



Challenges Implementation of The Permendikbudristek PPKS In 6 Universities In Yogyakarta Province

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Abstract

Permendikbudristek Number 30 of 2021 concerning Prevention and Handling of Sexual Violence in Higher Education Environments (Permendikbudristek PPKS) is over 3 years old. All universities, both public and private, are required to comply with these regulations. This step was taken by the Ministry of Education and Culture as an effort to encourage a world of education free from sexual violence. Implementing the PPKS Ministerial Education and Culture Regulation is not easy, especially in the process of preventing and handling sexual violence. This article discusses 3 main things, firstly regarding the understanding of higher education academics in Yogyakarta regarding these regulations, secondly the implementation of the PPKS Permendikbudristek and thirdly the challenges faced by the PPKS Task Force. This research uses empirical juridical methods. The PPKS Task Force studied has also carried out efforts to prevent and handle sexual violence, but the priority in implementing these two things depends on the resources the university has. The challenges faced by the PPKS Task Force in prevention efforts include human resources, learning from the Ministry of Education and Culture's PPKS modules, resistance from higher education leaders in forming the PPKS task force, and the lack of clarity regarding the PPKS task force in the university's organizational structure. The challenges in handling sexual violence faced by the PPKS Task Force are that cases stop because the reporter disappears, there is a lack of human resources, a lack of understanding and empathy for the PPKS Task Force, there is a lack of mentoring facilities at universities, lack of centralized handling of sexual violence in the PPKS Task Force, and finally, the system is not yet clear. Evaluation and monitoring of prevention and handling of sexual violence in higher education.

Keywords: Higher Education; Permendikbudristek; PPKS Task Force; Sexual Violence; Victims.

A. Introduction

Based on a survey by Tirto.id that successfully collected 174 testimonies from 79 universities in 29 cities, as many as 89% of women and 4% of men from the academic community were victims of sexual violence. In response to the survey, the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek) conducted further research and found that as many as 77% of lecturers stated that sexual violence had occurred at the universities where they taught. Not only that, as many as 63% of the victims did not report the cases they experienced to the campus. The government has made various preventive and repressive efforts to overcome sexual violence as stated in laws and regulations. These regulations can be found outside the Criminal Code (KUHP). Sexual violence is not specifically regulated in the Criminal Code. Regulations on sexual violence are contained in the Child Protection Law, the Law on the Elimination of Domestic Violence, the Law on the Eradication of Criminal Acts of Human Trafficking, and most recently the Law on Criminal Acts of Sexual Violence (UU TPKS).

The many regulations on sexual violence do not guarantee that cases will not recur. This is inseparable from the factors that cause sexual violence. Mistakes in identifying the factors that cause sexual violence make it impossible to carry out prevention and handling of cases effectively. For example, the



misperception that the victim is the subject that invites sexual violence¹. Sexual violence occurs because of the imbalance in power relations between the perpetrator and the victim. Recent research states that the motives of perpetrators of sexual violence include wanting to prove the concept of the victim's virginity, the perpetrator seeking pleasure, and finally the perpetrator wanting to take control of the victim's body².

Sexual violence itself has a traumatic impact on victims, both physically and psychologically³. Taylor said that these impacts are long-term, such as psychosocial difficulties, risk-taking behavior, and even premature death⁴. Martin⁵ and Campbell⁶ said that women who are victims of sexual violence access healthcare facilities more, compared to women who do not experience it. In other literature, sexual violence has at least 3 visible impacts, physical impacts. Psychological impacts and finally social impacts⁷. Physical impacts can be in the form of wounds, bruises, or even damage to sexual organs⁸. Psychological impacts include depression, trauma, fear of other people, and fear of certain places or situations. The social impact is in the form of fear of stigma from society, and being shunned by friends and family which makes victims withdraw from their environment⁹.

The authority of the PPKS Task Force ranges from creating prevention modules to compiling reporting flows. Based on several studies, the PPKS Task Force is considered to be less than optimal due to the many obstacles and challenges in examining sexual violence cases¹⁰. For example, lack of evidence,

¹ Ministry of Education and Culture. Merdeka Belajar Fourteenth Episode Hatches Solutions to Sexual Violence in Higher Education, <https://www.kemdikbud.go.id/main/blog/2021/11/merdeka-belajar-episode-keempat-belas-tetaskan-solusi-untuk-kekerasan-seksual-di-perguruan-tinggi>, accessed January 1, 2024

² Mariana Amiruddin, *Rape Is Not About Sex, But Power*, *Jurnal Perempuan*, Vol.13, no. 71, November 2011, p. 67

³ Fisher B. S Cullen, F.T & Turner M.G, 2005, *The Sexual Victimization of Collage Woman*, Washington DC: United State Department of Justice, p. 23-28

⁴ Mouzou J. & Makkai, T, 2004, *Women's Experiences of Male Violence: Findings from the Australian Component of The International Violence Against Women Survey (IVAWS)*, Vol 5, Australian Institute of Criminology, Canberra, p. 56-59

⁵ Taylor, S.C., Pugh J. Goodwach R. & Coles J., *Sexual Trauma in Women: The Importance of Identifying a History of Sexual Violence*", *Australian Family Physician* 41, Number 7, October 2012, p. 230

⁶ Martin, E.K., Taft C.T & Resick, P. A, *A Review of Marital Rape, Aggression and Violent Behavior*, Vol. 12, No. 3 September 2006, p. 34-38

⁷ Khoirunnisa, M. Dayat, U & Sciences K.F, *The Traumatic Impact of Victims of Sexual Violence*, *Journal of Social Sciences*, Vol.9, No. 5, February 2024, p. 57-62.

⁸ Kristi Poerwandari, *Proof of Virginity, the Quest for Self-Pleasure and Control over Women: Psychoanalysis of Perpetrators of Sexual Violence*, *Women's Journal Foundation*, Vol. 21, No. 2, May 2016, p. 67-71.

