

Implementation of Sexual Violence Handling Policy at Gorontalo State University

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ABSTRACT: This study aims to analyze the implementation of policies for the prevention and handling of sexual violence within Gorontalo State University (UNG) using the transactional theoretical framework of Warwick (1979) which emphasizes four main variables, namely organizational capability, quality of information flow, institutional support, and division of authority. This study uses a qualitative method with a descriptive-analytical approach, where data is collected through in-depth interview techniques, participatory observation, documentation studies, and questionnaire surveys of the academic community. The results of the study show that UNG has undergone a significant institutional transformation from the PPKS period to the PPKPT, which is reflected in increasing the organization's technical capacity, developing more systematic SOPs, strengthening leadership support, and expanding policy socialization strategies. However, policy implementation still faces challenges in the form of uneven policy literacy at the work unit level, technical constraints on the accessibility of digital reporting channels, and informal cultural resistance and power relations that affect victims' trust. Overall, these findings confirm that the successful implementation of the PPKPT policy at UNG is not enough to rely solely on regulatory formalities, but requires continuous integration between strengthening the protection system, procedural transparency, resource support, and an ethical-humanist approach in the bureaucracy to create a campus ecosystem that is safe and free from sexual violence.

KEYWORDS: Policy Implementation, Sexual Violence, Campus Governance, PPKPT

INTRODUCTION

Sexual violence in the university environment is an urgent problem that has the potential to tarnish the integrity of the education world in Indonesia. In particular, the rampant incidents of sexual violence in universities, including in Gorontalo Province, demand more effective preventive measures and handling mechanisms. Despite the various efforts that have been made, sexual violence remains a chronic problem in the campus environment. The lack of student understanding of this issue and the low level of reporting further exacerbated the complexity of the case, as reflected in the incident of harassment of a female student of the Faculty of Letters and Culture UNG by a parking attendant who allegedly recorded the victim's activities in the toilet (Nawu, 2024).

In the academic world, acts of sexual violence are often a hidden phenomenon. The cases that come to the public only represent a small part of the reality of sexual violence that actually occurs (Alhakim, 2021). This problem is often analogous to the iceberg phenomenon, where the number of real cases in the field is much greater than the cases revealed. Referring to Karami's research on the experience of sexual harassment in the academic environment, these actions are often hidden due to the victim's reluctance to report their traumatic experiences (Dewi et al., 2022). There are more than 2,000 records of unwanted sexual harassment in the realm of higher education. Power relations inequality, where lecturers or authority holders abuse their positions against students, are a triggering factor that puts students in a vulnerable position and it is difficult to resist. Therefore, the formulation of policies that are able to ensure a safe and inclusive campus environment is an urgency that cannot be postponed (Iriawan et al., 2024).

Viewed from a sociological and ideological perspective, violence in daily life is not just a domestic problem in the household or family. Violence has spread to public spaces, covering the work environment to educational institutions (Adkiras et al., 2021). Data from the Indonesian Child Protection Commission shows a grim portrait of sexual violence in the world of education, with a distribution of 13 cases (62%) at the elementary level, 5 cases (24%) at the junior high school level, and 3 cases (14%) at the high school level. A total of 123 cases of sexual violence occurred in schools during 2019, with the ironic reality that most of the perpetrators were educators (Antoni et al., 2024). Sexual violence in educational institutions has become an issue that is increasingly highlighted, especially in the university environment. As is characteristic of the iceberg phenomenon, the cases that come to the surface are only the culmination of a much larger and often unreported problem (Azzahra et al., 2024).

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A survey by the Ministry of Education and Culture in 2020 revealed that 77% of teaching staff admitted to sexual violence in the campus environment. However, 63% of them are reluctant to report the incident to the authorities for fear of negative stigma. This phenomenon is basically rooted in gender inequality, where the majority of victims of sexual violence are women. The following is the number of cases of sexual violence that occurred within Gorontalo State University during 2022-2025.

Table 1. 1 Case Data 2022-2025

N O	YEAR	NUMBER OF CASES
1	2022	1
2	2023	5
3	2024	3
4	2025	5

Source: PPKPT UNG Task Force

Based on initial observations reported to the PPKS Task Force of Gorontalo State University (UNG), forms of violence that often occur in the campus environment include physical violence (hitting, kicking, grabbing, pushing, and strangling) as well as verbal violence in the form of swearing, swearing, and insults. In addition, there are also cases of sexual violence that are not reported, including rape or attempt, sexual harassment, and molestation (Fitri et al., 2022). Acts of sexual violence are crimes that degrade and insult the dignity of the victim, causing physical and psychological suffering. Harassment is often triggered by the abuse of power relations that place men in dominant positions, so adequate regulations are needed to regulate and take action against this behavior (Capah & Fikri, 2023). However, the data found by the researcher through the PPKS Task Force report still shows a gap between the recorded cases and the reality of the number of unreported cases.

