



Non-Punitive Policy in Addressing Violence and Sexual Harassment Among Middle School Students in Sleman Regency

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Abstract

This study aims to analyze non-penal policies implemented in addressing violence and sexual abuse among junior high school students in Sleman Regency. Violence and sexual abuse in educational settings, particularly at the junior high school level, are pressing issues that affect students' physical and psychological well-being. Non-penal policies, which focus on prevention, victim recovery, and education for students and educators, are expected to be a more humane alternative to legal approaches that tend to be reactive. This study uses a qualitative approach with a literature study method, which examines relevant policies, as well as reports and official documents available in Sleman Regency. The findings show that effective non-penal policies involve various elements, such as counseling for students and educators, establishing a safe reporting mechanism for victims, and implementing educational programs on sexual violence. In addition, the success of these policies also depends on the commitment of schools and the support of parents and the community. This study recommends that non-penal policies be expanded and implemented more comprehensively in all schools in Sleman Regency to create a safe educational environment that supports the recovery of victims of sexual violence and abuse.

Keywords: junior high school; non-criminal policy; students; sexual harassment; sexual violence

A. Introduction

This study was motivated by the high rates of violence and sexual abuse in Indonesia. The Minister of Women's Empowerment and Child Protection (Minister of PPA) explained that violence experienced by women aged 15-64 tended to decline, from 9.4% in 2016 to 6.6% in 2024. In addition, the prevalence of violence against children, namely boys, decreased from 61.7% to 49.83%, and girls from 62% to 51.78%¹. Despite a slight decline, the rates of violence and sexual abuse experienced by women and children remain high and have even reached emergency levels.

The Special Region of Yogyakarta, categorized as a City of Students, is not immune to high rates of violence and sexual abuse. As policy makers, the Regional Government has a responsibility to protect the rights of women and children who are victims of violence and sexual abuse as stipulated in Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence (TPKS Law) and Law Number 17 of 2016 concerning Child Protection (Child Protection Law). According to the master data application developed

¹ Menteri PPA, "Kemen PPPA Rilis Survei Pengalaman Hidup Perempuan Nasional (SPHPN) Dan Survei Nasional Pengalaman Hidup Anak Dan Remaja (SNPHAR) 2024," <https://www.kemenpppa.go.id/page/view/NTQzMw==>, October 8, 2024.

by the Regional Government of D.I. Yogyakarta². The graph illustrates the high rates of violence and sexual abuse against women and children in Sleman Regency, despite a slight decrease in the number of victims in 2024. Furthermore, when viewed from the age range in 2024, the following data is obtained.

Table 1. Number of Sexual Violence Victims Based on Age Range in 2024 in Sleman Regency

Age Rate	Male	Female
0 – 17 years old	55	85
18 – 25 years old	6	67
Above 25 years old	0	132

The situation is very alarming and requires special attention in handling acts of violence and sexual abuse targeting children as victims. Violence in the world of education has become an increasingly disturbing and alarming issue. In October 2024, there was sad news that a teacher in Sleman Regency had committed violence and sexual abuse against victims ranging in age from 5th grade elementary school to junior high school, with a total of 22 victims³. In addressing the prevalence of violent crimes and sexual harassment within educational institutions, two mechanisms can be employed: penal and non-penal. Penal measures involve addressing crimes through criminal law mechanisms. Non-penal measures, on the other hand, involve addressing crimes without resorting to criminal law, such as through prevention efforts⁴.

Ministry of Education, Culture, Research, and Technology Regulation Number 46 of 2023 concerning the Prevention and Handling of Violence in Educational Institutions regulates all matters related to the prevention and handling of violence, including the procedures that must be followed if violence is suspected in an educational institution⁵. This regulation stipulates that efforts to prevent and handle violence in educational institutions are the shared responsibility of schools, the community, and stakeholders. With this regulation in place, it is hoped that the incidence of violence and sexual harassment in educational institutions will decrease, thus necessitating a review of the implementation of this regulation⁶.

² Jogja Dataku, "Jumlah Kekerasan Terhadap Perempuan Dan Anak Menurut Kelompok Umur Dan Lokasi Pemberdayaan Perempuan Dan Perlindungan Anak," https://Bapperida.Jogjaprovo.go.id/Dataku/Data_dasar/Index/638-Jumlah-Kekerasan-Terhadap-Perempuan-Dan-Anak-Menurut-Kelompok-Umur-Dan-Lokasi, 2024.

³ Kompas, "Selama 5 Tahun, Pria Di Sleman Cabuli 22 Anak, Pelaku Adalah Guru Les Seni Dan OB Di TK," <https://Yogyakarta.kompas.com/read/2024/10/10/114400278/Selama-5-Tahun-Pria-Di-Sleman-Cabuli-22-Anak-Pelaku-Adalah-Guru-Les-Seni?Page=all>, 2024.

⁴ Muladi and Barda Nawawi Arief, *Teori-Teori Dan Kebijakan Pidana* (Bandung: Alumni, 1992).

⁵ Helda Rahmasari et al., "Policies on Prevention and Repression Against Sexual Violence for Higher Education: The Challenges and Expectations," *IJCLS (Indonesian Journal of Criminal Law Studies)* 8, no. 1 (2023): 57–74, <https://doi.org/10.15294/ijcls.v8i1.42736>.