⁹ Dhina Chaya et al., *Understanding Sexual Violence and Its Consequences on Children's Mental Health*, *Indonesian Journal of Abdimas*, Vol. 5, No. 2, July 2023, p. 57-62

¹⁰ Aldo Chanigia and Anggalana, *Implementation of Regulation of the Minister of Education, Culture, Research and Technology Number 30 of 2021 concerning the Prevention and Handling of Sexual Violence in the Higher Education Environment*, *JLEB: Journal of Law Education and Business*, Vol. 1, No.2, October 2023, p. 65-70



fear of victims reporting¹¹, fear of retaliation from perpetrators, sexual violence is considered a disgrace so it must be covered up, fear of hostility from law enforcement officers, uncertainty of the case handling process by the PPKS Task Force¹², ignorance of victims about the reporting flow and less than optimal efforts to prevent cases. The perspective of the PPKS Task Force members is also one of the inhibiting factors in handling cases if they do not have the victim's perspective, by prioritizing the good name of the campus¹³. These inhibiting factors make the performance of the PPKS Task Force less than optimal and effective. D.I. Yogyakarta is the region with the largest number of universities in Indonesia, 1819 cases of violence were found, 319 were cases of sexual violence, 65 of which occurred in universities (LLDIKTI V, 2024). Therefore, this study has the following problem formulation: How is the understanding of the academic community of universities in D.I. Yogyakarta regarding Permendikbudristek PPKS? How does the PPKS Task Force for Higher Education in D.I. Yogyakarta handle cases of sexual violence on their respective campuses? What are the obstacles and challenges for the PPKS Task Force at Higher Education in D.I. Yogyakarta in handling cases of sexual violence?

B. Research Method

The method used in this study is an empirical legal method presented descriptively. The data used consists of two data, primary data and secondary data. Primary data was obtained by distributing questionnaires and in-depth interviews, with the research subjects being academics in the Special Region of Yogyakarta, the PPKS Task Force in six (6) Universities in the Special Region of Yogyakarta consisting of 1 State University and 5 Private Universities (the names of the Universities will be called Universities A, B, C, D, E and University F), the Higher Education Service Institution of Region V Yogyakarta and the Office of Women's Empowerment, Child Protection and Population Control of the Special Region of Yogyakarta, and the Rifka Annisa Women's Crisis Center. The selection of the 6 Universities selected already have a PPKS Task Force and have experience in handling cases of sexual violence.

Data collection was carried out using 2 methods, namely random sampling and purposive sampling. The random sampling method is used to answer the first problem formulation. The purposive sampling method of this study is LLDIKTI V Yogyakarta, the Rifka Annisa Woman Crisis Center Institute, and the

¹¹ Campbell, R, Litchy, L, F, Sturza, M & Raja, S, *Gynecological Health Impact of Sexual Assault*, *Journal of Research and Nursing Health*, Vol. 25, No. 5, October 2006, p. 399-423

¹² As'adur Rifqi, Fitria Dewi Navisa and Hisbul Lutthfi Ashsyarofi, *Implementation of Permendikbudristek No. 30 of 2021 concerning the Prevention and Handling of Sexual Violence in the Higher Education Environment (Study at the Islamic University of Malang)*, *Journal of Dynamics*, Vol. 29, No. 1, January 2023, p. 89-90

¹³ Dea Maudi Julyanda, *Implementation of Permendikbud Number 30 of 2021 in Higher Education*, Thesis, Syarif Hidayatulloh State Islamic University, Jakarta, 2022, p. 50-52.



Office of Women's Empowerment, Child Protection and Population Control (DP3AP2) of the Special Region of Yogyakarta. The problem formulation above can be answered through several stages. First, observe as much information as possible from the academic community, both students, lecturers, and education personnel regarding the understanding of Permendikbudristek 31/2021. Second, collect information from the PPKS Task Force at Universities in the Special Region of Yogyakarta and analyze it. Third, group data from Universities that have succeeded and failed in handling sexual violence. From the grouping of this data, the obstacles and challenges of the PPKS Task Force can be identified. Fourth, the analysis process is carried out after grouping the data, so that it can be known what good practices are carried out by the PPKS Task Force that has succeeded in handling cases of sexual violence on its campus.

C. Result and Discussion

1. Understanding of the Academic Community of Higher Education Institutions in D.I. Yogyakarta regarding Permendikbudristek PPKS

Understanding of the Academic Community of Higher Education Institutions in D.I. Yogyakarta regarding Permendikbudristek PPKS. In this study, the researcher distributed a research instrument in the form of a questionnaire containing 13 key questions, designed to determine whether respondents are aware of the contents of the prevention and handling of sexual violence as regulated in Permendikbudristek PPKS. A total of 95 respondents have filled it out, with details provided by 28 lecturers/educators, 55 students, and 12 education personnel. The institutions involved in this questionnaire amounted to 10 universities. The study's results showed that 79 out of 95 participants had heard of Permendikbudristek PPKS, while the remaining 16 participants admitted to never having heard of Permendikbudristek PPKS. Hearing in this case does not mean that the respondents in question understand and comprehend the contents of Permendikbudristek PPKS. The next question will further detail the respondents' understanding of Permendikbudristek PPKS.

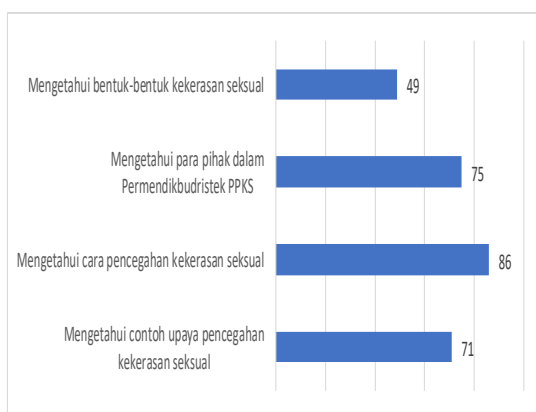
In this study, the researcher has disseminated a research instrument in the form of a questionnaire containing 13 key questions, which is designed to detect whether respondents know the content of the prevention and handling of sexual violence regulated in the Permendikbudristek PPKS. A total of 95 respondents have filled in, with details of 28 people who are lecturers/educators, 55 students and 12 education staff. The institutions involved in this questionnaire are 10 universities. The results of the study showed that 79 people out of 95 people had heard of the PPKS Permendikburistek, the rest, namely 16 people, admitted that they had never heard of the PPKS Permendikbudristek. Hearing in this case does not mean that the respondent concerned understands and understands the content of the PPKS



Permendikbudristek. The next question will be more detailed, the respondents' understanding of the Permendikbudristek PPKS.

