



Collaborative Governance in Reducing the Rate of Domestic Violence (Case Study on the Social Service, Women's Empowerment and Child Protection of North Aceh Regency)

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ABSTRACT

This study examines collaborative governance in reducing the rate of domestic violence in the Social Service, Women's Empowerment and Child Protection of North Aceh Regency. The problem in this study is that there is still a lack of implementation of collaborative governance between various related parties in North Aceh Regency in reducing the rate of domestic violence. The purpose of the research is to know, understand, identify collaborative governance, barriers, efforts to reduce the rate of domestic violence in North Aceh Regency. The research uses the theory of Collaborative Governance and Public Policy Implementation with a descriptive qualitative approach. The results of the study show that collaborative governance in handling and preventing domestic violence in North Aceh Regency has been running through the involvement of various parties, namely the North Aceh PPA UPTD, North Aceh police, especially the PPA Unit, the NGO LBH Apik Lhokseumawe, the media, the community. Each party has complementary roles, such as the UPTD PPA as a victim companion, the police as law enforcement, NGOs as providers of legal assistance and advocacy, the media as a means of education and information dissemination. Obstacles in collaborative governance are still found, especially in the aspects of limited human resources, budgets, service facilities, inter-agency coordination, and low awareness among some people to report domestic violence cases. In addition, the lack of a formal coordination system, such as joint SOPs or MoUs between institutions, is also an obstacle in clarifying the flow of case handling. The efforts that have been made include strengthening coordination between agencies, increasing the capacity of companions, expanding socialization to the community, involving NGOs and the media in the process of advocacy and public education.

INTRODUCTION

Domestic violence (KDRT) is a social problem that has long been a concern of the people and the government in Indonesia. Domestic violence is not only in the form of physical violence, but also emotional, psychological, sexual, and economic, and can have long-term impacts on victims, including psychological trauma, mental disorders, and inability to function optimally in society. Data from Komnas Perempuan (2020) shows that violence against women in Indonesia, including domestic violence, is still very high and occurs at various levels of society, with cultural factors, patriarchal systems, and low education about women's and family rights exacerbating the problem.

North Aceh Regency is one of the areas that faces a significant problem of domestic violence. Data from the North Aceh Regency Social, Women's Empowerment and Child Protection Service (DSP3A) recorded an increasing trend in domestic violence cases every year, with the majority of victims being women and children who experienced physical, verbal, and psychological violence in the household. The following is data on domestic violence cases in North Aceh Regency for the 2023-2025 period.

Table 1. data on domestic violence cases in North Aceh Regency for the 2023-2025 period

Case Type	2023	2024	2025
Domestic Violence	34	78	81
Total per Year	89	161	159

Source: DSP3A North Aceh

So far, the handling of domestic violence cases in North Aceh Regency has involved the Social Service, Women's Empowerment and Child Protection through the North Aceh PPA UPTD, the police, prosecutor's office, social workers, the Sharia Court Court, psychologists and medical personnel, NGOs such as LBH APIK and Flower Aceh, the media through journalists, lawyers/advocates, and the public. However, the results of the researcher's initial observations show that synergy between related institutions is still minimal and many interventions carried out have not been well integrated, so that coordination between parties often causes overlapping policies and treatment that is not optimal for victims.

Collaborative governance is an approach to managing public policy that encourages stakeholder involvement in decision-making and policy implementation. This approach differs from other consensus-based decision-making processes, such as transformative mediation and alternative dispute resolution, because it is specific to a particular issue. As a region with legal specificity, Aceh has a number of regulations related to domestic violence prevention, including Qanun Aceh Number 6 of 2014 concerning Countermeasures of Violence against Women, Aceh Governor Regulation Number 11 of 2017 concerning Women's Empowerment and Child Protection, and North Aceh Regent Regulation Number 23 of 2018 concerning the Protection of Women and Children in the Family. The three regulations are the legal basis

for the prevention and handling of domestic violence, including the provision of shelter for victims and access to health, legal, and rehabilitation services.