⁶ Tri Winarni Soenarto-Putri et al., "Developing and Strengthening the Role of Institutions in Preventing and Addressing Sexual Violence in Higher Education," *Multidisciplinary Journal of Gender Studies* 13, no. 13 (2024): 119–36, <https://doi.org/10.17583/generos.12424>.

Despite the issuance of several regulations, including the Regulation of the Minister of Education, Culture, Research, and Technology Number 46 of 2023, the implementation on the ground still faces many challenges. Many educational institutions lack adequate systems for preventing and addressing violence, both in terms of human resources, reporting mechanisms, and protection for victims. Cases of violence committed by educators themselves indicate a failure in oversight and prevention functions within schools. This raises a fundamental question: to what extent is the regulation actually being implemented and effective at the local level, particularly in Sleman Regency, which reports a high number of sexual violence cases against children and adolescents?

Perpetrators of violence and sexual abuse against children and women, including those committed by educators, may be subject to legal action in accordance with Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence. In this context, perpetrators can be charged with criminal sanctions in the form of imprisonment and fines, depending on the severity of the crime committed. In addition, if the perpetrator is an educator, they may also be subject to administrative sanctions in the form of dismissal or revocation of teaching licenses. The legal process against perpetrators of these crimes is highly dependent on the available evidence, as well as the effectiveness of reporting and protection mechanisms for victims⁷.

Regarding victims, although it is absolutely true that victims must be fully restored and rehabilitated, there are also questions about the extent to which victims of sexual violence can access support through the national health insurance scheme (BPJS Kesehatan)⁸. As part of the National Health Insurance (JKN) program, BPJS Kesehatan provides access to all participants to medical and psychosocial services, which may include physical and psychological recovery therapy for victims of sexual violence. However, even though BPJS Kesehatan provides access to necessary health services, the recovery of victims of sexual violence often requires a more comprehensive and multidimensional approach, including psychological rehabilitation services, which are not always fully covered by the national health insurance system⁹.

This study offers a new approach by specifically examining the effectiveness of the implementation of Ministerial Regulation No. 46 of 2023 at the local level through a case study of Sleman Regency. This approach has rarely been taken in previous research, which tends to be normative or focused on national-level data. By combining policy analysis, field data, and victim

⁷ Mia J. Abboud et al., "Educator Sexual Misconduct: A Statutory Analysis," *Criminal Justice Policy Review* 31, no. 1 (2020): 133–53, <https://doi.org/10.1177/0887403418806564>.

⁸ Sri Wiyanti Eddyono, "Restorative Justice for Victim's Rights on Sexual Violence," *Journal of Southeast Asian Human Rights* 5, no. 2 (2021): 176, <https://doi.org/10.19184/jseahr.v5i2.28011>.

⁹ Keren Gueta, "Recovery from Sexual Victimization: Toward Developing a Recovery Capital Framework," *Journal of Aggression, Maltreatment & Trauma* 31, no. 8 (2022): 1014–32, <https://doi.org/10.1080/10926771.2022.2099775>.



perspectives, this study provides a comprehensive view of the gap between policy and implementation. The novelty also lies in its focus on the intersection between child protection policy, local dynamics in the education sector, and the role of various stakeholders within the cultural context of Yogyakarta.

B. Research Method

This study uses a qualitative approach with a case study method, which aims to gain an in-depth understanding of the policies implemented in schools and their impact on students. The research locations were selected from several junior high schools in Sleman Regency that have policies related to the prevention of violence and sexual harassment. The research population included students, teachers, and authorities involved in the policy, with samples taken using purposive sampling. The data collection techniques used include in-depth interviews, documentation, and participatory observation. Interviews will be conducted with students, teachers, and relevant officials to explore their understanding of non-penal policies and their effects. The data obtained will be analyzed using thematic analysis techniques, in which the researcher will identify themes and patterns that emerge from the interviews and observations. To ensure data validity, this study will use source and technique triangulation. Research ethics will also be maintained by requesting informed consent from respondents and maintaining data confidentiality. This study is expected to provide deeper insights into the implementation of non-penal policies in schools and their impact on the prevention of violence and sexual abuse, as well as to provide more effective policy recommendations for dealing with these issues in the educational environment. All research data collected will be analyzed descriptively.

C. Results and Discussion

The issue of violence and sexual harassment in educational settings affects not only individual victims but also disrupts the overall learning environment. Research shows that legal approaches alone are not sufficient to comprehensively address this problem. Therefore, it is essential to explore non-criminal policies as a strategic alternative focused on prevention and recovery. The following section examines the implementation of non-criminal policies in combating violence and sexual harassment, particularly in junior high schools, and how these policies contribute to creating a safer and more victim-centered educational environment.