Although the legal instrument through Permendikbudristek Number 30 of 2021 has set national standards for universities, the implementation of this policy at Gorontalo State University (UNG) still leaves profound challenges when viewed from four aspects in Warwick's theory. In all four aspects of Warwick, organizational capabilities do not simply depend on formal structures, but on the technical capacity of the implementer in executing the mandate. At UNG, even though the PPKS Task Force has been formed, there are real obstacles related to the absence of personnel with integrated legal expertise. This observation is in line with a study (Fauzi et al., 2023) which emphasizes that the effectiveness of Permendikbudristek 30/2021 is highly dependent on the responsiveness of the organization, which is often hampered by budget limitations and double workload for lecturers who are concurrently members of the task force. The identification of organizational capabilities in previous research is generally only fixed on bureaucratic formalities, without exploring how policies are operated in the midst of a strong order of customary values and religiosity. There is a difference in the meaning of "safe campus environment" between central standards and local perceptions at UNG, which has the potential to create ambiguity in the scale of handling priorities. In Warwick's perspective, organizational capability is not just the existence of structure, but effectiveness in execution; At UNG, the main challenge lies in the specialization of the competencies of task force members who still lack dual qualifications in the field of law and clinical psychology.

Warwick (1987) emphasized that information is a data instrument that has been processed. Within UNG, there is a disconnect between the policy narrative at the Rectorate level and technical understanding at the Faculty level. The phenomenon of low literacy regarding non-physical sexual violence, such as catcalling, creates obstacles in the reporting system. This is supported by research (Pratama et al., 2022) which found that the information gap between the formulator and the policy target causes the reporting mechanism to be considered intimidating or confusing for victims. Currently, the official dissemination of information by the UNG bureaucracy has not been optimally formed. The absence of a special implementation team from the task force in handling cases directly hampered the process of coordination, reporting, handling, and monitoring, and made it difficult to evaluate the effectiveness of policies and accountability to government agencies. Regarding strategy, there is a literature gap on how the UNG PPKS Task Force formulates adaptive steps to sociological constraints, especially in dealing with a culture of silence and thick power relations. There has been no qualitative study that explores communication strategies that are able to break through the barriers of social stigma at UNG. Referring to Warwick, information is the fuel of implementation; The main problem at UNG is not only the availability of information, but also clarity and accessibility for victims. Therefore, the formation of an implementation team is expected to be able to process information effectively in order to develop a structured problem-solving strategy.

The support aspect in policy implementation is often clashed with local values and organizational culture. At UNG, the legalistic commitment of leaders is often faced with a toxic culture of maintaining the good name of the institution, so that the implementation of the PPKS Task Force still faces obstacles in the form of lack of training, lack of fund allocation, and low attention to the task force's duties, which has an impact on declining member motivation. Without adequate support, the PPKS

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initiative risks being merely symbolic. It is important to evaluate the organization's support for the task force's commitments, including the provision of support for victims, because early observations at UNG show a pull between the commitment of the central leadership and conservative social norms in Gorontalo, where support for victims is often reduced by considerations of collective morality or efforts to maintain an image.

The division of authority is the key to the independence of the PPKS Task Force. Observations show that the position of the task force still depends heavily on the discretion of university leaders. Warwick warned that without a balanced distribution of power, policy will be paralyzed when dealing with powerful actors. The Handayani study (2022) confirms that the imbalance in power relations between lecturers/officials and students often intervenes in decision-making, so that the independence of the task force in providing sanctions is very vulnerable. The absence of a forum or a complete bureaucratic structure to continue the PPKS policy at UNG is a major obstacle in facilitating the prevention and handling of cases. In terms of distribution of power, according to Warwick, the negotiating position of the task force at UNG is often under the shadow of the authority of the rectorate or dean, thus posing a risk of administrative intervention. The lack of clarity of roles between organizations and officials outside the organization, which is often used to protect institutions, can be misused to pressure victims to remain in a culture of "silent" and reluctant to report their cases.

Based on the explanation of the four aspects of Warwick, there is hope that the UNG PPKS Task Force can recruit experts with dual qualifications (law and psychology). This is crucial for handling and prevention, as well as helping campus residents understand behavioral limits. In addition, the formation of a clear implementation team will make it easier for students to know where to complain without experiencing bureaucratic confusion or a "throwing responsibility" mechanism between task force members.

In the aspect of providing inputs, the gap can be seen in the reality of resource availability compared to regulatory demands. Often, policies only stop at the provision of organizational structures, but ignore substantial needs such as special budgets, safe space infrastructure that guarantees confidentiality, and the readiness of implementing competencies in the field. This study aims to fill this gap by dissecting the extent to which real input is available at UNG to ensure that policy tactics and strategies are implemented effectively, not just symbolically.

Based on the Regulation of the Minister of Education, Culture, Research, and Technology Number 30 of 2021, sexual violence is defined as an act that degrades, humiliates, or attacks a person's body and reproductive function due to an imbalance of power and gender, resulting in psychological or physical suffering and loss of opportunities to study safely (Tukly et al., 2023). Following up on these regulations, Gorontalo State University has stipulated Rector's Regulation Number: 755/UN47/HK.02/2022 concerning the Task Force for the Prevention and Handling of Sexual Violence. The task force's duties include: a) assisting the Rector in drafting guidelines; b) follow up on reports of sexual violence; c) coordinate with the disability service unit; d) coordinate with relevant agencies for the protection of victims/witnesses; e) submit an activity report to the Rector every six months; and f) carry out other duties in accordance with the provisions of the law.