Although there have been efforts to increase inter-institutional collaboration, its implementation in North Aceh Regency is still limited and faces various obstacles in building an effective and well-coordinated system. Based on this description, this article aims to find out and understand collaborative governance in reducing the rate of domestic violence in the Social Service, Women's Empowerment and Child Protection of North Aceh Regency, as well as identify obstacles and efforts made in its implementation. This research focuses on collaborative governance between the Social Service, Women's Empowerment and Child Protection as elements of government together with the community, the private sector, and non-governmental organizations in reducing the rate of domestic violence in North Aceh Regency. Theoretically, this research is expected to enrich the treasure of state administrative science within the scope of collaborative governance, and practically is expected to be a foundation for relevant institutions in efforts to eradicate domestic violence.

LITERATURE REVIEW

Public Policy and Policy Implementation

The term policy has a similar meaning to objectives, plans, programs, decisions, rules, and master plans, which can be in the form of an action plan, a program that outlines a specific task, specific steps, or an explanation of an action (Agustino, 2008). Government agencies and officials formulate public policy when they make political decisions; According to Dye, government actions and inactions are part of public policy. In the context of implementation, Anderson (1979) emphasizes four factors that need to be considered, namely who implements, the nature of the administrative process, compliance, and the impact of the implementation of policies or programs. Meanwhile, Grindle (in Subarsono, 2013) stated that the success of policy implementation is determined by the content of the policy and the context of its implementation, including the interests of the actors involved, the characteristics of the institution, and the compliance and responsiveness of the target group.

Collaborative Governance

Collaborative governance refers to a public policy management approach that encourages various stakeholders to work together throughout the policy-making and implementation process, based on the premise that complex issues require joint efforts from various government agencies, the private sector, non-profit organizations, and community groups (Andersson et al., 2016). Ansell and Gash (2008) explain that in collaborative governance, non-governmental stakeholders are actively involved in formal, consensus-oriented, and deliberative collective decision-making processes, led by one or more public institutions. This concept highlights six essential criteria, namely: (1) the forum is initiated by a government agency; (2) non-governmental actors are invited to participate; (3) participants are actively involved in decision-making, not just being asked for opinions; (4) the forum is formally managed and holds joint

meetings; (5) the forum aims to reach consensus; and (6) the focus of collaboration lies in public policy or government program management.

Emerson, Nabatchi, and Balogh (2012) introduced an integrative framework of collaborative governance that consists of three dimensions, namely the system context, the collaborative governance regime, and the dynamics of collaboration that produce various actions. Factors such as leadership, incentives, interdependence, and uncertainty help shape the trajectory and initiation of a collaborative governance system. The success of collaboration according to Ansell and Gash (2008) can also be assessed through five indicators, namely starting conditions, institutional design, collaborative process, intermediate outcomes, and final results.

Domestic Violence (KDRT)

Domestic violence is defined as any act against a person, especially a woman, that results in physical, sexual, or psychological suffering or misery, including threats, coercion, or unlawful deprivation of liberty within the scope of the household, as stipulated in Article 1 paragraph (1) of Law Number 23 of 2004 concerning the Elimination of Domestic Violence. Domestic violence can be in the form of physical, psychological, sexual, or economic neglect, and can occur between husband and wife, parents-children, and other household members. According to Mufidah, domestic violence has various social causes, including patriarchal culture, gender prejudice, wrong interpretation of religion, family and environmental habits, lack of communication between partners, economic and health factors, media influence, low conflict resolution ability, alcohol and narcotics abuse, and low awareness of reporting due to shame and social stigma.

METHODOLOGY

This study uses a descriptive qualitative approach to uncover facts according to the applicable social context or situation, so as to allow observation and explanation of all collaborative governance activities in handling domestic violence (Sugiyono, 2007). The research was carried out at the Social Service, Women's Empowerment and Child Protection of North Aceh Regency in February-July 2026, with the consideration that reducing the rate of domestic violence in the region requires collaborative governance between stakeholders which has not been running optimally until now.

The data source consisted of primary data obtained through interviews and observations of informants selected using purposive sampling techniques, namely the Head of UPTD PPA North Aceh, UPTD PPA companions, LBH APIK representatives, North Aceh PPA Unit Police officers, and victims of domestic violence; as well as secondary data obtained through literature studies and related documents. Data collection techniques are carried out through observation, unstructured interviews, and documentation of books, regulations, drawings, meeting minutes, and other relevant written materials (Arikunto, 2002). Data analysis uses the interactive analysis model of Miles and Huberman (1984) which includes three stages, namely data reduction, data presentation, and conclusion drawn.