1. Non-Criminal Policies in Combating Violence and Sexual Harassment

Violence and sexual abuse in educational settings, especially in junior high schools (SMP), have become an increasingly urgent problem to address. In response to the rise in sexual violence in schools, the Indonesian government, through Minister of Education, Culture,



Research, and Technology Regulation No. 46 of 2023 concerning the Prevention and Handling of Violence in Educational Institutions, has established a non-penal policy that focuses on protecting victims and preventing sexual violence in educational environments. This non-penal policy emphasizes preventive and rehabilitative measures rather than punishment for perpetrators of violence. This approach focuses on the mental and physical well-being of victims, with the aim of creating a safe, inclusive, and violence-free educational environment¹⁰.

The non-punitive policy in addressing violence and sexual abuse in junior high schools aims not only to overcome violence, but also to create a school culture that supports the recovery of victims. According to Ministry of Education, Culture, Research, and Technology Regulation No. 46/2023, this policy integrates three main principles: prevention, victim recovery, and active participation of all school elements in handling cases of violence¹¹. These principles are designed to comprehensively address violence, from prevention, identification, and handling to victim recovery, all of which involve collaboration between various parties, including the government, educational institutions, and the community.

In its implementation, this policy requires the formation of a Violence Prevention and Handling Team (TPPK) in every school. This team is responsible for taking preventive measures and providing support to victims and their families. In addition, local governments through Task Forces (Satgas) are also involved in overseeing the implementation of this policy, ensuring that every case of violence is handled seriously and that victims receive appropriate recovery. In its implementation, the TPPK has the main task of providing psychological recovery to victims, ensuring that they can continue their education in a safe and supportive environment¹².

In its implementation, each educational unit is required to form a Violence Prevention and Handling Team (TPPK). This team is tasked with early identification of cases of violence, whether physical, verbal, or sexual. In addition, the TPPK also provides psychological support to victims and guides them towards appropriate rehabilitation measures. This is a very important preventive measure to ensure that cases of violence are detected early and

¹⁰ Dani Krisnawati and Ria Restu Wikansari, "Addressing the Challenges in Protecting Child Victims of Sexual Violence within Non-Formal Education Institutions," *Sriwijaya Law Review*, July 31, 2024, 249–68, <https://doi.org/10.28946/slrev.Vol8.Iss2.2987.pp249-268>.

¹¹ Gabriel Velez et al., "Rethinking Behavioral Reassignment in School Systems: A Restorative Model for Holistic Intervention," *Peace and Conflict: Journal of Peace Psychology* 31, no. 2 (2025): 180–91, <https://doi.org/10.1037/pac0000754>.

¹² Syaiful Asmi Hasibuan and Arifuddin Muda Harahap, "Non Penal Policy As A Legal Protection Effort Against Child Victims Of Sxsexual Violence," *International Journal Of Humanities Education and Social Sciences (IJHESS)* 1, no. 5 (April 2022), <https://doi.org/10.55227/ijhess.v1i5.141>.



handled appropriately. In addition to providing assistance to victims, the TPPK also provides counseling and education to students, educators, and the community surrounding the school regarding the dangers and impacts of violence, as well as the importance of maintaining mutual safety and well-being. This approach is in line with crime prevention theory, which states that preventive measures are more effective than reactive responses to perpetrators¹³.

In addition to the establishment of TPPK in each educational unit, non-penal policies also involve the formation of Task Forces (Satgas) at the district and provincial levels. These task forces serve to coordinate various efforts to prevent and handle violence at a broader level, involving various related parties, such as the Education Office, the Police, and Child Protection Agencies. The Satgas also plays a role in providing training to educators and facilitating communication between schools and relevant institutions in handling cases of violence. One of the main tasks of the Satgas is to ensure that every policy taken at the school or district level is in line with the guidelines set by the central government¹⁴. This also includes monitoring the effectiveness of the prevention programs that have been implemented, as well as providing solutions to problems that arise in their implementation. Through this coordinated and integrated approach, it is hoped that non-penal policies can be implemented more effectively and evenly across all regions, including Sleman District.

One aspect emphasized in non-penal policies is the importance of creating an environment that provides psychological security for victims. Given that the psychological impact of sexual violence can be long-lasting, recovery efforts must involve various parties, such as counselors, psychologists, and trained educators to assist victims. TPPK is expected to provide appropriate interventions to help victims overcome their trauma and ensure that they can continue their education in a calm and safe manner¹⁵. The importance of strengthening psychological security is also reflected in the non-penal policy approach that prioritizes prevention through increasing collective awareness in schools. Students and educators are

¹³ Ni Putu Rani Aryanti et al., "The Role of The Police in The Implementation of Sexual Violence Crimes in The Jurisdiction of The Bali Police," *Journal of Social Science (JoSS)* 4, no. 8 (2025): 501–9, <https://doi.org/10.57185/joss.v4i8.500>.

¹⁴ Azhari Aziz Samudra et al., "Integrating Curricular and Extracurricular Approaches to Prevent Sexual Violence in Junior High Schools in Indonesia," *Revista Española de Educación Comparada*, no. 47 (June 2025): 623–45, <https://doi.org/10.5944/reec.47.2025.41877>.

¹⁵ Tejas Wandile et al., "The Role of Psychological Support and Counselling in Enhancing Patient Recovery in Hospital Settings: A Review of Evidence," in *Intelligent Strategies for ICT*, ed. M. Shamim Kaiser et al., vol. 1321, Lecture Notes in Networks and Systems (Springer Nature Singapore, 2025), https://doi.org/10.1007/978-981-96-4151-2_27.



given a deeper understanding of sexual violence, how to recognize its signs, and how to handle such situations appropriately¹⁶.

