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## Article Title

### The Role of the PKK of Medan City to Preventing Domestic Violence in Perspective of Law Number 23 of 2004

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## **ABSTRACT**

*This study aims to analyze the role of Family Welfare Empowerment (PKK) of Medan City in preventing Domestic Violence (KDRT) based on Law Number 23 of 2004. Domestic violence is a serious problem caused by various factors such as patriarchal culture, economic problems, and infidelity. This study uses a qualitative method with an empirical study approach, collecting data through interviews with PKK Medan City administrators and literature studies. The results of the study indicate that PKK Medan City plays an important role through counseling, education, and cooperation with various agencies. Internal and external factors are the causes of domestic violence. The results of this study indicate the need for a comprehensive approach involving families, communities, government agencies, and non-government. PKK is the right institution to take preventive action in preventing domestic violence in the community.*

**Keywords:** *Community Organizations; Domestic Violence; Legal Perspective.*

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## **INTRODUCTION**

In the period from 2023 to 2024, cases of Domestic Violence (DV) in Medan City have increased, as revealed by the Profile of Violence against Women and Children (DV) of North Sumatra Province. Medan City is ranked second in the province for DV cases. Simfoni PPA reported that in 2023, there were 114 female victims of DV in North Sumatra and 57 male victims of DV, while in 2024, the number increased to 125 females and 53 males.

The Child and Women Protection Unit (PPA) of the Medan Police Criminal Investigation Unit also reported that there were 733 cases of domestic violence handled throughout the year - this figure has increased significantly compared to 2022 which only amounted to 277 cases (Siahaan, 2023). This phenomenon shows the lack of public awareness to build a harmonious household so that further prevention is needed in order to reduce the number of domestic violence cases in Medan City at this time.

There are at least two elements that contribute to domestic violence. The first element involves internal influences resulting from the declining ability of family members to adjust to each other, leading to discriminatory and exploitative behavior toward more vulnerable individuals in the family. The second element includes external influences arising from the external environment that directly or indirectly shape exploitative perspectives toward fellow family members, especially those directed at women and children. These influences can trigger domestic violence (Luhulima, 2007).

Domestic Violence (DV) is one of the crucial problems in Indonesia, DV is often influenced by many causes including patriarchal culture, economic problems and infidelity. According to Article 1 point 1 of Law Number 23 of 2004, Domestic Violence is any act against a person, which indicates the emergence of misery and suffering

physically, sexually, psychologically, and/or neglect of the household such as threats to commit acts, coercion, or deprivation of liberty carried out unlawfully within the scope of the household. The aim of the Elimination of Domestic Violence is to:

1. Eliminate all forms of domestic violence;
2. Providing protection to victims of domestic violence;
3. Punish perpetrators of domestic violence; and
4. Maintaining the harmony of a prosperous household.

The Compilation of Islamic Law does not directly explain what domestic violence is, but Article 116 of the Compilation of Islamic Law contains reasons for divorce that are closely related to domestic violence. For example, divorce can occur because one party commits adultery, becomes a drunkard, a gambler, commits violence or abuse against one of them and leaves their partner for 2 consecutive years without a clear reason. This provision is in line with the Definition of Domestic Violence explained in Article 1 of Law Number 23 of 2004.

To stop domestic violence, a comprehensive strategy is needed, connecting various stakeholders such as families, communities, government institutions, and civil society organizations. This cooperation is one of the effective ways to deal with problems related to domestic violence. In this context, PKK is the right organization to implement preventive measures aimed at curbing domestic violence in the community.

Structurally, Law Number 23 of 2004 aims to achieve families as explained in Law Number 1 of 1974 and the Compilation of Islamic Law. Law enforcers are parties involved in dealing with problems of violence, not only in a way that is more directed at handling by law enforcement officers, but more active community roles are expected to realize prevention as a preventive effort. As an institution from the community in villages and sub-districts, the Family Empowerment and Welfare Institution (PKK) has an important role in improving family welfare in the community. The Family Empowerment and Welfare Movement is a national initiative that aims to build a community that develops from the grassroots level, which is supervised by and for the community itself (Asliani & Lubis, 2021).