RESULT AND DISCUSSION

Collaborative Governance in Reducing Domestic Violence Rates

The results of the study show that the implementation of collaborative governance is important in the Social Service, Women's Empowerment and Child Protection of North Aceh Regency because the handling of domestic violence is multidimensional, covering legal, social, psychological, and economic aspects, so it cannot be handled by one institution alone. UPTD PPA North Aceh plays the role of the main institution that receives complaints, conducts initial assessments, provides assistance, and connects victims with other institutions according to their needs.

"... Parties involved in handling and preventing domestic violence include UPTD PPA, Social Service, Women's Empowerment and Child Protection, PPA Unit police, legal aid institutions, support staff, media, and the community. Each party has a different role, but it is interconnected..." (Nurmiati, Head of UPTD PPA North Aceh, interview)

The UPTD PPA companion explained that they play an important role in identifying problems, exploring the needs of victims, providing mental strengthening, and directing victims to the police or legal aid institutions as needed. The North Aceh PPA Police Unit stated that in the context of collaboration, the police do not work alone, but need the support of the UPTD PPA, especially in assisting victims who are often in a state of fear, pressure, or hesitation to continue the legal process. LBH APIK Lhokseumawe plays a role in providing legal assistance, advocacy, and education to victims, while domestic violence victims who are informants stated that the existence of companions and service institutions is very helpful in understanding the steps that must be taken and providing a sense of security.

The division of tasks between institutions has been carried out based on their main tasks and functions: UPTD PPA focuses on victim services and assistance, police on legal processes, NGOs on legal aid and advocacy, and media on information dissemination and public education. Coordination between parties is carried out through direct communication, referral letters, meetings, and quick communication by phone or text message, especially when the victim needs follow-up services. Forms of cooperation include victim assistance, case referrals, violence prevention education, socialization to the community, legal assistance, and dissemination of information through the media, by utilizing human resources, budgets, service facilities, and institutional networks. In general, the results of this collaboration can be seen from the increase in victims' access to services, the clarity of referral mechanisms, and the increasing openness of space for victims to report, so that collaborative governance becomes a strategic foundation in reducing the rate of domestic violence in North Aceh Regency.

Barriers and Collaborative Governance Efforts

The research identified five major barriers to the implementation of collaborative governance. First, the limitation of human resources, both in terms of number and the competence of companions in dealing with victims with severe psychological trauma. Second, budget limitations and supporting

facilities, such as counseling rooms, operational vehicles, and funding for socialization and legal advocacy.

"... budget constraints for socialization, operational vehicles, and counseling facilities. Some victims had to wait for their turn to be assisted due to limited service space or means of transportation." (Nurmiati, Head of UPTD PPA North Aceh, interview)

Third, coordination between agencies that is not fully optimal, is characterized by differences in response times and procedures between agencies and the absence of an integrated data system, as conveyed by the PPA Unit Police officers that differences in procedures between the UPTD PPA and the police sometimes delay the handling of cases. Fourth, there is no formal agreement or MoU between institutions that clearly regulates roles, responsibilities, referral flows, and evaluation mechanisms. Fifth, obstacles from victims and the social environment in the form of fear of reporting due to threats from the perpetrator, shame, family pressure, economic dependence, and the assumption that domestic violence is a domestic problem that does not need to be opened to outsiders.

To overcome these obstacles, a number of efforts have and need to continue to be strengthened, namely: improving inter-agency coordination through regular meetings and joint forums; strengthening the division of duties through joint SOPs; increasing the capacity of human resources through victim handling training, gender perspectives, and legal mechanisms; expanding socialization to the community through villages, schools, women's groups, community leaders, and religious leaders; strengthening cooperation with the media as a means of public education that maintains the ethics and identity of victims; and strengthening the case data collection system so that policies for the prevention and handling of domestic violence can be prepared in a more targeted manner.

