework rather than as isolated interventions.

### **Increased Legal Awareness among PKH Beneficiaries**

Baseline assessments conducted prior to the intervention revealed limited understanding among participants regarding domestic violence as a criminal offense and the scope of legal protection available under Indonesian law. Many participants associated domestic violence primarily with severe physical abuse and were largely unaware that psychological and economic violence constituted legally recognized offenses. Knowledge of reporting procedures, victim

rights, and available protection services was similarly low, reflecting the gap between normative legal guarantees and practical legal awareness among socio-economically vulnerable women.

Following the legal literacy intervention, post-intervention surveys and observations indicated a substantial increase in participants' understanding of domestic violence and legal protection mechanisms. Participants demonstrated improved ability to identify various forms of abuse, articulate their rights as victims, and recognize available reporting pathways. This shift suggests that participatory legal education delivered through familiar community structures can effectively demystify legal concepts that are often perceived as abstract or inaccessible. These findings are consistent with prior studies highlighting the role of community-based legal education in enhancing access to justice for marginalized populations (Rahadian et al., 2025; D. & Setiawan, 2025).

Importantly, the intervention contributed not only to increased legal knowledge but also to changes in attitudes toward reporting. Participants expressed reduced fear of legal processes and greater confidence in seeking assistance, particularly when supported by trusted PKH facilitators. This attitudinal shift underscores the importance of embedding legal literacy initiatives within existing social protection programs, where sustained engagement and trust can mitigate stigma and fear associated with domestic violence disclosure.

### **Effectiveness of the Rapid Reporting and Response Mechanism**

One of the most significant outcomes of the intervention was the operationalization of a standardized 72-hour rapid reporting and response mechanism. Prior to the program, participants frequently perceived reporting domestic violence as a complex and risky process involving multiple institutions and uncertain outcomes. The absence of clear procedural guidance often resulted in delayed reporting or complete withdrawal from formal protection mechanisms.

The introduction of a structured reporting pathway substantially altered this dynamic. Within the initial months of implementation, several domestic violence cases were reported and processed through coordinated referrals involving women and children protection units, law enforcement, healthcare providers, and legal aid organizations. The availability of practical tools—such as reporting flowcharts, consent templates, and emergency contact directories—reduced procedural uncertainty and enabled timely responses. This finding corroborates existing literature emphasizing the importance of procedural clarity and institutional coordination in improving victim access to justice (Setiawan et al., 2019; Nurisman, 2022).

The rapid response mechanism also enhanced institutional accountability by clarifying roles and responsibilities across sectors. Rather than navigating fragmented services independently, victims were supported through a streamlined process facilitated by trained intermediaries. This approach contrasts sharply with fragmented response models documented in previous studies, where victims often encounter bureaucratic barriers and inconsistent institutional practices (Naqiyah & Triana, 2018; Labaka & Abas, 2025). The findings indicate that procedural simplification and time-bound response standards are critical determinants of effective domestic violence protection systems.

### **PKH Facilitators as Community Legal Navigators**

A central innovation of the intervention was the repositioning of PKH facilitators as community legal navigators. Traditionally, facilitators' roles have focused on monitoring compliance with PKH conditionalities related to health and education. Through targeted training,

facilitators acquired competencies in recognizing signs of domestic violence, conducting trauma-informed communication, and facilitating referrals to appropriate services.

The results demonstrate that this role transformation significantly enhanced victims' willingness to disclose abuse and pursue formal protection. Participants consistently identified facilitators as trusted intermediaries who could bridge the gap between informal community support and formal legal institutions. This trust-based relationship proved essential in overcoming fear, stigma, and social pressure that often inhibit reporting in close-knit communities.

The findings support broader theoretical arguments regarding the importance of intermediary actors in access-to-justice frameworks. By situating legal navigation within everyday social interactions, the intervention reduced the psychological and procedural distance between victims and the justice system. This approach aligns with prior research emphasizing the role of community actors in mitigating institutional barriers and enhancing legal empowerment (Setiawan et al., 2019; Nurisman, 2022). It also highlights the untapped potential of social protection infrastructure as a platform for legal intervention.

### **Economic Empowerment and Survivor Resilience**

Beyond immediate legal protection, the integration of economic empowerment initiatives contributed to longer-term resilience among survivors. Participants who engaged in post-reporting economic activities reported increased financial autonomy and reduced dependence on abusive partners. Small-scale income-generating activities, supported through financial literacy training and linkage to local MSME programs, provided tangible pathways for survivors to regain control over economic resources.

These outcomes reinforce empirical evidence identifying economic dependency as a central mechanism sustaining cycles of domestic violence (Johnson et al., 2025; Klugman et al., 2015). By addressing economic vulnerability alongside legal protection, the intervention mitigated a key structural barrier that often undermines the effectiveness of criminal justice responses. Participants' narratives indicated that economic empowerment not only enhanced material security but also strengthened psychological confidence and decision-making capacity.

The findings suggest that legal interventions divorced from economic considerations risk remaining symbolic rather than transformative. In contrast, the integrated model demonstrated that post-reporting economic support can function as an exit strategy, enabling survivors to pursue legal remedies without fearing immediate economic repercussions. This reinforces the argument that domestic violence protection must be understood as a multidimensional process extending beyond legal adjudication.