Of the 95 respondents who claimed to "know" the contents of the Permendikbudristek, 20 people, 57 people claimed to "know a little" and 18 respondents claimed to "not know". When compared to the data above, there are 2 people who have heard of the Permendikbudristek PPKS, but at the same time do not know the contents of the Permendikbudristek. And of the 79 respondents who have heard of the Permendikbudristek PPKS, only 20 people really know the contents of the Permendikbudristek, the rest only know a little. This means that even though the academic community has heard of the Permendikbudristek PPKS, not all of them know the contents of the Permendikbudristek.

Table 1. Understanding Prevention Efforts in the Permendikbudristek PPKS



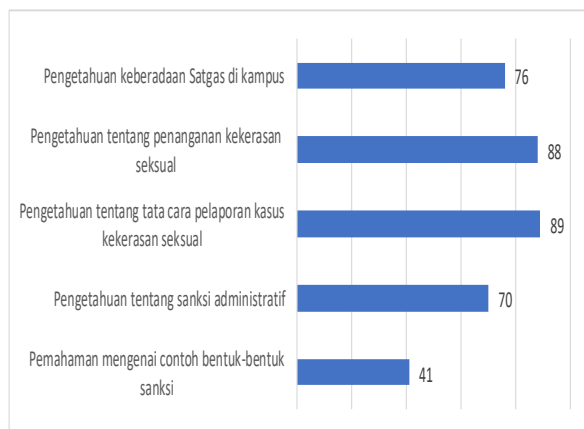
The table above is the result of a survey on understanding the prevention efforts contained in the Permendikbudristek PPKS, based on knowledge about the forms of sexual violence, the parties regulated in the Permendikbudristek PPKS, prevention methods carried out by Universities and examples of prevention efforts carried out by Universities.

In 6 (six) interviews with the PPKS Task Force, 2 Universities made changes to the forms of sexual violence that have been regulated in the PPKS Ministerial Regulation. These changes were either in the form of reducing or adding types of sexual violence. For example, in the PPKS Ministerial Regulation, one form of sexual violence is "intentionally showing one's genitals without the victim's consent", in the Chancellor's regulation, one of the universities was changed to "showing sexual organs". Understanding the forms of sexual violence is the key for academics to identify and then determine the steps that should be taken, especially if the academic community is a victim or witness to a case of sexual violence.

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Table 2. Understanding of PPKS Handling Efforts in Permendikbudristek



The table above shows the respondents' understanding of handling sexual violence cases. As many as 80% of respondents know that there is a PPKS Task Force on their campus. Of the total of 10 universities where respondents are students, all of these institutions have a PPKS Task Force, which means that 20% of respondents do not know about the existence of the PPKS Task Force. A unit in a university is formed to improve the quality of the tri

dharma of education to be more optimal, including the formation of the PPKS Task Force. It is appropriate that all academicians of universities know about the existence of the PPKS Task Force. Permendikbudristek mandates that prevention and handling be specifically regulated using the Rector's Regulation at each university. However, among the 6 universities studied, only 4 universities have had a Rector's Regulation regarding the prevention and handling of sexual violence.

2. Implementation of Prevention and Handling of Sexual Violence by the PPKS Task Force in D.I. Yogyakarta

Prevention of sexual violence through learning is interpreted as an effort made by the leadership of Higher Education Institutions, by requiring students, educators, and education personnel to study the Prevention and Handling of Sexual Violence module set by the Ministry of Education, Culture, Research and Technology¹⁴. The module must be accessed by all students, educators, and education personnel through the SPADA (Online Learning System) Indonesia website. For Higher Education Institutions that experience technical or telecommunications network constraints to access SPADA, they can coordinate with LLDIKTI in the area where the Higher Education Institution is located.

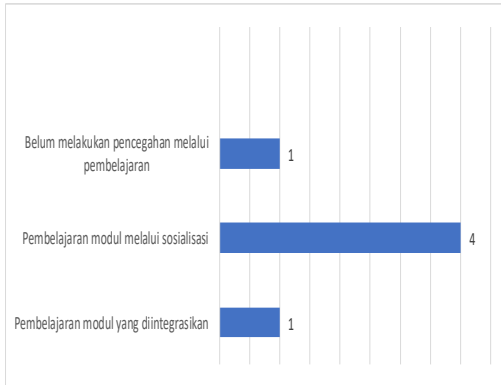
The Head of the Higher Education Institution must ensure and evaluate that all academicians within the Higher Education Institution study the module on prevention and handling of sexual violence every year, the implementation is carried out independently and the implementation time is determined by the Head of the Higher Education Institution. Learning related to this module can also be integrated into

¹⁴Chelsea. M. Allen, Tina H. Deshotel and Sarah B. Donley, #NotHereToo: *Community Readiness to End Campus Sexual Violence in the Deep South*, *Journal of Policy Practice and Research*, Vol. 4, No. 9, June 2023, p. 199-219



other academic activities such as formal learning, seminars, and workshops or integrated when providing capacity building for students, educators, and education personnel¹⁵.

Table 3. Efforts to Prevent Sexual Violence in Higher Education



The results of the study showed that out of 6 universities, only 1 university had synchronized the PPKS Kemedikbudristek module with the campus Learning Management System (LMS). 4 universities had socialized both the guidelines and the sexual violence module at various meetings at the university, and as many as 1 university admitted that they had never socialized in the form of direct meetings either online or offline.