One mechanism that needs to be introduced is the provision of space for rehabilitation for both parties—both victims and perpetrators—through a restorative approach based on dialogue, recovery, and reconciliation¹⁷. This procedure will ensure that even though no criminal punishment is imposed, efforts at recovery through accountability and apologies by the perpetrator can be made, while victims receive psychological support and full protection to continue their lives safely. In addition, it is also important to involve parents, teachers, and the community in this process to create a common understanding of the importance of a healing process based on restorative justice and child protection. This mechanism is pursued to ensure that school policies are in line with the application of the principles of Restorative Justice, which have been expanded for minors in the recently passed Criminal Procedure Code, so that existing procedures can guarantee the rights of children as victims and perpetrators¹⁸.

This non-punitive policy also emphasizes the importance of an educational and solution-oriented approach in dealing with sexual violence in educational settings. Therefore, the role of education is not limited to teaching academic material, but also includes character education and moral values that can help students understand the importance of mutual respect and maintaining personal boundaries. This education is expected to foster a culture that supports the creation of violence-free schools¹⁹. In addition, this policy also encourages the empowerment of educators to handle cases of violence with an approach that is not repressive, but rather focuses on rehabilitative and restorative solutions. This means that the handling of violence does not only focus on punishing the perpetrator, but also provides an opportunity for the perpetrator to understand their mistakes and improve their behavior.

In Sleman Regency, the non-disciplinary policy implemented in secondary schools classifies and categorizes acts of violence and sexual harassment among students based on the severity and type of violence that occurs. Cases of violence can be divided into categories of physical, verbal, and sexual violence. Acts of sexual harassment, for example, can include

¹⁶ Idul Adnan, "Government Integration Policy In Crime Prevention: Sexual Violence Against Children In Indonesia," *AJIS: Academic Journal of Islamic Studies* 10, no. 1 (2025): 277–94, <https://doi.org/10.29240/ajis.v10i1.12741>.

¹⁷ Shannon M. Sliva et al., "Effects of Victim Offender Dialogue on Mental Health and Trauma Appraisals among Victims of Violence," *Contemporary Justice Review*, December 27, 2024, 1–21, <https://doi.org/10.1080/10282580.2024.2444905>.

¹⁸ Masahiro Suzuki, "Victim Recovery in Restorative Justice: A Theoretical Framework," *Criminal Justice and Behavior* 50, no. 12 (2023): 1893–908, <https://doi.org/10.1177/00938548231206828>.

¹⁹ Anne Suryani et al., *Preparing Indonesian Youth: A Review of Educational Research* (BRILL, 2020), <https://doi.org/10.1163/9789004436459>.



inappropriate behavior such as unwanted physical contact, verbal abuse, and harassment through social media²⁰. Schools in Sleman implement alternative solutions involving a restorative justice approach, where perpetrators are given the opportunity to participate in rehabilitation and recovery programs, which include psychological counseling and education on human rights and the importance of respecting personal boundaries. In addition, schools also encourage perpetrators and victims to engage in mediation or meetings facilitated by competent parties, with the aim of achieving reconciliation and mutual understanding without removing the perpetrator's moral responsibility. This solution is expected to create positive behavioral change in perpetrators and provide adequate support to victims to recover psychologically.

2. Victim Recovery in a Non-Criminal Approach

The Violence Prevention and Handling Team (TPPK) plays a vital role in the successful implementation of non-penal policies in combating violence and sexual harassment in schools. As an institutional mechanism within the school, the TPPK functions as a formal body that coordinates policies, procedures, and concrete actions designed to prevent and respond to all forms of violence, especially sexual violence, in alignment with national regulations and child protection principles²¹. TPPK is not only responsible for handling cases of violence that have already occurred, but also plays a very important role in prevention. From a preventive perspective, the TPPK promotes a “whole-school approach,” engaging all components of the educational community—school leaders, teachers, non-teaching staff, students, and parents—in cultivating a safe and gender-sensitive learning environment. To that end, they must be active in creating a safe educational environment, free from violence, and ensure that all parties in the school environment understand the importance of protecting students. This includes the development of clear codes of conduct, anti-violence policies, and internal regulations that explicitly prohibit sexual harassment and outline the sanctions and remedial measures applicable to violations.

The importance of the TPPK's role in prevention can be seen from its functions, which involve various preventive measures, ranging from providing guidance to students and educators to establishing clear and structured reporting and response mechanisms²².

²⁰ Iyus Yosep et al., “Experiences of Sexual Harassment by Patients among Nurses at the Mental Hospital of West Java Province: A Qualitative Study,” *International Journal of Environmental Research and Public Health* 20, no. 8 (2023): 5525, <https://doi.org/10.3390/ijerph20085525>.

²¹ Mutimmatul Faidah et al., “Capacity Building of the School Violence Prevention and Handling Team to Realize Quality Education,” *E3S Web of Conferences* 568 (2024): 04018, <https://doi.org/10.1051/e3sconf/202456804018>.