There were five cases of sexual violence reported to the UNG PPKS Task Force, consisting of two verbal cases and three non-verbal cases. However, there are many other unreported cases, involving various actors such as lecturers, education staff, students, parking attendants, cleaners, and welders in various contexts. Based on this phenomenon, regulations have not run optimally due to several factors: 1) lack of knowledge among students and related parties about sexual violence; 2) the socialization of the PPKS program has not been optimal; 3) there has not been a standard Standard Operating Procedure (SOP); 4) the influence of power factors in the campus environment; 5) lack of environmental response to victims; and 6) lack of strictness of sanctions for perpetrators of sexual violence.

METHODS

This research was carried out at Gorontalo State University (UNG) as an educational institution that has established a Task Force for the Prevention and Handling of Sexual Violence (PPKS Task Force) and implemented Permendikbudristek Number 30 of 2021, so that it is considered representative to examine the dynamics of the policy. Using a qualitative approach and a descriptive-analytical type of research (Lestari et al., 2024), the researcher acts as the main instrument that goes directly into the field, supported by supporting instruments such as interview guidelines, observations, and recording tools to collect data thoroughly. The data in this study consists of primary data obtained directly from informants through interviews, observations, and questionnaires (Haifa et al., 2025) and secondary data sourced from official documents, regulations, and supporting literature (Haifa et al., 2025). The data collection technique was carried out through participatory observation, in-depth interviews, and documentation studies (Haifa et al., 2025), which were then analyzed using the Miles and Huberman model (Haifa et al., 2025) through the stages of data reduction, data presentation, and conclusion drawn. Finally, to ensure that the data is scientific and accountable, the researcher conducts a data validity test which includes credibility, transferability, dependability, and confirmability tests (Haifa et al., 2025).

DISCUSSION

The analysis of this research focuses on four main dimensions, namely organizational capabilities, information flow, institutional support, and division of authority. These four elements refer to a framework of thought (Warwick, 1979) that views policy implementation as a transactional process, where the success of a policy does not only depend on the substance of the regulation, but also on the capacity of the implementing organization, the quality of information, and the distribution of authority among stakeholders.

The implementation of policies to handle sexual violence in the realm of higher education has much more complex characteristics than administrative policies in general. This policy concerns crucial aspects such as safety, dignity, data confidentiality, integrity of victim trust, and mitigation of power relations in the academic environment. Therefore, this study not only reviews formal aspects such as the formation of the Task Force, the availability of SOPs, or just written rules, but also tests the extent to which the policy is accessible, trusted, and has a real impact on the academic community. This is in line with the view that public policy should be interpreted as a follow-up effort to solve community problems, rather than just a formal decision that is completed after the document is ratified (Igrisa, 2022).

The results of the study show that there is an institutional evolution at UNG, namely the transition from the Task Force for the Prevention and Handling of Sexual Violence (PPKS) to the Task Force for the Prevention and Handling of Violence in Higher Education (PPKPT). The initial period of PPKS is a fundamental phase even though it still faces significant obstacles related to limited SOPs, budgets, personnel competence, and coordination. On the other hand, during the PPKPT period, there have been systemic improvements characterized by improving SOPs, intensifying socialization, increasing leadership support, and providing service spaces, which proves that policy implementation is dynamic and requires a continuous organizational learning process.

This discussion also integrates field findings with thoughts from Irawaty Igrisa, Arifin Tahir, Fenti Prihatini Dance Tui, and Sri Yulianty Mozin. Igrisa's work is used to deepen the analysis of public policy implementation (Igrisa, 2022), while Tahir is used to emphasize the urgency of transparency, governance, and accountability of authority (Tahir, 2020). In addition, the work of Tui et al. is used to examine aspects of public services, digital innovation, and the challenges of technology implementation (Tui et al., 2022), and Mozin's thinking is used to strengthen the dimensions of service ethics, participatory democracy, and humanist values in the bureaucracy (Mozin, Baks, et al., 2025). Thus, this analysis does not simply interpret field data, but rather combines it with relevant theoretical and empirical bases.

Methodologically, this study combines interview data, observations, documentation, and questionnaires as complementary evidence. The interviews provide an in-depth perspective on the actors' experiences, from the performers to the victims; documentation clarifies the regulatory foundation and organizational structure; observation captures the dynamics of policy implementation in daily practice; Meanwhile, the questionnaire provides an overview of student perceptions related to trust and accessibility of reporting. Through the synthesis of these data sources, this discussion not only presents a normative description, but also interprets the implementation pattern that occurs, which is a reference to evaluate the extent to which PPKPT UNG has transformed from just a formal policy to a substantive protection system.

1. Organizational Ability in the Implementation of PPKS and PPKPT Policies at UNG

Organizational ability is a fundamental variable in determining the effectiveness of the implementation of PPKS and PPKPT policies at Gorontalo State University (UNG). Referring to the framework (Warwick, 1979), organizational capacity is not only measured by the existence of formal structures, but also by the organization's real ability to carry out policy mandates that include the technical competence of implementers, coordination between units, and the development of standard operating procedures (SOPs). The findings of the study show that the PPKPT Task Force has shown significant progress compared to the previous period, especially in terms of improving SOPs, firmness of handling flows, and adjusting personnel composition according to the needs of the case.