Family Welfare Empowerment (PKK) is an institution that aims to be a community family coach to be independent and prosperous through improving the spiritual and mental aspects of life behavior through the instillation and application of Pancasila. PKK activities play an important role in educating families in the community in producing balanced and prosperous households based on faith and devotion to God Almighty.

Article 40 point e of Regulation of Minister of Internal Affairs Number 36 of 2020 concerning the PKK Movement, one of the programs is Implementing Guidance

on the Prevention of Domestic Violence. Domestic violence almost always occurs and causes victims, this is created due to the lack of community understanding of the importance of maintaining harmony in the household. In an effort to minimize this, the PKK is present in conducting counseling, socialization and other activities to provide an understanding to the community on how to build a harmonious family.

## **METHOD**

This study uses a qualitative method through a legal sociology approach, which focuses on collecting data through direct experience and observation of the social objects being studied (Bungin, 2013). This approach relies on real evidence and facts in the field. From several structured steps to ensure effective data collection and analysis. This study focuses on identifying the role of Family Welfare Empowerment (PKK) variables in preventing domestic violence (KDRT). Data collection was carried out through interviews with several Pokja 1 Members and PKK Medan City Cadres, as well as literature studies from various relevant journals and theses.

The author uses a systematic algorithm structure to explore the role of Family Welfare Empowerment (PKK) in preventing domestic violence (KDRT). The research process begins with the data collection step. The author conducted in-depth interviews with some members of the Secretary and Cadres of the Medan City PKK, which aimed to gain direct insight into the activities and initiatives carried out by the organization.

In addition, the author also uses a descriptive approach that aims to describe the role of the PKK descriptive data analysis, and ends with an interpretation of the results that link the findings to Law Number 23 of 2004. Literature study by reviewing various relevant journals and theses to enrich understanding of the context and background of this issue. After the data is collected, the next stage is to process the information. During this stage, the author compiles the details collected from interviews and research materials. The author examines the data thoroughly. This examination stage is important to ensure that each conclusion is based on strong and relevant evidence.

## **RESULTS AND DISCUSSION**

### **A. Domestic Violence**

Article 1 point 1 of Law Number 23 of 2004 explains that domestic violence refers to any act directed at a person, especially women, which results in physical, sexual, or emotional pain or suffering, and/or neglect of household responsibilities. This includes intimidation through threats of violence, coercive behavior, or unlawful restrictions on freedom.

According to the results of interviews with several members and cadres of the Medan City PKK regarding their understanding of what domestic violence is. According to Mrs. Sitti Banina as the secretary of the Medan City PKK *“Domestic violence is any violence committed by a husband or wife that causes trauma between one of them”*. According to Mrs. Elvianty Ar Rahman Pane, she explained *“Domestic violence occurs due to a lack of harmony in the household so that violence occurs against one of the parties”*. Mrs. Siti Zulaiha as a member of the Medan City PKK cadre explained *“Domestic violence is violence that often occurs because of the unequal thinking of men and women so that violence occurs and this more often has an impact on women”*. Based on this interview, it can be seen that the understanding of domestic violence in the Medan City PKK ranks is good and this is also the same as that explained in the provisions of Article 5 of Law Number 23 of 2004, it is clarified that everyone is prohibited from committing domestic violence against any member of their family, which can be in the form of:

1. Violence physique. It is defined as an act that causes suffering, loss, or serious injury. For example: pulling hair, hitting, pinching, and slapping that do not result in actual injury. This is described in Article 6 of Law Number 23 of 2004.
2. Violence psychic. Psychological violence refers to actions that cause fear, reduce self-esteem, inhibit a person's ability to act, create feelings of helplessness, and/or cause significant mental stress to a person. As per Article 7 of Law Number 23 of 2004.
3. Violence sexual. It is defined as a forced sexual act committed against someone living in the house. Sexual violence also includes non-consensual sexual interactions between individuals in the household to gain financial gain and/or a specific purpose. As per Article 8 of Law Number 23 of 2004.
4. Neglect. Neglect according to Article 9 section (1) of Law Number 23 of 2004 is explained:

*“Everyone is prohibited from neglecting another person in their home, regardless of the legal framework applicable to them or the care of that person.”* From this expression, it is clear that neglect refers to any kind of failure to fulfill one's duties and responsibilities in the household, where the law has designated that person as the one responsible for the welfare of the people in the context of his family (Puspitawati, 2012).