²² Pascale Benoliel, “Principals’ Boundary Activities and School Violence: The Mediating Role of School Management Teams,” *Educational Management Administration & Leadership* 48, no. 2 (2020): 286–304, <https://doi.org/10.1177/1741143218802592>.



Preventive functions also involve activities such as regular awareness campaigns, dissemination of informational materials, integration of violence-prevention topics into the curriculum, and collaboration with external agencies—such as child protection institutions, health services, and law enforcement—to strengthen the overall protection ecosystem. This is in line with the main objective of non-penal policies, which focus on preventing sexual violence and providing protection for victims, while also providing rehabilitative solutions for perpetrators and victims²³. Non-penal policies emphasize restorative and educational approaches over punitive measures; therefore, the TPPK must promote interventions that restore the physical, psychological, and social well-being of victims, while also facilitating behavioral change and accountability among perpetrators. The TPPK is responsible for ensuring that schools have clear procedures in place for handling cases of violence and sexual abuse, so that they can respond quickly and appropriately when such incidents occur. These procedures should outline all stages of case management, including intake, risk assessment, immediate protective measures, referral to professional services, documentation, and follow-up monitoring, ensuring that students' rights and safety remain the top priority.

To maximize the role of TPPK in preventing sexual violence, one of the steps that must be taken is through education and training for educators and students. Continuous capacity-building strengthens the competence of the school community to recognize, prevent, and respond to violence using evidence-based practices and ethical child-protection standards. Educators must be equipped with a deep understanding of how to create a safe environment for students and recognize the early signs of sexual violence²⁴. This includes knowledge of the psychological dynamics of victims and perpetrators, understanding of power relations and gender inequality, and the ability to respond sensitively, confidentially, and without blaming the victim. This training aims to enable educators to act proactively in maintaining student safety and identifying potential sexual violence occurring in the school environment²⁵. In addition, training must introduce clear standard operating procedures (SOPs) so educators understand precisely the steps they are required to take when they receive information or indications of violence.

²³ Anjali J. Forber-Pratt and Dorothy L. Espelage, "Sexual Violence in K–12 Settings," in *The Wiley Handbook on Violence in Education*, 1st ed., ed. Harvey Shapiro (Wiley, 2018), <https://doi.org/10.1002/9781118966709.ch18>.

²⁴ Michael L. Sulkowski and Philip J. Lazarus, *Creating Safe and Supportive Schools and Fostering Students' Mental Health*, 0 ed. (Routledge, 2016), <https://doi.org/10.4324/9781315818221>.

²⁵ Miyuki Nagamatsu et al., "Factors Associated with Recognition of the Signs of Dating Violence by Japanese Junior High School Students," *Environmental Health and Preventive Medicine* 21, no. 1 (2016): 9–17, <https://doi.org/10.1007/s12199-015-0491-1>.



Students must also be educated about the importance of mutual respect and maintaining personal boundaries, and given an understanding of what sexual violence is and how to protect themselves from potential danger. Educational materials for students must use age-appropriate language and methods so they can easily grasp concepts such as consent, bodily autonomy, and the distinction between healthy and unhealthy relationships²⁶. This type of education is not limited to classroom lessons, but can also be carried out through extracurricular programs that encourage communication and awareness of the importance of maintaining personal safety in the educational environment²⁷. Activities such as peer-education programs, student discussion forums, and schoolwide campaigns enable students to act as agents of change who promote a culture of zero tolerance for violence among their peers. Education is also very important in creating a supportive school culture to prevent violence. A strong preventive culture arises when school norms, symbols, routines, and daily practices consistently reflect values of equality, non-discrimination, and respect for human dignity. In addition, an approach based on strengthening student character is also very important in preventing violence. By teaching values of empathy, respect for the rights of others, and constructive conflict management, it is hoped that a school culture of mutual respect and avoidance of violence in any form can be created²⁸. Character education aligned with violence prevention can integrate social-emotional learning, reflective dialogue on ethical issues, and practical training in communication and negotiation skills, enabling students to apply these values effectively in everyday interactions.

One of the most important tasks of the TPPK is to develop a clear and accessible reporting mechanism for students, educators, and parents who wish to report cases of violence or sexual abuse. An effective reporting system must uphold confidentiality, safety, and non-retaliation principles, ensuring that victims and reporters feel protected and supported when coming forward. A good reporting mechanism must be responsive and able to provide protection for the reporting party, especially the victim²⁹. This requires the TPPK to establish clear service standards, including timelines for initial responses, emergency intervention

²⁶ Shelly Makleff et al., "Preventing Intimate Partner Violence Among Young People—a Qualitative Study Examining the Role of Comprehensive Sexuality Education," *Sexuality Research and Social Policy* 17, no. 2 (2020): 314–25, <https://doi.org/10.1007/s13178-019-00389-x>.

²⁷ Carmen Elboj-Saso et al., "Relations With the Educational Community and Transformative Beliefs Against Gender-Based Violence as Preventive Factors of Sexual Violence in Secondary Education," *Journal of Interpersonal Violence* 37, nos. 1–2 (2022): 578–601, <https://doi.org/10.1177/0886260520913642>.