In the initial phase of PPKS, the formation of the Task Force was a manifestation of UNG's commitment to Permendikbudristek Number 30 of 2021 and UNG Rector's Decree Number 755/UN47/HK.02/2022. However, this structural effectiveness has not been fully balanced with operational readiness. The limitations of SOPs, the lack of budget allocation, and the scarcity of experts in the fields of law and psychology indicate that the capacity of the organization at that time was still at an embryonic stage. This emphasizes that the success of public policy cannot only rely on formal legitimacy, but requires the support of administrative and institutional apparatus so that policy objectives can be transformed into real actions (Igrisa, 2022).

The transition to the PPKPT era reflects a progressive organizational learning process. The PPKPT Task Force has now prepared a comprehensive SOP that regulates aspects of prevention, reporting, examination, assistance, and victim recovery. The availability of this instrument is crucial in dealing with the complexity of sexual violence cases that demand a sensitive and accountable handling flow. In line with the findings of Devie et al. (2025) regarding the effectiveness of ASN learning assignment policies, the improvement of SOPs and the integration of human resources and budgets at PPKPT UNG have become a more solid foundation in organizational decision-making.

In the technical aspect, PPKPT has shown progress by integrating the needs of multidisciplinary expertise, such as law, psychology, and case administration, into organizational capacity. Dealing with sexual violence goes beyond the administrative

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function of receiving reports; This requires the ability of the task force to map power relations, maintain the principle of confidentiality, provide trauma assistance, and prepare recommendations that do not cause revitalization. Thus, the organizational capacity here is a blend of technical professionalism, service ethics, and institutional courage.

In addition, organizational capacity is also reflected in the ability to make each case experience an institutional learning material. Each report received should ideally be an evaluation point for existing communication procedures and patterns. For example, if there are obstacles in victim assistance or coordination with faculty, the organization must make continuous improvements to the referral mechanism. This strategy allows the Task Force to transform from a reactive unit to a policy learning center that is able to improve service quality standards, as emphasized in Igrisa's (2022) view regarding benefit-based policy evaluation for the target community.

However, the coordination aspect is still the main challenge that needs to be overcome. Data shows that the synergy between the Task Force, faculties, departments, and other supporting actors has not been optimally established. This gap often leads to doubts for victims to report to the university level, either due to information constraints or concerns about the unit's reputation. This is in line with the findings of Kiyai (2025) who stated that the effectiveness of policy implementation is often hampered by weak cross-sector coordination and socio-cultural resistance, which in the context of UNG can be seen in the difficulty of formal flows to penetrate the dynamics of informal relations in the campus environment.

Solid coordination is especially urgent because sexual violence can occur in a wide spectrum of interactions, both in the classroom and in non-academic activities. Therefore, all units within the university must be integrated in a policy network with a clear division of authority. Without firm coordination arrangements, there is a risk that policies are trapped in a pattern of familial settlement that tends to pressure victims and obscure the responsibility of the perpetrators.

The organizational ability of PPKPT UNG has shown a positive ranking trend, but still requires continuous strengthening. These efforts include capacity building through regular training, service integration with UPA Counseling Guidance, strategic partnerships with external experts, and strengthening the coordination system at the faculty level. In the end, organizational ability is not just an administrative indicator, but a parameter to the extent to which educational institutions are able to guarantee real, responsive, and trusted protection for all campus residents.

2. Information in the Implementation of PPKS and PPKPT Policies

Information occupies a crucial position as the second variable in policy implementation. Referring to Warwick's perspective, information acts as a bridge that connects the substance of policy with the implementing party and the target group. The effectiveness of a policy will depend heavily on the target community's understanding of the objectives, procedures, rights, obligations, and available service channels and protection guarantees. In the context of PPKS and PPKPT at UNG, this flow of information includes the effectiveness of policy socialization, the level of understanding of the academic community, the operation of reporting channels, and the quality of communication between the Task Force and various units in the campus environment.

The findings of the study show that in the early days of the formation of PPKS, the reach of socialization was still limited and tended to be focused on the momentum of new student admissions. While this step is an important initial introduction, it is not yet sufficient in scope to reach the entire broad campus community. The risk of sexual violence is not only limited to new students, but also threatens senior students, lecturers, education staff, and other support staff. Therefore, the dissemination of information must be carried out in a sustainable manner, across sectors, and through multi-media so that the policy is not only superficially understood, but also deeply internalized.

Entering the PPKPT period, socialization began to transform through a more inclusive approach to various faculties, work units, and student organizations. The socialization material is now more comprehensive, including the introduction of forms of sexual violence to the clarity of the handling flow. This change indicates a shift in strategy from a passive information pattern to a more active effort. This is in line with the findings of Lalu et al. (2025) who emphasize that the successful implementation of policy programs is highly dependent on consistency in communication, coordination, and mentoring so that the target group has sufficient understanding to be actively involved, especially since knowledge of service flows is the main requirement for the courage of victims in reporting cases.

The fundamental obstacle in the information aspect can be seen from the uneven literacy among the academic community. Many students simply know the existence of the Task Force, but do not understand the details of reporting procedures, forms of protection, or confidentiality guarantees. In addition, there is still a misperception that limits the definition of sexual violence to physical acts only, even though this policy also includes non-physical, verbal, digital violence, and abuse of power relations. This low level of literacy risks hindering victims in recognizing the violence they experience, so information in sensitive policies such as PPKPT must be positioned as a strategic effort to build critical awareness.