## **B. Factors Causing Domestic Violence**

There are at least two elements that contribute to domestic violence: First, internal influences that stem from the reduced ability of each family member to adjust to each other, leading to discriminatory and exploitative behavior directed at vulnerable family members. Furthermore, external influences arise from factors

outside the family unit that directly or indirectly influence the perspectives of family members, resulting in exploitative behavior toward others in the household, especially women and children (Wahab, 2010).

Factors that can cause someone to commit violence include (Jayanthi, 2009):

1. Affair. In this situation, infidelity is defined as a partner who is in a relationship with another woman or a partner who is married or engaged to another new partner. This relationship is also one of the reasons that can cause someone to become a perpetrator of domestic violence.
2. Economic problems. The head of the family or husband, has the duty to provide for his family. The allowance given is a legal right that a wife or child has towards her father. However, when a father neglects this obligation, it can escalate into a form of financial abuse, causing discord and tension in the family.
3. Patriarchal culture. A system that places men as rulers in the household. This is then used to explain that in society, men have power over women and children.
4. Third party interference. The interference of family members from the husband's side is one of the causes of frequent domestic violence between husband and wife, because there is still a sense of selfishness and empathy towards their family, which makes the relationship between the two strained and domestic violence will easily occur.
5. Playing gambling. Gambling is something that violates the rules of law and religion. Gambling for some people is something that is addictive and makes them forget about anything.
6. Difference in principle. Principle, as defined by the Great Dictionary of the Indonesian Language, refers to a fundamental truth that is the basis for thoughts, actions, and similar aspects. A person who has built a foundation in his behavior will consistently uphold his firmly held beliefs. If others try to challenge that belief, the person may be offended and reject the attempt. This scenario also applies in the context of a family. Although united through the bonds of marriage, it cannot be denied that couples have different principles.

If observed, the triggers that often occur in cases of domestic violence include: disagreement; feelings of jealousy or doubt (between partners); the perpetrator's dissatisfaction with the victim; actions triggered by the victim's behavior; seeking revenge; societal influence; financial pressure; as a method to maintain authority or control. Or, it can be a strategy to obtain the desired result. This last point, for example, functions as a tactic to dominate partners, children, parents, family members, and others.

Various factors cause victims to hesitate or be afraid to report, either due to external influences or internal struggles. Some internal factors that cause victims



to hesitate in reporting domestic violence incidents include the following:

1. The victim is not aware that he has become a victim of a crime. Victims of domestic violence often do not realize that their situation constitutes a crime. A loving family creates an atmosphere of significant trust and interdependence among its members. In many cultures, certain types of physical punishment are considered acceptable when administered by those in authority over vulnerable individuals. Children often perceive their parents as having their best interests at heart, and they interpret their parents' actions, including both physical and psychological punishment, as expressions of concern or a general approach to raising children (Salsabila & Nurhanifah, 2024).
2. Dependency factor. In a family setting, the victim is often heavily dependent on the perpetrator for financial or emotional support. As a result, the person is hesitant to report the abuse, because they fear that their situation will worsen if they choose to speak out.
3. The factor of wanting to maintain the integrity of the household. In many situations, a large number of individuals affected by domestic violence choose to endure hardship in order to keep the family together. This decision is often driven by the belief that the child truly needs both parental figures. In addition, victims place their trust in the abuser's assurances to refrain from harmful behavior, clinging to the hope that things will improve over time.