²⁸ Phineas Phuti Makweya and Medwin Sepadi, "The Crucial Role of Empathy in Fostering Inclusive Learning Environments;" in *Advances in Educational Technologies and Instructional Design*, ed. Medwin Dikwanyane Sepadi and Phineas Phuti Makweya (IGI Global, 2024), <https://doi.org/10.4018/979-8-3693-4058-5.ch004>.

²⁹ Georgina Heydon et al., *Alternative Reporting Options for Sexual Assault: Perspectives of Victim-Survivors* (Australian Institute of Criminology, 2023), <https://doi.org/10.52922/ti77123>.



procedures when immediate risks are present, and safeguards to prevent secondary victimization during the reporting and investigation process. In addition, the TPPK needs to ensure that reports received can be followed up quickly and appropriately by competent parties, such as psychologists, counselors, or the police if necessary. Collaboration with these professionals must be regulated through written agreements specifying roles, responsibilities, referral pathways, and information-sharing protocols, while upholding the child's privacy and best interests. Delayed or poorly handled reports can worsen the victim's condition and prolong the trauma experienced. From an academic standpoint, timely and appropriate intervention is associated with better recovery outcomes and reduces the risk of long-term psychological impacts such as anxiety, depression, and declining academic performance³⁰.

Therefore, the TPPK needs to provide secure reporting channels, such as confidential suggestion boxes, easily accessible online applications, or emergency telephone numbers that can be contacted by anyone who needs help. The use of multiple reporting channels enhances inclusivity, ensuring that individuals with varying levels of digital access, literacy, or comfort can choose the safest and most appropriate means to report. Furthermore, the TPPK should regularly evaluate the effectiveness of these mechanisms—through anonymous feedback and periodic analysis of reporting data—to continually improve service quality and ensure that non-penal violence-prevention policies in schools are implemented sustainably and based on evidence.

The Violence Prevention and Handling Team (TPPK) plays a crucial role in managing cases of violence in schools, especially in complex or severe incidents, by coordinating actions with external legal and social institutions. When handling such cases, the TPPK immediately informs relevant external bodies, such as the police, the Child Protection Agency, and psychological services, to ensure a comprehensive and multi-dimensional response³¹. The TPPK works closely with the police to initiate criminal investigations if necessary, ensuring that legal procedures are followed while safeguarding the victim's rights throughout the process. This collaboration ensures that law enforcement is involved in the investigation and prosecution of criminal behavior, such as sexual violence, while providing timely interventions to protect the victim.

In addition, the TPPK coordinates with the Child Protection Agency to ensure that the child's welfare is prioritized and that appropriate protective measures are taken. This includes

³⁰ Jasmine Hancock and Tania Perich, "Personal Recovery in Psychological Interventions for Bipolar Disorder: A Systematic Review," *Australian Psychologist* 57, no. 4 (2022): 215–25, <https://doi.org/10.1080/00050067.2022.2083484>.

³¹ Mutimmatul Faidah et al., "Capacity Building of the School Violence Prevention and Handling Team to Realize Quality Education," *E3S Web of Conferences* 568 (2024): 04018, <https://doi.org/10.1051/e3sconf/202456804018>.



facilitating the victim's access to legal aid and social support services. Psychological services are also engaged through referrals, providing the victim with counseling and mental health support to address the trauma caused by the incident³². The TPPK ensures that all information shared with these institutions is done in a manner that respects confidentiality and the victim's privacy, following protocols set by child protection laws and ethical standards. This coordinated effort allows for a seamless approach to handling cases of violence, where the school, law enforcement, and social services work together to provide a safe, supportive environment for the victim while also holding perpetrators accountable³³. By integrating these external agencies into the process, the TPPK ensures that both immediate and long-term support needs are met, offering a comprehensive response to violence that goes beyond mere legal measures and includes psychological recovery, social reintegration, and justice.

3. The Importance of Community Involvement in Policy Implementation

Community involvement in the implementation of policies to combat violence and sexual harassment, particularly through Ministry of Education, Culture, Research, and Technology Regulation No. 46/2023, is essential to creating a safe and healthy educational environment for all school members³⁴. The regulation frames the community not as passive recipients of educational outcomes, but as active stakeholders who share responsibility for safeguarding children's rights and well-being within and around educational institutions. In this regard, community involvement forms an integral part of a broader child protection ecosystem that connects schools with families, local authorities, and civil society organizations. This regulation not only regulates the mechanisms for preventing and handling violence, but also emphasizes the importance of collaboration between various parties, including the government, educational institutions, families, and the wider community. Such multi-stakeholder cooperation ensures that the values and norms promoted within schools are reinforced by the surrounding social environment, reducing the tolerance for violence and strengthening community-based oversight of educational settings. Community involvement, which includes parents, community leaders, and social organizations, plays a crucial role in

³² Duren Banks et al., "Changing Policy and Practice in the Child Welfare System Through Collaborative Efforts to Identify and Respond Effectively to Family Violence," *Journal of Interpersonal Violence* 23, no. 7 (2008): 903–32, <https://doi.org/10.1177/0886260508314693>.