Only 1 university has successfully synchronized the PPKS Kemenristekdikti module with its university's LMS. The PPKS module is one of the modules that can be accessed by students and educators in addition to modules with other themes in the LMS, such as the corruption learning module. Studying the PPKS module is mandatory for all students and lecturers at the university. Every student at the university must obtain a minimum score of 70 in order to be issued a certificate. The certificate is used as a diploma companion upon graduation. Practically all students are required to study the module and obtain a score of 70 in order to graduate from the university. A pretty effort to ensure that all students study the PPKS module¹⁶.

However, it is not without obstacles in implementing modules that have been synchronized with the LMS of Higher Education. In the researcher's notes, there are technical obstacles that accompany the difficulty of synchronizing PPKS modules with LMS in Higher Education. First, most LMSs are intended for the teaching and learning process, so only students and educators can access LMS. Education personnel are not accommodated in LMS, which means that the PPKS module learning process for education personnel cannot be accessed by education personnel. Second, there are no sanctions or rules that require educators to study the PPKS module in the LMS, which is not in line with the obligation to study the PPKS module for students¹⁷. Third, the PPKS module has a limited quota to be accessed by academics, not everyone can access the module and exercises on the Kemendikbudristek website. The module must be synchronized to the LMS of the Higher Education Institution so that the quota and reach are wider. Finally, not all electronic LMS systems in a Higher Education Institution can be synchronized

¹⁵ Regulation of the Secretary General of the Ministry of Education, Culture, Research and Technology Number 17 of 2022 concerning Guidelines for the Implementation of Regulation of the Minister of Education, Culture, Research and Technology Number 30 of 2021 concerning the Prevention and Handling of Sexual Violence in Higher Education

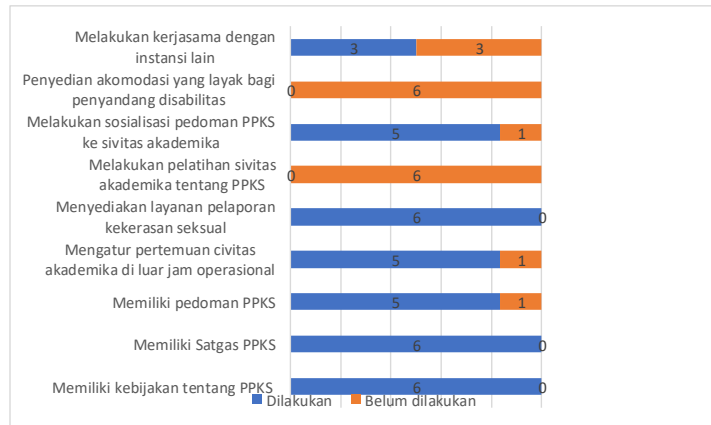
¹⁶ Interview with the PPKS Task Force of Higher Education C, August 13, 2024

¹⁷ *Ibid.*

with the electronic system of the PPKS Kemendikbudristek module. Prevention of sexual violence through strengthening Higher Education governance, there are 10 activities that can be carried out by Higher Education Institutions. The following is a table of Higher Education Institutions that have carried out prevention through governance.

Table 4. Prevention of Sexual Violence through Higher Education Governance

Based on the table above, it can be seen that several universities have carried out



prevention through governance. All universities have strengthened governance in the form of having policies or regulations regarding PPKS, providing reporting of sexual violence, and having a PPKS Task Force. There is 1 university out of 6 universities that does not yet have guidelines for sexual violence after the issuance of the Permendikbudristek PPKS. This is due to the replacement of regulations regarding the prevention and handling of sexual violence from the old to the new regulations for the prevention and handling of sexual violence. There was 1 university that already had regulations regarding the prevention and handling of sexual violence before the Permendikbudristek PPKS was issued. There are 3 universities that do not collaborate with other institutions, and 3 others are building collaboration with other institutions. The background for not collaborating with other institutions is that all accompanying facilities can be met by the university, while the other 3 universities still lack of facilities for handling sexual violence so cooperation and coordination with other institutions are needed. For example, when assisting in a case of sexual violence, the victim needs psychological assistance. On the other hand, the university does not have a psychology faculty, so cooperation is needed from the university to provide these psychological services. Collaboration can be between universities or other support services such as hospitals or service provider institutions.

The results of the study also showed that there were 2 governance systems that had not been implemented by all universities. First, conduct PPKS training for all academicians at universities. Second, providing accommodation that is friendly to people with disabilities. PPKS training in Persesjen 17/2022 is interpreted as training that collaborates with both internal and external campus institutions. PPKS training has so far only been provided and held for the benefit of the PPKS Task Force, while for other academicians it is in the form of socialization, not training. There are differences in the definition and method of conducting training with PPKS socialization. The second governance system is the absence of accommodation for people with disabilities who are victims or witnesses of sexual violence on campus.



Accommodation as explained in Persesjen 17/2022, namely information content that can be accessed by people with disabilities, includes instructions on the location of the PPKS Task Force office or room, contact numbers that can be contacted, and service flows that are friendly to people with disabilities¹⁸. The accommodation provided by all PPKS Task Forces is still in the form of media that is not yet friendly to people with disabilities, still neutral for victims/witnesses who are not disabled. For example, flyers or pamphlets that cannot be read by people with visual impairments. However, it is possible that even though there has been no prevention in the form of increasing disability-friendly governance, in handling cases of violence, Universities have a great possibility of meeting the needs of victims with disabilities.

All universities studied have made at least 2 efforts above, namely the introduction of campus life and student organizations. Some universities initiated the formation of the #TemanSatgas community. This community is intended for students who are not members of the Task Force but have concerns about preventing and handling sexual violence, their task is to help the task force provide information to other students regarding PPKS.¹⁹ PPKS is also socialized during the introduction of campus life, namely during Osmaba²⁰ and also during the KKN briefing. The introduction uses various types of media, for example, drama performances²¹, podcasts, and several PPKS Task Forces take the initiative to socialize with faculties²².