Various external influences, especially pressure from the outside environment, shape the victim's beliefs. As a result, the victim hesitates to reveal the incident that happened to him, including (Irianto, 2006):

1. There is a threat posed by the perpetrators in various cases, as these perpetrators often issue threats of physical and emotional violence directed at their victims. Victims are often hesitant to reveal their situation because the perpetrators threaten to attack, withhold money to meet basic needs, or even commit suicide.
2. Family or community pressure is another reason why victims hesitate to disclose their situation. Fear of being judged negatively by family or community often causes victims to be reluctant to disclose. Manifestations of this mindset include feelings of shame, guilt stemming from the perception of failing to be a good partner, and the belief that it is their duty to protect the family's reputation.
3. The current poor characteristics of the justice system in relation to domestic violence cases influence victims' concerns about bias or perceived neglect, and the likelihood that their cases will be taken lightly. It is equally important to consider how much the general public, and particularly perpetrators, trust law enforcement officials and the legal actions that will be taken.

### C. Perpetrators and Victims of Domestic Violence

Women often experience violence in their personal lives, whether related to their status as wives or interactions with other family members. However, this type of violence is difficult to disclose for several reasons (Ihromi et al., 2000):

1. Many people view violence as a normal occurrence (sometimes seen as part of the lessons husbands teach their wives).
2. Domestic disputes are generally considered private family matters that should not be discussed by outsiders.
3. Both perpetrators and victims often hide the true events from others for various reasons.

There are several theories regarding violence proposed by specialists, especially (Yudhianto, 2022):

1. The concept of violence as an individual or collective act Proponents of this theory of violence argue that people engage in violent behavior because of inherent factors such as genetic traits or physiological problems. Examples of violence by individuals can manifest as physical attacks, abuse, or verbal aggression through language that demeans a person.
2. Structural violence theory. This theory states that structural violence is not caused by any individual; but rather occurs within the framework of society. Scholars in this field argue that violence is not only perpetrated by individuals or groups, but is also shaped by broader systems, including governmental structures.
3. Theories linking actors and structures in violence. Experts who support this theory believe that conflict is a predetermined aspect that is embedded in the existence of society.

According to Mrs. Banina regarding the causes of domestic violence, “*when she conducted outreach related to domestic violence, she often found that those who experienced domestic violence the most were those who were faced with poor economic conditions, then there was a dispute between the two and ended with a lack of harmony between the two, which led to continuous quarrels.*”

According to Mrs. Siti Zulaiha, “*the problems that often occur are due to poor communication between men and women, which causes misunderstandings between the two and reduces harmony in the household, which causes arguments between the two.*”



#### **D. The Role of the PKK of Medan City to Preventing Domestic Violence**

Domestic violence cases based on gender that occurred in 2023 to 2024 in the city of Medan based on data from the PPA Symphony, in 2023 there were 57 men and 114 women. While in 2024 there were 53 and 125 women. From this data, it is known that the number of domestic violence cases experienced by women is higher than that experienced by men, so the following table can be made:

**Table 1. Domestic Violence Cases Based on Gender that Occurred in 2023 to 2024**

<b>Year</b>	<b>Man</b>	<b>Woman</b>	<b>Total</b>
2023	57	114	171
2024	53	125	178

*Source: Primary Data, 2025.*

Based on the data above, an active role of the PKK is needed to help handle and prevent cases of violence against women so that the number of domestic violence cases can be reduced to a minimum so that no more similar cases occur.

Family Welfare Empowerment (PKK) operates as a government collaborator focused on improving family welfare. Started in 1975 by Ibu Tien Soeharto, who was the wife of President Soeharto, this initiative seeks to reduce poverty, raise living standards, and renew women's contributions to the family unit and the wider society. Through the PKK initiative, families receive education and training in various areas, including health, education, economics, and religious guidance. The program recognizes the family as a fundamental component of society, and as such, progress in family welfare is expected to have beneficial effects for the entire society. The main goal of the PKK initiative is to strengthen the role of women both in the household and the wider society.

The point of this initiative is that women receive education in various disciplines, including household skills, business development, and reproductive health. By improving these skills, it is hoped that women will gain more autonomy and be able to provide greater support to their households and communities. In addition, the PKK initiative seeks to improve family health. The initiative offers guidance to families on hygiene and health practices, along with methods to prevent disease and improve well-being. With this knowledge, families are expected to be able to reduce disease and death rates in their households and improve their overall standard of living. The PKK initiative also includes training in economics and religion. In the economic aspect, families are taught about financial management, business skills development, and strategies to increase household income (Mulyati & Suhaety, 2021).