Information dissemination strategies need to be developed so that they are not limited to formal activities only. Optimization of PPKPT information can be done through the university's official website, faculty social media, academic groups, guidebooks, and training for guardian lecturers. This diverse approach is important considering that the pattern of access to information for

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each group of academics is different; new students can be reached through orientation activities, while lecturers and education staff need a special forum to understand their obligations to maintain confidentiality and refer victims to the Task Force without exerting informal pressure.

Digital-based reporting channels are a significant public service innovation because they make it easier to access complaints without having to meet face-to-face. However, the findings of the study indicate that there are technical constraints on website accessibility, which shows that the presence of digital technology does not automatically guarantee ease of use. In line with the study by Tui et al. (2022) regarding e-government, digital services will only be effective if they are supported by adequate infrastructure and user readiness. Therefore, PPKPT digital channels must be ensured to function optimally, be easily accessible, be victim-friendly, and have a quick response system from implementers.

The use of technology must also be in line with the principles of transparency and accountability. Mozin et al. (2025) emphasized that technology management in public services can increase efficiency and participation if managed appropriately. In the context of PPKPT, transparency does not mean revealing the details of the case or the identity of the victim, but rather providing certainty regarding the handling flow, estimated processing time, victims' rights, and the obligations of the reporter. Clarity of information about decision-making mechanisms and mentoring is very necessary so that the academic community has a complete picture of the process that occurs after the report is submitted.

The information aspect has a close correlation with the victim's level of trust in the existing system. Victims' decisions to report depend heavily on the belief that their data is safe, confidentiality is maintained, and there will be no victim blaming. Therefore, communication strategies must be accompanied by anti-stigma campaigns and education about victims' rights to transform a culture of silence into a culture of care. Thus, information in the implementation of PPKPT does not only function as a means of communication, but as the main instrument in providing protection and empowerment for the entire academic community.

3. Support for the Implementation of PPKS and PPKPT Policies

Support is the third variable that plays a crucial role in determining the success of the implementation of PPKS and PPKPT policies. The scope of support here includes leadership commitment, budget availability, adequate facilities, quality of human resources, synergy between units, continuous training, and forms of moral and social support for victims. The implementation of policies to handle sexual violence cannot simply rely on the enthusiasm of Task Force members; This policy requires a stable support system considering the essence of handling cases of sexual violence that require a quick response, the provision of safe spaces, psychological services, intensive mentoring, and consistent administrative follow-up.

In the PPKS period, the available institutional support still tends to be limited. Research data shows that the Task Force at that time was not supported by an adequate operational budget, the absence of a special space, and the lack of integrated service systems. The limitation of these supporting resources forced Task Force members to work in less than ideal conditions. These findings are in line with the argument of Abdussamad et al. (2022) who stated that constraints on facilities, human resources, incentives, and supervision can significantly weaken the effectiveness of program implementation, which at the same time explains the gap between the regulatory mandate and the reality of implementation on the ground.

Entering the PPKPT period, support for policies began to show an increasing trend. University leaders have paid more attention through support for the preparation of SOPs, strengthening socialization, budget allocation, and plans to provide special service spaces. This support is also reflected in the leadership's commitment to follow up on sanctions recommendations from the Task Force, thereby strengthening the Task Force's bargaining position in carrying out its handling function. The structural legitimacy of the leadership is a vital factor because without this support, the Task Force will experience obstacles in coordinating the faculty, summoning the reported party, and setting administrative sanctions.

However, support should not be interpreted as a personal commitment of the leader alone. Policy sustainability must be institutionalized through annual budget allocation, determination of permanent service spaces, standardization of mentoring mechanisms, scheduling routine training, networking cooperation with psychologists or legal aid, and the formulation of clear performance indicators. Devie et al. (2025) emphasized that policy implementation will be hampered if SOPs and commitments are not accompanied by financing and adequate human resource availability. Therefore, PPKPT UNG needs systemic support so as not to be trapped in dependence on certain leadership figures or periods.

Financial support should be seen as a strategic protection investment, not just an additional cost burden. Without the availability of a budget, the Task Force will have difficulty carrying out routine socialization, providing educational materials, bringing in experts, providing assistance, and providing a decent service space for victims. Budgets are also crucial for the development of digital channels and strengthening external partnerships. Given that this policy is directly related to the safety of the academic community, leadership support must be transformed into a measurable work plan and budget so that the sustainability of PPKPT does not depend on the personal initiative of Task Force members.

The aspect of support is also absolutely given to victims, witnesses, and whistleblowers. In many incidents of sexual violence, victims are often caught up in a vortex of fear, stigma, threats, social pressure, and worries about the fate of their studies or work.

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If the support is only focused on strengthening the Task Force organization without heeding the basic needs of the victims, then the policy will lose its protection essence. In line with the thoughts of Nani et al. (2025) regarding the importance of integrating ethical values and public service orientation in bureaucratic reform, in the context of PPKPT, services must be prioritized to ensure victim safety, maintain confidentiality, eliminate victimization, and facilitate victim recovery.