Basically, all university PPKS Task Forces have carried out 3 forms of prevention as mandated by the Permendikbudristek PPKS, but indeed some universities have different choices and methods for implementing these prevention efforts. The choice of prevention and methods taken depends on resources, both human resources and budgeting resources. On the other hand, the Permendikbudristek PPKS not only regulates the prevention of sexual violence but also regulates the handling of sexual violence. Prevention is carried out before sexual violence occurs, while handling is carried out when or after sexual violence occurs. The Permendikbudristek PPKS regulates the handling of sexual violence in Articles 10 to 22. There are 4 ways that universities can do to handle sexual violence, namely Assistance, Protection, Imposition of Administrative Sanctions, and Victim Recovery.

Assistance is regulated in Persesjen 17/2023 including counselor/psychologist/psychiatrist assistance, health service assistance by health workers, legal aid assistance by advocates/lawyers, advocacy

¹⁸ Regulation of the Secretary General of the Ministry of Education, Culture, Research and Technology Number 17 of 2022 concerning Guidelines for the Implementation of Regulation of the Minister of Education, Culture, Research and Technology Number 30 of 2021 concerning the Prevention and Handling of Sexual Violence in Higher Education

¹⁹ Interview with the PPKS Task Force of Higher Education A, August 3, 2024

²⁰ Interview with the PPKS Task Force for Higher Education A, B, C, D, E and Higher Education F, August 2024

²¹ Interview with the PPKS Task Force of Higher Education F, August 24, 2024

²² Interview with the PPKS Task Force of Higher Education D, dated August 15, 2024



assistance trusted by victims/witnesses, and finally social or spiritual assistance by religious leaders, parents/guardians or other people trusted by victims/witnesses. Every university should be obligated to provide comprehensive assistance on its campus, but not all universities have the necessary facilities or faculty to support the assistance process outlined above. Therefore, the PPKS Task Force for Universities, especially those that do not have assistance facilities, are encouraged to collaborate with related agencies. For example, agencies that provide or are involved in handling sexual violence in the region. Assistance agencies like this can be divided into 2, namely agencies that are under the authority of the regional government and secondly, agencies outside government institutions commonly referred to as Non-Governmental Organizations (NGOs) or Non-Governmental Organizations (NGOs). The provincial government of D.I. Yogyakarta and the districts/cities within D.I. Yogyakarta have 6 mentoring institutions, 5 of which are under the authority of the district/city government, and 1 institution is under the authority of the province.

Victim assistance institutions in D.I. Yogyakarta Province are under DP3AP2, one of the fields is preventing and handling cases of violence against women. Universities can work together to access the services needed at the institution. In addition to being owned by the government, there is also a victim assistance institution *at the Rijke Annisa Women's Crisis Center*. Both institutions provide psychological and legal counseling facilities and can also refer to health facilities. There is an interesting thing that researchers found in 3 universities that provide spiritual guidance services. Both the perpetrator and the victim can be given guidance if it is felt necessary to change the behavior of both. Victims also need to be spiritually guided so that sexual violence does not recur, as in the case of Online Gender-Based Violence (KBGO).

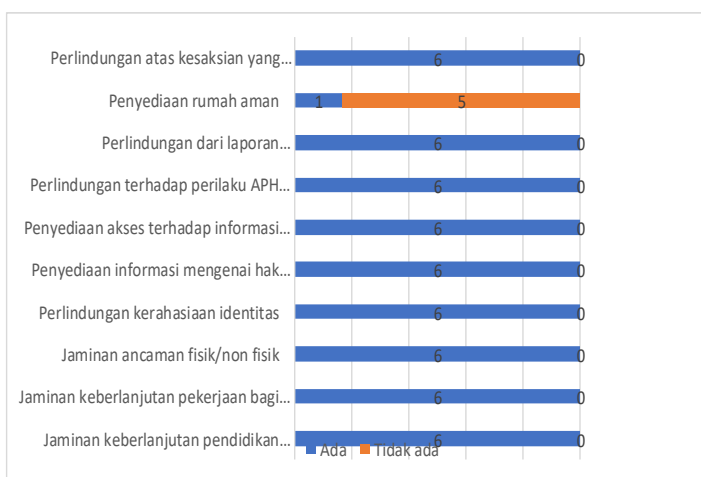
The guidance of a psychologist or psychiatrist counselor for victims and perpetrators is very important. Assistance from a psychologist or psychiatrist for victims aims to restore the victim's unstable mental state after the occurrence of sexual violence. Counseling is important for perpetrators to minimize the recurrence of sexual violence cases in the future. Not all universities have psychology faculty to facilitate such assistance. The PPKS Regulation mandates that universities are required to provide this assistance only to victims/witnesses, while perpetrators are asked to conduct independent counseling. Of the 6 universities studied, there are 2 universities that do not have psychology faculties, but these universities provide psychologist services for all academics. The psychologist has a schedule on certain days to *stand by* at the college in question. The Psychology service is a service provided by the University for all academics who need counseling. So the psychologist service is not specifically intended for assisting



victims/witnesses of sexual violence. Practically, if the perpetrator of sexual violence who is still a campus academic community can also access the service²³.

Second, handling sexual violence through the protection of witnesses and victims. Perses General 17/2023 explained in more detail about this protection effort. There are several ways that are explicitly explained in the Secretary General, including: ensuring the sustainability of completing education for students, ensuring the sustainability of work for educators and education personnel, ensuring protection from physical/non-physical threats, confidentiality of identity, providing information about protection rights and facilities, providing access to information on the implementation of protection, protection from degrading attitudes of law enforcement officials, protection From criminal and civil reports/charges, the provision of safe houses and finally protection for security for the testimony given.

Table 5. Handling Sexual Violence in the Form of Protection



Regarding all the things that need to be done by universities as described above, all universities that are studied have implemented protection for victims/witnesses. For example, the protection of the confidentiality guarantee of the identity of the victim/witness and the chronology of the case from public leaks. The PPKS Task Force has a strategy that includes disguising the names of all parties

involved in sexual violence cases, be it the names of victims, witnesses or perpetrators. In order to keep the identity of the victim/witness unknown, there are 2 universities that divide the handling of the case into small teams of Task Forces. The small teams have their own cases, and it is not mandatory to know the chronology of the other teams' cases²⁴. Although later when making decisions, case recommendations were discussed at a meeting attended by the entire PPKS Task Force Team.