Women play an important role in building prosperous families. To realize prosperous families and achieve various goals, the Family Empowerment and Welfare Movement was formed. This movement is supervised and implemented by the Family Empowerment and Welfare Movement Team (TP.PKK) at all levels. The Family Empowerment and Welfare Movement (PKK) is very important to involve women (mothers) in society. PKK functions as a forum for women to convey their ideals and advance education in society. Based on Article 1 point 5 of Regulation of Minister of Internal Affairs Number 36 of 2020 explains that the Family Empowerment and Welfare Movement, hereinafter referred to as the PKK Movement, is a national grassroots initiative in community development driven by, for, and with the community, with the aim of realizing families who believe in and are devoted to God Almighty, have good morals and character, are healthy and prosperous, advanced and independent, are just and gender-just, and have legal and environmental insight ([Mahfudah & Habibah, 2022](#)).

Article 21 and Article 27 of the 1945 Constitution ensure equal rights and responsibilities for residents without gender discrimination in aspects such as employment, health care, governance, legislation, and personal rights. Therefore, the government has established various initiatives designed to assist women in urban, provincial, district, and rural communities in engaging in progress aimed at improving family welfare, known as the Family Welfare Empowerment Development, referred to as PKK. PKK is a grassroots organization that enables women to contribute to Indonesia's progress, widely known for its ten core programs.

The 10 Main PKK Programs are essentially basic human needs, namely ([Juliana & Wedayanti, 2021](#)):

1. Understanding and Practicing Pancasila
2. Mutual Cooperation
3. Food
4. Clothing
5. Housing and Household Management
6. Education and Skills
7. Health
8. Development of Cooperative Life
9. Environmental Sustainability
10. Healthy Planning.

In carrying out its duties, the PKK itself has a main work program (pokja) which is divided into 4 parts, namely:

1. Working group 1 includes the appreciation and experience of Pancasila, mutual cooperation. In which this working group has several main tasks as stated in Article 40 of Regulation of Minister of Internal Affairs Number 40 of 2020.
2. Working Group 2 covers education and manual skills and development of cooperative life.
3. Working Group 3 covers food, clothing and housing and household management.
4. Working Group 4 covers health, environmental sustainability and healthy planning.

In the PKK there are 10 Main Work Programs where the Issue of Domestic Violence is included in the first Work Program, namely the appreciation and practice of Pancasila, which includes fostering harmonious families and social welfare, the following is a list of work programs 1 PKK Medan City in 2023-2024.

**Table 2. List of Work Programs 1 PKK Medan City in 2023-2024**

No	Type of Activity	Month												OPD
		01	02	03	04	05	06	07	08	09	10	11	12	
1	Development of Parenting Patterns for Children and Adolescents in the Digital Era (PAAREDI) through:													National Unity and Politics
	a. Prosperous and Harmonious Indonesian Family.	X	X		X	X	X	X	X	X	X	X	X	
	b. Healthy Indonesian Family Without Drugs (KRISAN)	X	X		X	X	X	X	X	X	X	X	X	
	c. Indonesian Families Protect Children from Sexual Violence (KILAS)	X	X		X	X	X	X	X	X	X	X	X	DP3AP MP2KB
2	Fostering the Role of Parents in Implementing Parenting Patterns for Children and Adolescents in the Digital Era (PAAREDI)						X				X			DP3AP MP2KB
3	Counseling on preventing underage marriage, especially for girls	X	X											Ministry of Religion DP3AP MP2KB
4	Monitoring the Implementation of Gotong Royong Cleanliness at the Sub-district and Village Level	X	X		X	X	X	X	X	X	X	X	X	Sub-district and Village

No	Type of Activity	Month												OPD
		01	02	03	04	05	06	07	08	09	10	11	12	
5	Carrying out PKK group study activities	X	X		X	X	X	X	X	X	X	X	X	Social Services
6	Development of Empowerment of Persons with Disabilities	X	X		X	X	X	X	X	X	X	X	X	
7	Elderly Empowerment Development	X	X		X	X	X	X	X	X	X	X	X	DP3AP MP2KB

Source: Primary Data, 2025.