³³ Laili Nur Anisah and Anindita Anindita, "Challenges Implementation of The Permendikbudristek PPKS In 6 Universities In Yogyakarta Province," *Jurnal Widya Pranata Hukum* 7, no. 1 (2025): 95–114, <https://doi.org/10.37631/widyapranata.v7i1.1984>.

³⁴ Mite Setiansah et al., "Digital Literacy as a Strategy for Preventing and Handling Sexual Violence in the Indonesian Academic Communities," *Comunicação e Sociedade* 47 (January 2025): e025001, [https://doi.org/10.17231/comsoc.47\(2025\).5731](https://doi.org/10.17231/comsoc.47(2025).5731).



ensuring the sustainability and effectiveness of this policy. Through their moral authority, social networks, and close interaction with children, community actors can identify early warning signs, mediate emerging conflicts, and foster collective responsibility for preventing and addressing violence³⁵. The community can serve as active social monitors, provide psychological support to victims, and raise awareness about the dangers of sexual violence and the importance of child protection in educational environments³⁶. Furthermore, community groups can advocate for sufficient resources—both within schools and at the local government level—to support prevention programs, counseling services, and capacity-building initiatives for educators and students.

Specifically, the community can be involved in various ways, such as participating in educational programs on sexual violence prevention, providing training to educators and students, and supporting the provision of safe and responsive reporting facilities. For example, parent associations and local organizations can collaborate with schools to design workshops on consent, digital safety, gender equality, and healthy relationships, using approaches that are culturally sensitive and age-appropriate. Community members with relevant expertise—such as psychologists, social workers, and legal practitioners—can also contribute as resource persons in these initiatives. This involvement is also important in building an inclusive culture that supports the rights of victims of violence, eliminates stigma, and encourages acceptance of policies for the prevention and handling of violence³⁷. Such a culture requires that victims be listened to, respected, and supported rather than blamed or silenced; community leaders therefore play a strategic role in shaping public narratives, challenging harmful norms, and promoting the use of formal reporting and support mechanisms. In addition, the community can also play a role in helping schools create a safer environment by participating in forums or communities that educate and disseminate information related to these policies. Regular dialogue platforms—such as school-community forums, neighborhood meetings, and multi-stakeholder committees—serve as spaces to monitor implementation, discuss challenges (with respect for confidentiality), and formulate contextually appropriate solutions. Through active community involvement, this Ministry of Education, Culture, Research, and Technology policy can be implemented more

³⁵ Laney A. Rupp et al., “Community-engaged Crime Prevention through Environmental Design and Reductions in Violent and Firearm Crime,” *American Journal of Community Psychology* 76, nos. 1–2 (2025): 94–109, <https://doi.org/10.1002/ajcp.12802>.

³⁶ Nur Azisa et al., “Criminal Acts of Physical and Non-Physical Sexual Violence in University,” *Jurnal IUS Kajian Hukum Dan Keadilan* 12, no. 3 (2024): 542–57, <https://doi.org/10.29303/ius.v12i3.1497>.

³⁷ Dawn Porter et al., “Building Injury Prevention Capacity Through Community Partnership,” in *Hospital-Based Injury and Violence Prevention Programs*, ed. Christy Adams and Glen Tinkoff (Springer International Publishing, 2023), https://doi.org/10.1007/978-3-031-20357-2_4.



effectively and have a broader impact, as the success of violence prevention does not only depend on existing regulations but also on the awareness and participation of all social elements in supporting the implementation of these policies. In other words, Regulation No. 46/2023 becomes operational and transformative only when it is fully internalized by communities, resulting in sustained behavioral change, stronger accountability of educational institutions, and a protective environment for children both inside and outside school settings.

4. Evaluation and Monitoring Non-Penal Policy

Evaluation and monitoring of non-penal policies are important aspects in ensuring the success and effectiveness of these policies in achieving their stated objectives, particularly in the context of policies aimed at preventing and addressing violence and sexual abuse, as outlined in Ministry of Education, Culture, Research, and Technology Regulation No. 46/2023. In this context, evaluation and monitoring function as accountability and learning instruments: they not only verify compliance with regulatory provisions, but also generate evidence that can inform policy refinement, resource allocation, and the design of more targeted interventions. They therefore form an integral part of the policy cycle, which covers the stages of formulation, implementation, review, and improvement. Non-criminal policies, which emphasize preventive and rehabilitative approaches rather than punishment, require comprehensive evaluation mechanisms to ensure that efforts do not stop at a formal level, but also have a real impact in creating a safe and healthy environment³⁸. Without systematic evaluation, there is a risk that non-penal initiatives remain symbolic or procedural—limited to the existence of regulations or guidelines on paper—without producing meaningful changes in school culture, behavior of educators and students, or the protection actually experienced by potential victims.

The evaluation of non-penal policies aims to assess the extent to which these policies have been successful in reducing the incidence of violence and sexual abuse in educational settings, as well as whether they have been successful in raising awareness among the public, educators, and students about the importance of protection and prevention³⁹. This includes both outcome indicators (such as trends in reported cases, recurrence rates, or perceived safety levels) and process indicators (such as the quality of case handling, the availability of services,

³⁸ Claudio Torrigiani, "Evaluation and Social Capital: A Theory-Driven and Participatory Approach," *Journal of the Knowledge Economy* 7, no. 1 (2016): 248–58, <https://doi.org/10.1007/s13132-014-0213-8>.