Regarding protection in the form of providing safe houses, 5 out of 6 universities do not have safe houses. Only one college has a safe house. The safe house can be the house of one of the lecturers. The reason for not having a safe house is because there has never been a case that requires a safe house for

²³ Interview with the PPKS Task Force of Higher Education C (August 13, 2024) and F (August 13, 2024)

²⁴ Interview with the PPKS Task Force of Higher Education C (dated August 13, 2024) and Higher Education D, (dated August 15, 2024)



both victims and witnesses. Safe houses can also be flexible anywhere, most importantly the procurement of safe houses has been covered by the budget provided by universities.

The next handling of sexual violence is the provision of administrative sanctions. These sanctions are divided into 3 categories of sanctions, light sanctions, moderate sanctions and severe sanctions. In determining the imposition of sanctions, each university has a different method, depending on the internal regulations of the university although it still refers to the Permendikbudristek PPKS. There are 2 universities that have Rector Regulations that not only accommodate the Permendikbudristek PPKS but also accommodate the ideological values of Higher Education. The Rector's Regulation also includes immoral acts as the authority of the PPKS Task Force. So not only cases of sexual violence are handled by the PPKS Task Force, but immoral cases are also handled by the PPKS Task Force²⁵.

Basically, the imposition of sanctions is the same in all universities studied, namely after a series of examinations, the PPKS Task Force will coordinate and prepare a letter of recommendation for sanctions for the perpetrators. The recommendation for sanctions is then submitted to the Rector. There are 2 universities that involve the university senate in imposing sanctions, while the other 4 universities are sanctioned directly by the Rector himself which refers to the recommendations of the PPKS Task Force. All universities admitted that the Rector in his decision never warned of the imposition of sanctions against the perpetrators, often the sanctions imposed by the Rector were heavier. There is 1 PPKS Task Force for Higher Education that is researched, always providing recommendations for sanctions in more than 1 form. The recommended sanctions can be up to 2-5 sanctions, which of course not all of them are imposed in their entirety. This kind of recommendation can be an option for the Rector, which sanctions will be imposed. This can be done to make it easier for the Rector to impose sanctions options and not get out of the sanctions that have been recommended by the PPKS Task Force²⁶.

The last handling of sexual violence cases is the PPKS Task Force to recover victims and witnesses of sexual violence. Recovery is described in Persesj. 17/2023 including recovery with medical measures, physical therapy, psychological therapy, and social and spiritual guidance. As explained in the prevention efforts above, not all universities have facilities that can be used for the victim recovery process. Therefore, universities must network together with other universities and other agencies that have recovery facilities. This incompleteness should not be an obstacle to the fulfillment of the victim/witness's right to recovery.

²⁵ Interview with the PPKS Task Force of Higher Education B (dated August 9, 2024) and Higher Education E (August 23, 2024)

²⁶ Rabith Madah et al., *The Determination of Criminal Sanctions and Actions as a Criminal System in Indonesia*, *Yustisia Merdeka: Legal Scientific Journal*, Vol. 8, No. 2, September 2022, p. 57-63



Recovery is very necessary to help victims complete their studies or work so that they can live the same day as before the occurrence of sexual violence.

3. Obstacles and Challenges of the PPKS Task Force in Higher Education in D.I. Yogyakarta

Obstacles and challenges in the implementation of the Permendikbudristek will be divided based on prevention efforts and handling efforts just like the division of the discussion above²⁷. Challenges in prevention efforts from the implementation of the PPKS Permendikbudristek include, First, the minimum number of members of the PPKS Task Force, from the 6 universities that were researched, as many as 4 universities that had no more than 7 Task Force members. When compared to the number of academics under the auspices of the community, the number is not comparable. The PPKS Regulation requires the PPKS Task Force to be at least 7 people, with a composition of 50% of the students and the rest are education staff and educators. The lack of PPKS Task Force members affects the preventive efforts that should be carried out by universities. In fact, members of the PPKS Task Force are focused on handling cases, so that fewer prevention efforts tend to be carried out. This challenge can be answered by increasing the number of Task Force members, inaugurating #TemanSatgas²⁸, and appointing human resources outside of the selected PPKS Task Force members to be placed as admins of the PPKS Task Force²⁹. The Task Force Admin has the task of assisting the administrative process of the PPKS Task Force, including correspondence. In addition to easing the duties of Task Force members in administration, the admin also ensures the documentation of case handling files. At Higher Education C, the admin of the PPKS Task Force is also the admin of university administrative services³⁰.

The second challenge is access to learning the PPKS module owned by the Ministry of Research, Technology and Culture. The PPKS module owned by the Ministry of Education and Culture can only be accessed by 1000 people/day, the module cannot be studied within a day (LLDIKTI V, 2024). Universities must find ways to make PPKS modules accessible, both by strata 1 students and postgraduate students, both new and old students. Modules must also be able to be learned by educators and education staff. The PPKS module can be integrated with the University LMS but specifically for LMS that uses *moodle base*.

The third challenge in prevention efforts is the resistance of university leaders to the implementation of the PPKS Permendikbudristek. There was 1 university that admitted, at the beginning of the issuance of the PPKS Permendikbudristek and the strong encouragement for the formation of the PPKS Task

²⁷ Laili Nur Anisah, *The Problem of Phrases without Victim Consent in the Regulation of the Minister of Education, Culture, Research and Technology Number 30 of 2021 concerning the Prevention and Handling of Sexual Violence in Higher Education Environments, Dictum of the Journal of Law*, Vol. 10 No. 2, November 2022, p. 67

²⁸ Interview with the PPKS Task Force of Higher Education A, August 3, 2024

²⁹ Interview with the PPKS Task Force of Higher Education B, Ladder August 9, 2024

³⁰ Interview with the PPKS Task Force of Higher Education C, August 13, 2024



Force, the leaders of universities had doubts about the alignment of the values embraced by Universities with the content of the PPKS Permendikbudristek. The strong culture of masculinity in the university environment has made university leaders question the need for the implementation of the Permendikbudristek PPKS. The resistance faded along with the proof that the PPKS Task Force had good performance and also the frequent invitation of female religious leaders to bridge differences with the leadership of Higher Education.