PKK in Indonesia plays a significant role in combating domestic violence (DV) through various initiatives. They offer educational resources and counseling to raise public awareness of individual rights and indicators of DV. In addition, PKK emphasizes women's empowerment by providing skills training and financial education, helping women achieve social and economic independence (Suharnanik et al., 2024). As an organization dedicated to improving families, PKK implements various programs that foster family resilience and improve community welfare, such as:

1. Providing education and counseling to the community, especially women, about their rights, the importance of communication within the family, and signs of domestic violence.
2. Women Empowerment Through skills training, economic education, and self-development programs, PKK helps women become more economically and socially independent, thereby reducing the risk of being trapped in domestic violence situations.
3. PKK Assistance and Support often acts as a bridge between victims of domestic violence and aid agencies, such as the Women and Children Protection Unit (PPA) or safe houses.
4. The PKK Domestic Violence Prevention Campaign often holds activities at the village and sub-district levels to spread awareness of the dangers of domestic violence, both for women and men, in order to create harmonious families.

The role of the PKK is in line with the government's program to protect women and children, thus becoming a strategic effort to reduce the number of domestic violence cases in Indonesia.

Excess:

1. PKK Medan City has a fairly important role in building public awareness regarding the importance of protecting families from domestic violence and creating harmonious families through activities and socialization carried out by PKK Medan City.

2. PKK can work together with government institutions such as the BP3APK, PPA and other agencies in approaching and increasing public awareness about the importance of a harmonious household.

Weakness:

1. The PKK does not have many cadres, which means that every activity carried out by the PKK is less than optimal.
2. PKK cannot handle the case directly because there is still a Department that is in charge of the case,
3. Every PKK cadre is a housewife and sometimes they cannot provide direct counseling to the community because they have important matters at home first.

#### **E. Significance of the Role of PKK Medan City on the Volume of Domestic Violence in Medan City**

Based on the results of qualitative research involving interviews with Members of Working Group 1 and PKK Cadres in Medan City, as well as data collection through PKK Medan City, journals and other articles, it shows that the community's understanding of domestic violence is quite good. Working Group 1 PKK Medan City massively provides education and counseling to the community, especially women, regarding the dangers of domestic violence and the importance of reporting if they become victims.

However, even though the role of the Medan City PKK has been quite significant in efforts to prevent domestic violence in Medan City, based on the data that the author can show... that the volume of domestic violence cases in Medan City is still increasing. This indicates that the Medan City PKK intervention has not been fully able to significantly reduce the number of domestic violence cases in Medan City. There are several factors that cause this to happen, including:

1. The patriarchal culture is still strong in society, especially in Medan City.
2. There is still economic and emotional dependence of the victim on the perpetrator.
3. There is still a lack of awareness and courage among victims to report the perpetrator, because there is still trauma that remains or they want to protect the people they still love.
4. The presence of external factors such as social pressure and interference from third parties in the household.
5. Lack of me time with your partner and more frequent seeking of peace outside can lead to conflict in the household.

Although the Medan City PKK plays a role as a provider of education and empowerment to families at the community level. However, this role has not had a significant impact in reducing the volume of domestic violence in Medan City. This is also due to the many structural and cultural challenges, so that the Medan City PKK's efforts require broader support and synergy from the Government, law enforcement officers, and other social institutions in order to reduce the number of Prevention and Handling of Domestic Violence in Medan City.

## **CONCLUSIONS AND SUGGESTIONS**

PKK Medan City has an important role in preventing domestic violence through counseling, education, and cooperation with various parties. However, domestic violence is still a complex problem caused by internal and external factors of the family. Internal factors include the ability of family members to adapt, while external factors involve environmental intervention. Domestic violence can be classified as physical, psychological, sexual, and neglect. Factors that cause domestic violence include infidelity, economic problems, patriarchal culture, third party interference, gambling, and differences in principles. A comprehensive approach involving family, community, government, and non-government institutions is needed. PKK is the right institution for preventive action in preventing domestic violence in the community.

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