Referring to the framework of Ansell and Gash (2008), the success of collaborative governance in reducing the rate of domestic violence in North Aceh Regency can be explained through five main indicators. First, the starting conditions are characterized by a shared awareness that domestic violence is a complex problem that cannot be handled by one institution alone, as stated by all informants that its handling requires synergy between social services, law enforcement, legal advocacy, public education, and community support. Second, institutional design is reflected in the division of roles that have been formed based on the duties of each institution, namely UPTD PPA as the main assistance service, the police in the legal process, LBH APIK in legal aid, and the media in education and information dissemination.

Third, the collaborative process is reflected through communication, coordination, case referrals, and coordination forums; Although the formal system is not yet robust, coordination that runs through direct communication, meetings, and tiered referrals has fostered dialogue, trust, and mutual commitment between institutions. Fourth, intermediate outcomes can be seen from increased victim access to services, an increase in cases that are processed legally, and more people who are aware of the services available. Fifth, the final results (collaborative outcomes) that are the main targets are a decrease in the rate of domestic violence, increased protection for victims, and the formation of

a family culture without violence. Thus, collaborative governance built on trust, common interests, open communication, and resource support allows domestic violence victim protection policies to be implemented more effectively.

The obstacles found, in the form of limited human resources, budgets, facilities, and interagency coordination, are in line with Ansell and Gash's view that obstacles to collaboration can arise due to low trust between parties, differences in interests, limited resources, or less effective communication. From the perspective of policy implementation theory, these obstacles also reflect an imbalance between institutional capacity and policy demands, such as SOPs that are not fully standard and limited budgets for socialization and legal advocacy. The efforts made — such as improving interagency coordination forums, establishing joint SOPs, training with companions, and strengthening cooperation with NGOs and the media — are in line with the Ansell and Gash principles as well as policy implementation theory, which is that successful implementation requires leadership, coordination, resources, and active participation from all relevant parties, so that collaboration becomes more structured and services to victims become more responsive and comprehensive.

CONCLUSIONS AND RECOMMENDATIONS

This study concludes that collaborative governance in handling and preventing domestic violence in North Aceh Regency has been carried out through the involvement of various parties, namely the North Aceh PPA UPTD, the North Aceh police, especially the PPA Unit, the LBH Apik Lhokseumawe NGO, the media, and the community, with complementary roles: UPTD PPA as a victim companion, the police as law enforcement, NGOs as providers of legal assistance and advocacy, and the media as a means of education and information dissemination. The collaboration shows that there are joint efforts in providing protection to victims, accelerating case handling, and increasing public awareness of the importance of domestic violence prevention. However, obstacles are still found, especially in the aspects of limited human resources, budgets, service facilities, inter-agency coordination, and low awareness among some people to report domestic violence cases, and the lack of a formal coordination system such as joint SOPs or inter-agency MoU.

Based on these findings, this study recommends that the North Aceh Regency Social Service, Women's Empowerment and Child Protection through the UPTD PPA strengthen the formal coordination system with relevant institutions — the PPA Unit, LBH APIK, the media, and elements of the community — through the preparation of joint SOPs, MoUs, and routine coordination forums, so that the division of duties, referral flows, and handling of domestic violence cases can run more clearly, fast, and directed. Local governments are also advised to increase resource support, both through the addition of assistants, increasing the capacity of human resources, providing adequate service facilities, and strengthening the budget for socialization and victim assistance activities, as well as expanding education to the community so that victims are more courageous to report and domestic violence is no longer considered a personal problem that must be hidden. The implications of this

study show that strengthening local regulations is needed to increase public awareness and participation in the prevention of domestic violence, so as to create a safer and more harmonious social environment for women and children.

FURTHER STUDY

This research has several limitations that need to be acknowledged. First, the number of informants is still limited so it does not include all parties who play a role in handling domestic violence, such as traditional leaders, religious leaders, gampong governments, health workers, and victims' families. Second, some cases of domestic violence may not be recorded because there are still victims who are reluctant to report due to family pressure, shame, economic dependence, or social stigma, so the data analyzed may not fully reflect the real conditions on the ground. Therefore, further research is recommended to involve more diverse informants, including traditional leaders, religious leaders, gampong officials, and health workers, as well as to use additional approaches such as community surveys and institutional data analysis to strengthen the representation and validity of findings regarding the effectiveness of collaborative governance in reducing the rate of domestic violence in North Aceh Regency.

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