The fourth challenge is the unclear position of the PPKS Task Force in the organizational structure of Higher Education. The PPKS Task Force is an independent body and cannot be intervened by anyone in higher education. The position of the Task Force on campus also affects budget access. As is known, efforts to prevent and handle sexual violence require an extra budget until a case is completed and the victim can resume his academic activities. Based on the results of the study, it is known that if the PPKS Task Force is under the Rector directly, then the budget post for prevention and handling activities has a considerable priority, as well as the authority of the PPKS Task Force in examining the parties is wider.

The above conditions also affect the position of the PPKS Task Force in relation to internal institutions of Higher Education. In 1 Higher Education it was found that the relationship between the PPKS Task Force and internal institutions had not been regulated, sufficiently affecting the process of handling violence cases. The PPKS Task Force in prevention and handling efforts will coordinate with internal and external institutions on campus. The internal cooperation arrangements are not explicitly explained, so far bodies within Higher Education are willing to provide assistance and coordinate with the PPKS Task Force in handling cases. However, there are challenges when differences of opinion are found between the PPKS Task Force and the internal institution. For example, in handling cases that enter the criminal realm, there is often a misunderstanding of the path taken between the PPKS Task Force and the Legal Aid Institution owned by Universities³¹ (PPKS Task Force Higher Education A, 2024). This kind of thing should be regulated in the agreement sheet of the internal institutions of the campus with the PPKS Task Force, which is bridged by the Rector.

The above are obstacles and challenges for prevention efforts carried out by universities. The next obstacle that will be discussed is the process of handling cases carried out by universities. The first obstacle felt by all the PPKS Task Forces that were investigated was that the complainant (victim or witness) suddenly disappeared or could not be contacted again. There are times when victims withdraw cases, but more often they disappear. The PPKS Task Force cannot continue the case if the obstacles are so. The

³¹ Interview with the PPKS Task Force of Higher Education A, August 3, 2024



case eventually had to be stopped due to a lack of information and evidence. The Task Force also cannot make summonses to witnesses or reported persons if the victim does not want to.

There are several possibilities for the victim's behavior or the witness to disappear after reporting, because the victim is not mentally ready to report the case, the victim is under pressure, and it is possible that the victim has not fully trusted the case resolution system on campus³². This was revealed by the case assistant at the *Women Crisis Center* Rifka Annisa. In several cases of sexual violence that occurred in higher education, who was accompanied by Rifka Annisa, stated that sometimes victims or witnesses do not fully trust the PPKS Task Force. This is influenced by many factors, such as the receipt of reports that are unpleasant to the victim, at the time of the examination the victim is directly confronted with the perpetrator, or the victim is examined without assistance while those who examine the victim are en masse ranging from the Vice Dean, Head of Study Program to Academic Supervisor. These things make the victim prefer to complain about her case to institutions outside the campus³³.

Receiving reports of sexual violence requires expertise, for example by not judging the victim, listening carefully, if a chronology of the case is needed, then the companion can make it from the victim's report orally. Some studies have also shown that victims' behavior is also influenced by feelings of guilt³⁴, shame³⁵ and fear of not believing³⁶ that victims do not dare to report or after reporting do not complete the examination process.

The second obstacle to handling sexual violence is the lack of human resources in the PPKS Task Force. This obstacle arises in prevention efforts and also appears in efforts to handle sexual violence. The lack of human resources in prevention efforts hinders the flow of information that is preventive, while the lack of human resources in handling efforts hinders the protracted resolution of violence cases. The number of cases and the lack of human resources can cause *Compassion Fatigue* in members of the PPKS Task Force. *Compassion fatigue* or can be referred to as fatigue because compassion is a condition of emotional fatigue felt by a person because of helping others. These symptoms are characterized by emotional exhaustion, depression and decreased capacity to empathize. Heavy workload and the demands

³² Interview with the PPKS Task Force of Higher Education D, August 15, 2024

³³ Interview with Rifka Annisa, August 20, 2024

³⁴ Paul, L.A., Kehn, A. Grey, M.J & Salapska Gelleri, *Perception of and Assistance Provided To, a Hypothetical Rape Victim: Differences Between Rape Disclosure Recipients and Nonrecipients*, *Journal of American College Health*, Vol. 62, No 6, September 2014), p. 67-70

³⁵ Sable, M. R., Danis, F., Mauzy, D. L., & Gallagher, S. K., *Barriers to Reporting Sexual Assault for Women and Men: Perspectives of College Students*, *Journal of American College Health*, Vol. 55, No. 3, August 2026, p. 157-162

³⁶ Holland, K. J., & Cortina, L. M, "It Happens to Girls All the Time": Examining Sexual Assault Survivors' Reasons for Not Using Campus Supports". *Journal of Community Psychology* 2, Number 59 (April, 2017): 50–64



of completing recommendations for sexual assault cases can increase stress and risk burnout³⁷. The PPKS Task Force is at high risk of *compassion fatigue* because of the feeling of responsibility to help victims of sexual violence. *This compassion fatigue* can affect the daily lives of PPKS Task Force members. Therefore, it is necessary to anticipate the addition of PPKS Task Force members and psychological counseling assistance to all members of the PPKS Task Force in order to reduce the effect of *compassion fatigue*.

The third challenge in handling sexual violence is the availability of supporting facilities in the process of mentoring, protecting and recovering victims. The facilities in question are health facilities, psychological counseling facilities, legal assistance facilities, as well as spiritual and social guidance facilities. These facilities are not an obstacle for large universities that have faculties that provide complete facilities. In contrast to universities that do not have faculty that provide facilities. These obstacles can be circumvented in several ways. Universities collaborate with agencies or victim assistance institutions, either at the district/city level or at the provincial level. Universities in D.I. Yogyakarta can collaborate with each UPTD PPA in 5 districts/cities or DP3AP2 Yogyakarta Province.