Finally, the support of the campus environment is a determining factor for success that cannot be ignored. An institution's "good name" culture, negative stigma, and a tendency to solve problems informally can be serious obstacles to policy implementation. Therefore, formal support from the leadership must be strengthened by collective social support from lecturers, education staff, student organizations, and related service units. If the campus environment views reporting as a threat to the institution's image, then the victim will still choose to remain silent. On the other hand, if reporting is understood as an effort to maintain mutual safety, policies will be easier to implement. Thus, support in the implementation of PPKPT must include structural dimensions, resources, and cultural support.

4. Sharing Potential in the Implementation of PPKS and PPKPT Policies

The distribution of potential is the fourth variable that is closely related to the distribution of authority, bargaining position, operational autonomy, and the capacity of the Task Force to take decisive action against influential actors. In handling sexual violence in the university environment, clarity of authority is a crucial aspect considering that perpetrators can come from various layers, ranging from students, lecturers, education staff, structural officials, to external parties who have attachments to the campus. If the authority of the Task Force is not clearly defined, then the process of handling cases is vulnerable to interference by power relations, informal pressure, and the tendency to prioritize the protection of the institution's image over justice for the victim.

The results of the study show that in the PPKS period, the distribution of potential has not been fully internalized strongly. Although the Task Force already has an official mandate, its operational position is still highly dependent on leadership discretion and coordination between units. This structural dependency creates vulnerability when cases involve individuals with great influence, which has an impact on the emergence of pressure for victims to silence themselves, reports that are stalled at the unit level, and the diversion of cases towards informal settlement. This condition confirms that the formal legitimacy of the Task Force does not automatically guarantee the independence of handling without being supported by a transparent and firm mechanism of authority.

Entering the PPKPT period, the distribution of potential began to strengthen through the standardization of SOPs and leadership support for each Task Force recommendation. However, obstacles still arise due to the reality of informal power relations on campus that are not always visible in the formal structure chart. The dynamics between lecturer-students, senior-juniors, and officials-staff often affect the victim's guts to report and respond to the surrounding environment. In line with Tahir's (2014) view on the importance of transparency and accountability in governance, the clarity of authority in PPKPT must ensure that the Task Force is able to conduct independent inspections and recommendations for sanctions without interference that harms the interests of victims.

The distribution of authority also needs to be clearly distinguished between the authority of the Task Force and the administrative authority of the faculty or department. Faculties and departments should ideally play a role as the front line in the dissemination of information and initial assistance, but it is not justified to obstruct the reporting process. Likewise, other work units, which must focus on administrative support without taking over the substance of the case that risks psychological pressure on the victim. Therefore, a clear multi-tiered work mechanism is needed, where relevant units function as nodes of information and references, while the Task Force retains the main control as the implementer of case handling to avoid overlapping roles that hurt victim-side partisanship.

In the academic ecosystem, the division of potential is not only limited to formal lines of command, but also includes the institution's ability to manage symbolic power. Lecturers' academic authority, administrative authority of officials, senior social influence, and student organization networks are forms of power that can be a tool of prevention if directed appropriately, but can be an obstacle if abused to intimidate victims. Therefore, the Task Force must have a bargaining position as a recognized ethical and administrative authority, so that all parties understand that the procedure for handling cases of violence is absolute and non-negotiable outside the provisions of the SOP.

Kiyai et al. (2025) stated that policy effectiveness is often hit by socio-cultural resistance and weak coordination. In this study, the resistance manifests in the form of a culture of silence, excessive concern about the image of the faculty, and potential intervention against victims. The lack of firmness in the distribution of potentials will make it difficult for the Task Force to penetrate these obstacles. As a consequence, the authority of the Task Force must not only be strengthened in writing in the SOP, but also in practical implementation through the provision of concrete institutional protection from university leaders to every member of the Task Force who handles sensitive cases.

The idea of Mozin et al. (2025) regarding the importance of participatory democracy in public policy formulation is very relevant to strengthen the sharing of potential in PPKPT. Authority must not be top-down, but must involve the active

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participation of students, education staff, lecturers, service units, and vulnerable groups in prevention efforts. This multi-stakeholder engagement can expand the function of social surveillance, increase the level of public trust, and mitigate the dominance of certain actors. By placing the PPKPT policy as a collective responsibility, this program will become a common property for all campus residents.

Although the sharing of potential in the implementation of PPKPT UNG has shown positive developments, this system needs to be continuously developed in a more independent, transparent, and protected direction from the intervention of any party. The Task Force requires greater operational autonomy, internal legal support, access to direct reporting, and guarantees of protection for victims and reporters from all forms of pressure. The success of this policy cannot only be quantified by the number of cases handled, but also by the ability of institutions to ensure that the handling process is completely free from the shackles of power relations that harm victims.

5. Humanist and Ethical Approach in Handling Victims

In addition to the four variables in the Warwick framework, this discussion needs to emphasize the urgency of a humanist and ethical approach in handling sexual violence. The handling of sexual violence cases has different characteristics than conventional administrative services, given that victims are often in vulnerable psychological conditions, such as fear, shame, and trauma. Therefore, the success of the Task Force is not only measured by the efficiency of handling time, but also by the quality of treatment of victims during the process. As emphasized by Mozin (2025), public service ethics are a fundamental element in improving the quality of the bureaucracy, which in the context of PPKPT means giving full attention by listening to victims without judgment, maintaining the principle of confidentiality, avoiding repetition of narratives that are traumatic for victims, and ensuring the availability of adequate assistance.