³⁹ Hollie J. Mackey and Jacqueline A. Stefkovich, "Zero-Tolerance Policies and Administrative Decision Making: The Case for Restorative Justice-Based School Discipline Reform," in *Advances in Educational Administration*, ed. Anthony H. Normore, vol. 11 (Emerald Group Publishing Limited, 2010), [https://doi.org/10.1108/S1479-3660\(2010\)0000011015](https://doi.org/10.1108/S1479-3660(2010)0000011015).



and the consistency of policy implementation across different institutions). Qualitative aspects, such as changes in attitudes, norms, and interpersonal dynamics within schools, are also important components of a comprehensive evaluation. This evaluation can be carried out by collecting data related to policy implementation, such as the number of reported incidents of violence, the response of educational institutions to reports, and the level of satisfaction and security felt by victims. Data collection methods may include administrative records, anonymous surveys, interviews and focus group discussions with students, teachers, and parents, as well as case studies that examine in depth how specific incidents are managed. Triangulation of various data sources strengthens the validity of the findings and provides a more nuanced picture of policy performance. In addition, evaluation is also important to identify obstacles that may be encountered in policy implementation, such as the lack of safe reporting facilities, minimal training for educators, or public ignorance of victims' rights. By systematically identifying these barriers, policymakers and school leaders can design corrective measures—for instance, establishing more accessible reporting channels, expanding capacity-building programs, improving coordination between institutions, or strengthening communication strategies so that information about rights and services reaches all stakeholders.

Monitoring, on the other hand, focuses on the continuous monitoring of policy implementation. While evaluation often takes place at specific points in time and focuses on measuring results, monitoring operates as an ongoing process that tracks whether activities are implemented as planned, whether standards and procedures are followed, and whether early warning signs of problems emerge in practice. This process involves routine supervision of various aspects of policy implementation, ranging from counseling students and educators to handling cases that arise. Monitoring can include regular reporting from schools, periodic internal audits, supervisory visits, and the use of checklists or performance indicators that help identify gaps in implementation, such as delays in responding to reports or shortcomings in documentation. This monitoring is important to ensure that policies remain relevant to existing conditions and can adapt to developments in the field. In dynamic contexts—where patterns of violence, technological developments, and social norms may change rapidly—continuous monitoring enables timely adjustments to guidelines, training materials, or coordination mechanisms, so that non-penal policies do not become outdated or ineffective. Therefore, monitoring of non-penal policies involves not only educational institutions and the government, but also the wider community, which acts as a social watchdog that plays an



active role in reporting violations or providing constructive input for policy improvement⁴⁰. Community-based monitoring, through parents' groups, civil society organizations, or local forums, can complement official mechanisms by highlighting issues that might not appear in formal reports, such as fear of reporting, hidden forms of abuse, or discriminatory practices. Overall, effective evaluation and monitoring will enable non-punitive policies to be more responsive and adaptive to the needs and challenges in the field, and ensure that these policies achieve their main objective, which is to create an educational environment free from violence and sexual abuse. In practical terms, this means that findings from evaluation and monitoring should feed back into policy revision, institutional capacity-building, and strategic planning, so that the protection of learners becomes not only a normative commitment, but a measurable and continuously improving reality within educational systems.

D. Conclusion

The non-punitive policy on combating violence and sexual abuse in educational settings, as outlined in Ministry of Education, Culture, Research, and Technology Regulation No. 46/2023, provides a holistic approach that emphasizes prevention, victim recovery, and active collaboration between various parties, including the government, educational institutions, and the community. The main focus of this policy is to create a safe educational environment, free from violence, and to provide protection to victims, especially in terms of psychological and physical recovery. The formation of a Violence Prevention and Handling Team (TPPK) in each school and the involvement of Task Forces (Satgas) at the district and provincial levels are strategic steps to ensure effective and comprehensive implementation of the policy.

In addition, community involvement in the implementation of this policy is very important, both in supporting educational programs, raising awareness about the dangers of sexual violence, and providing safe reporting facilities. The community can serve as active social monitors, provide support for victims, and play a role in building a school culture that supports the prevention of violence. Effective evaluation and monitoring are also an integral part of this policy to ensure that preventive and rehabilitative measures taken can run well, identify obstacles in implementation, and ensure that this policy can adapt to existing challenges.

With a comprehensive approach, this non-punitive policy is expected to bring about significant changes in creating a safe educational environment that supports the welfare of all parties. The success of this policy is highly dependent on the active participation of all elements of society, as well as on continuous evaluation and monitoring to ensure its effectiveness in

⁴⁰ Larissa S. Christensen et al., "A Systematic Review of Professionals' Views About Community Management Policies for Individuals Convicted of Sexual Offenses," *Sexual Abuse* 34, no. 2 (2022): 127–56, <https://doi.org/10.1177/10790632211000369>.



achieving its main objectives, namely reducing sexual violence in educational environments and providing adequate protection and recovery for victims.

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