### **Comparative Analysis and Structural Challenges**

When compared with fragmented domestic violence response models documented in previous studies, the integrated approach adopted in this program demonstrates clear advantages in terms of accessibility, responsiveness, and sustainability. The combination of legal literacy, rapid reporting, and economic empowerment created reinforcing mechanisms that addressed multiple dimensions of vulnerability simultaneously. This contrasts with sectoral approaches that isolate legal, social, or economic interventions, often resulting in limited impact.

Nevertheless, several structural challenges were identified during implementation. Geographic constraints and limited transportation infrastructure hindered timely access to

referral services for some participants. Additionally, the availability of child-friendly safe houses and specialized psychosocial services remained uneven, reflecting broader systemic limitations in domestic violence protection systems (Rahayu et al., 2025; Wadjo & Fadillah, 2021). These challenges underscore the need for continued investment in service infrastructure and local government commitment.

Despite these limitations, strengthened inter-agency collaboration emerged as a key enabling factor. Regular coordination among stakeholders facilitated information sharing, clarified institutional roles, and reduced duplication of efforts. This collaborative framework provides a foundation for scaling similar interventions in other regions, particularly those with high concentrations of social assistance beneficiaries.

### **Implications for Legal Protection and Social Policy**

The findings of this study carry important implications for legal protection and social policy in Indonesia. First, they demonstrate that legal norms alone are insufficient to protect vulnerable women without corresponding mechanisms to operationalize those norms at the community level. Second, they highlight the strategic value of integrating domestic violence protection within existing social protection programs, where regular engagement and trust-based relationships can enhance early detection and reporting.

By positioning PKH facilitators as legal navigators and embedding rapid response procedures within community structures, the intervention advances a more inclusive model of access to justice. This model aligns with contemporary understandings of legal empowerment, which emphasize agency, participation, and structural change rather than mere legal formalism. Furthermore, the integration of economic empowerment underscores the necessity of addressing material conditions that shape victims' choices and constraints.

Overall, the results demonstrate that an integrated, community-based intervention can transform domestic violence response systems from reactive legal processes into proactive empowerment frameworks. By simultaneously addressing legal awareness, procedural access, and economic resilience, the program contributes to a more holistic and sustainable approach to protecting women's rights within Indonesia's social protection system.

## **D. CONCLUSION**

This study demonstrates that domestic violence protection for women beneficiaries of the Family Hope Program (Program Keluarga Harapan/PKH) can be significantly strengthened through an integrated, community-based intervention that combines legal literacy, rapid reporting mechanisms, and economic empowerment. The findings confirm that domestic violence is not solely a legal problem but a multidimensional issue shaped by structural vulnerabilities, particularly economic dependency and limited access to justice. Addressing these interlinked dimensions simultaneously is essential to transforming legal norms into effective protection in practice.

The intervention shows that participatory legal education delivered through existing social protection structures can substantially enhance women's legal awareness and confidence to seek protection. By enabling participants to recognize various forms of domestic violence and understand their legal rights, the program reduces informational asymmetries that often silence victims. Moreover, the activation of a standardized 72-hour rapid reporting and response

mechanism illustrates that procedural clarity and institutional coordination are decisive factors in improving access to justice. When victims are supported by clear pathways and trusted intermediaries, reporting becomes less intimidating and more responsive to their immediate safety needs.

A key contribution of this study lies in highlighting the strategic role of PKH facilitators as community legal navigators. By expanding facilitators' capacities beyond program compliance monitoring, the intervention leverages existing social infrastructure to bridge the gap between informal community spaces and formal legal institutions. This approach reduces psychological and procedural barriers while fostering trust-based engagement, which is particularly crucial in socio-economically marginalized communities where stigma and fear of retaliation remain prevalent.

Importantly, the integration of post-reporting economic empowerment emerges as a critical determinant of sustainability. The findings indicate that legal protection mechanisms are significantly more effective when survivors are supported in reducing economic dependency on perpetrators. Economic empowerment functions not only as a means of financial recovery but also as a pathway to restoring agency, resilience, and long-term autonomy. Without such support, legal interventions risk remaining temporary or symbolic, failing to disrupt the structural conditions that perpetuate cycles of violence.

From a broader policy perspective, this study underscores the potential of embedding domestic violence protection within Indonesia's social protection system. The PKH program provides a scalable platform for integrating legal empowerment initiatives that are responsive to local contexts and capable of reaching vulnerable populations. However, scaling such models will require sustained inter-agency coordination, investment in service infrastructure, and strengthened local government commitment, particularly in expanding access to safe houses and psychosocial support services.

In conclusion, the study affirms that domestic violence response systems must evolve from reactive, institution-centered approaches toward proactive, survivor-centered empowerment frameworks. By linking legal protection with economic resilience and community-based facilitation, the integrated model presented in this study offers a practical and adaptable pathway for enhancing women's rights, access to justice, and social inclusion. Future initiatives should build on this framework to advance more inclusive and durable protection mechanisms within Indonesia's broader development and governance agenda.

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