The humanist approach also plays a vital role in mitigating the risk of revitalization. Victimization often occurs when the victim is positioned as the guilty party, doubts his credibility, humiliated, or forced to take a harmful path of peace. In the campus environment, this threat can arise through the spread of gossip, leakage of personal information, seniority pressure, and the stigma that victim reporting tarnishes the image of the institution. Thus, the PPKPT SOP must be implemented through trauma-informed care service practices. Every member of the Task Force and support units needs to understand that maintaining confidentiality is not just an administrative obligation, but a tangible manifestation of efforts to protect the dignity of victims.

On the other hand, an ethical approach will strengthen the legitimacy and public trust in the Task Force. When the victim sees that the Task Force operates fairly, guarantees confidentiality, and is not subject to the power relations of the perpetrators, the courage of the academic community to report will increase. On the other hand, the reporting channel will lose its credibility if the report is vulnerable to leaks or the handling process is intervened by a certain departmental relationship. Nani et al. (2025) emphasized that public service reform must integrate ethical values into service orientation. In the framework of PPKPT, these values must be internalized at each stage, starting from prevention, receipt of reports, examination processes, determination of sanction recommendations, to the recovery stage.

The principle of confidentiality is the most decisive ethical pillar in building victim trust. When reporting, the victim not only shares data about the events experienced, but also opens up a very personal traumatic experience. The uncontrolled dissemination of information can result in social pressure, loss of security, and the withdrawal of reports by victims. Therefore, PPKPT needs to develop a strict confidentiality protocol that is understood by all related parties, including faculties and work units. This protocol must rigidly regulate information access authorities, document storage procedures, communication standards, and strict sanctions for parties who leak information.

A humanist and ethical approach ultimately became an integral complement to the Warwick framework. Without ethics, organizational capabilities will only be a rigid procedure; information without empathy will only be a campaign of formality; impartial support to the victim will only be administrative support; and the division of authority without integrity will only open up space for intervention. Therefore, PPKPT UNG needs to consolidate service ethics as core values in the entire spectrum of policy implementation to ensure justice for all campus residents.

6. Cross-Variable Synthesis

If the four Warwick variables are analyzed integratively, the implementation of PPKS and PPKPT policies at UNG represents a transformation process from simply forming a structure to the realization of safe campus governance. Organizational capacity functions as an implementation machine, information flow plays a role in opening access and understanding, support ensures the sustainability of resources, while the division of authority determines the legitimacy of the Task Force in taking concrete actions. These four elements interact with each other reciprocally; Comprehensive standard operating procedures (SOPs) will not achieve optimal effectiveness without the dissemination of appropriate information, as well as massive socialization will lose meaning if it is not accompanied by adequate support for victims, and strong leadership support requires the authority of the Task Force that is protected from the intervention of other parties.

The transition from the PPKS period to PPKPT indicates that UNG has moved from a limited initial implementation phase to a more structured system. However, this progress is not the end point. The fundamental challenges ahead lie in the aspects of

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consistency, expanding reach, and transforming organizational culture. The PPKPT policy must not only function reactively when cases arise, but also must be proactive in prevention. This prevention effort requires continuous education, strengthening gender literacy, strict supervision of student activities, and periodic training for lecturers and education staff to campaign against all forms of violence and harassment.

The results of the study also confirm the existence of the accessibility paradox in policy implementation. Although reporting channels have been available and a Task Force has been formed, the level of trust and understanding of the academic community has not been fully optimal, coupled with the institutional "maintain good name" culture that is still an obstacle for victims to report. This phenomenon shows that policy effectiveness cannot be measured exclusively from the availability of formal instruments alone, but must be reviewed from the extent to which the instrument is operational, trusted, and capable of providing real protection. In other words, the success of implementation must be evaluated based on the quality of the protection ecosystem, not just the administrative completeness of the policy document.

Warwick's transactional perspective provides a theoretical framework for understanding that policy implementation has always been a negotiation arena between formal regulation and social realities on the ground. PPKPT has indeed been equipped with legal tools and leadership support, but the practice cannot be separated from the influence of friendship relations, seniority, culture of skepticism, image interests, and the courage of the victim. Therefore, policy evaluation does not stop at the legality aspect of the rules, but must test the resilience of the rules when dealing with campus social dynamics. The more solid the organizational capacity, information flow, support, and division of authority owned, the greater the opportunity for these policies to overcome informal obstacles in the campus environment.

Based on this analysis, this study emphasizes the urgency of developing PPKPT UNG as a comprehensive and sustainable protection system. This system must include clear SOPs, optimization of reporting channels, mentoring and psychological support services for victims, protection from interventions, active student participation, strengthening the role of faculty, and periodic evaluation mechanisms. In the spectrum of public policy, this effort is in line with the view of Tahir (2020) who emphasizes that good governance requires accountability, transparency, participation, and responsiveness. PPKPT will be a real reflection of good campus governance if these values are integrated and implemented consistently in all implementation practices.