At the level of implementation of handling sexual violence, there should be coordination between the two units. LLDIKTI Region V said that there has been cooperation with several victim service and assistance institutions at the district/city level in Yogyakarta, especially in Sleman Regency. Sleman Regency is the district with the most universities. According to DP3AP2, coordination and activities with LLDIKTI have been carried out once, but there should be a *follow-up* of these activities, for the handling of sexual violence in universities under the authority of LLDIKTI. *Crosscutting issues* is indeed one of the difficult things to do in implementation, but nothing is impossible if each institution has the same priorities.

The challenge of handling the fourth sexual violence case encountered by the researcher is if the members of the PPKS Task Force do not have an awareness of the importance of dealing with sexual violence in the campus environment, especially if such conditions affect the Chairman of the PPKS Task Force. Such an attitude was encountered by researchers at 1 university. The Chairman of the PPKS Task Force has a *double standard* attitude in implementing the PPKS Permendikbudristek. In the Higher Education College, there are 2 types of regulations regarding the attitude of the academic community in establishing teaching and learning relationships, which are contained in the Regulation of the Code of Ethics for Higher Education and contained in the Permendikbudristek PPKS. When handling sexual violence cases, the alleged perpetrator was a colleague of the Chairman of the Task Force, the decision of

³⁷Nafta Dillafihen, Yunarti, Ghea Yumni Alitzka, *The Phenomenon of Compassion Fatigue in PPKS Task Force Members*", PPKS National Conference 2024: Investigating, Prevention, and Responses, Universitas Gadjah Mada, Yogyakarta, p. 65-76



the Chairman of the PPKS Task Force on the case was that the case was processed using the Higher Education Code of Ethics Regulation, instead of using the PPKS Permendikbudristek. The sanctions in the Code of Ethics are lighter than those contained in the PPKS Permendikbudristek. The opposite will be applied if the suspected perpetrator is a student, the regulation used by the Permendikbudristek PPKS. No one dared to deny the behavior of the Chairman of the Task Force. The other members of the Task Force could only follow, quoting from one of the Task Force members, *"We also have families that we have to take care of and feed, so we can't do much"*. This phenomenon is exactly the same as that described by Lord Acton, in his famous quote *"power tends to corrupt, and absolute power corrupts absolutely."* This kind of attitude can be prevented if fellow Task Force members have an understanding that the position of all Task Force members is the same, no one is lower or higher, thus allowing for the correction of deviant policies.

Having awareness of the importance of handling sexual violence is not only owned by the Chairman of the Task Force, but also by all members of the Task Force. Task Force members who do not have awareness of handling cases may have personal interests in cases of sexual violence. The researchers' findings are that there are members of the PPKS Task Force who also use the PPKS Task Force for personal interests. The side job of one of the PPKS Task Force Members apart from being a lecturer, is as a lawyer. Loyal to cases of sexual violence will be shared and discussed in the Task Force communication group, for follow-up. The task force members in question, without coordinating with the other leaders and teams, met the victim and promised to provide assistance on personal behalf, of course with professional payment. The Chairman of the PPKS Task Force finally found out about the actions of its members. According to the Chairman of the Task Force, what the member did did not meet the rules for handling cases in universities. Finally, the Task Force member concerned was reprimanded and deactivated. All activities must be with the knowledge of the Chairman of the Task Force and the Task Force team. What the members of the Task Force do is purely for personal gain, instead of carrying out their duties as the PPKS Task Force.

The fifth obstacle found by the researcher is that the handling of sexual violence cases is carried out by the faculty independently without involving the PPKS Task Force. The handling also uses a different mechanism from the mechanism carried out by the Higher Education PPKS Task Force. *This privilege* is owned by only 1 faculty, because of the historical factor of the establishment of the campus as well as because of the seniority of the teaching lecturers, this continues to happen. The rectorate is subordinated under the faculties a quo. The Higher Education PPKS Task Force has only handled 1 case that occurred at the faculty concerned, the rest of the case handling was carried out by the dean. The PPKS Task Force is a task force formed by universities to prevent and handle cases of sexual violence in the university environment. All cases of sexual violence that occur in higher education should be handled by the PPKS



Task Force using a mechanism that refers to the PPKS Permendikbudristek. The PPKS Task Force suspects that there are 2 possibilities that this can happen, one of which is the possibility of a lack of confidence in the performance of the PPKS Task Force or wanting to complete the handling but still protect the suspected perpetrator. The rectorate in this case does not do much, due to subordination as explained above.

D. Conclusions

Efforts to prevent and handle cases of sexual violence have been carried out by all PPKS Task Forces of Higher Education studied by researchers. A total of 6 universities in Yogyakarta have their own ways of implementing the Permendikbudristek PPKS. The method chosen and carried out is based on the consideration of the resources owned by each university. The challenges of the PPKS Task Force in Higher Education in D.I. Yogyakarta in handling cases of sexual violence are very diverse, in this study it is distinguished in 2 approaches, namely the challenge of prevention efforts and the challenge in handling efforts. In efforts to prevent sexual violence, the PPKS Task Force for Higher Education still lacks human resources, obstacles to learning the PPKS module of the Ministry of Education and Culture, the resistance of university leaders in the formation of the PPKS Task Force, and the position of the PPKS Task Force in the structure on campus. The challenges of the PPKS Task Force in making efforts to handle sexual violence are that the complainant (witness/victim) often suddenly disappears and does not continue reporting, minimal human resources, lack of understanding and empathy of PPKS Task Force members towards cases of violence, lack of assistance facilities owned by universities, lack of centralization of handling sexual violence in the PPKS Task Force, and lastly, the lack of a clear evaluation and monitoring system for the prevention and handling of violence sexual in College. For example, the government through LLDIKTI can hold periodic socialization and training for PPKS Task Force members in each region.

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