7. Implications of Strengthening the Implementation of PPKPT UNG

The theoretical implications of this study show that the Warwick model has strong relevance in dissecting the implementation of policies to handle sexual violence in the university environment. The four variables in the model are able to comprehensively explain why the formation of the Task Force alone is not enough to ensure policy effectiveness. The success of absolute policies requires organizational capacity, transparency of information, stability of resource support, and the distribution of authority that allows implementers to work optimally. The findings of this study also enrich the literature on public policy implementation by revealing that sensitive policies such as PPKPT are also greatly influenced by the dynamics of power relations, culture of silence, social stigma, and the courage of victims to report.

Practically, these findings imply that UNG needs to strengthen PPKPT as an integrated system, not just an ad-hoc team entity. The strengthening strategy can be pursued through five strategic steps: first, consistency in the implementation of SOPs across all units; second, the maintenance of digital reporting channels to ensure accessibility; third, the allocation of a fixed budget accompanied by the provision of safe spaces and accompanying personnel; fourth, the establishment of coordination nodes at the faculty level without reducing the authority of the central task force; and fifth, the periodic intensification of prevention education for students, lecturers, education staff, and student organizations.

Broader policy implications demand the formulation of success indicators that are no longer solely quantity-oriented. The low number of reports does not necessarily represent a safe campus, but it may indicate low trust or lack of understanding of the academic community towards the flow of services. More substantive success indicators should ideally include the level of literacy of campus residents, the level of trust in the Task Force, the speed of response, the quality of assistance, the satisfaction of victims with services, and the effectiveness of the recovery process. With these metrics, the evaluation of PPKPT policies can be carried out more fairly and objectively.

Operational recommendations that can be drawn from this discussion are the importance of preparing a roadmap for strengthening PPKPT. The roadmap should start with an internal audit of SOPs, mapping human resource needs, evaluating the function of digital channels, and surveying the perception of trust among the academic community. Furthermore, the university can set annual achievement targets, such as increasing the frequency of socialization, the availability of proper service facilities, the development of companion competencies, and the establishment of faculty information nodes. Through a roadmap-based approach, the strengthening of PPKPT will not be sporadic, but will become a measurable institutional program that can be evaluated continuously.

Based on the above analysis, the implementation of sexual violence handling policies at UNG shows a positive development trend after the transition from PPKS to PPKPT. In the dimension of organizational capabilities, it can be seen that there is a strengthening of SOPs and technical capacity. In terms of information, socialization and reporting channels have developed even

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though improvements are needed in digital accessibility and equitable literacy. In terms of support, there is an increase in the attention of the leadership, budget, and facilities that need to be institutionalized to ensure sustainability. Finally, in the aspect of sharing potential, the authority of the Task Force is starting to strengthen even though it still requires extra protection from potential intervention in power relations.

Thus, the success of PPKPT UNG should not be measured only by the legality of the Task Force or the availability of formal documents. Success must be evaluated based on policy capacity in providing a sense of security, increasing victim confidence, mitigating repeated violence, and ensuring justice is upheld regardless of the status of the perpetrator. This study emphasizes that the implementation of the PPKPT policy is a complex multi-layered process and requires institutional courage. A safe campus is a campus that is able to transform regulations into a form of real protection for all elements of the academic community.

In the end, PPKPT must be understood as an integral instrument in the campus governance reform agenda. This policy not only carries out post-incident curative tasks, but also functions to build a preventive system that minimizes the space for violent movement. This can be realized through prevention education, strict follow-up on perpetrators, protection for whistleblowers, and the instillation of new norms that the safety of campus residents is much more important than just maintaining the image of the institution. Therefore, the sustainability of this policy must be maintained through an annual evaluation mechanism and the active involvement of all elements of the university.

In short, this discussion places PPKPT as a public policy whose success depends on the harmonious integration of procedures, resources, communication, authority, and service ethics. Weakening of one of the elements will have a direct impact on the decline in the quality of protection for victims. Therefore, strengthening must be carried out comprehensively and comprehensively. With this orientation, this analysis is able to present an in-depth discussion but still maintain its coherence with field findings, Warwick's theory, and relevant current academic literature.

CONCLUSIONS

Based on the results of research at Gorontalo State University (UNG), the implementation of sexual violence handling policies has transformed from the PPKS Task Force to PPKPT as a form of organizational learning that is more structured in realizing safe campus governance and on the side of victims. Referring to the transactional perspective of Warwick (1979), the success of this implementation does not depend only on formal regulation, but on the integration of four key variables: organizational capabilities that are now better through the preparation of SOPs and technical capacity building; the flow of information that has begun to reach various elements of the academic community even though it still requires equal literacy; institutional support from leaders and the availability of resources that need to be institutionalized to be more sustainable; as well as the division of authority that provides autonomy for the Task Force to act even though it still faces power relations challenges. As emphasized by Igrisa (2022), public policy must be understood as a process of continuous action to solve problems, which in the context of PPKPT UNG is also supported by the importance of transparency and accountability (Tahir, 2020), inclusive technology-based service innovation (Tui et al., 2022), and the integration of ethical and humanist values in the bureaucracy (Mozin et al., 2025). Thus, the success of this policy is not enough to be measured by the existence of formal instruments alone, but by the extent to which the system built is able to provide substantive protection, build victim trust, and ensure an objective, fast, and responsive handling process to the victim's recovery needs.

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