

Institutional Betrayal in the Prevention and Handling of Sexual Harassment in Higher Education



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Abstract

Higher education institutions, as educational entities, bear the responsibility of providing safe environments free from sexual harassment. Nevertheless, in practice, not all institutions succeed in ensuring such safety and may, in some cases, perpetrate institutional betrayal. This study seeks to identify the manifestations of institutional betrayal in the prevention and management of sexual harassment within higher education settings. Employing a qualitative methodology, data were collected through observation, in-depth interviews, and document analysis. Participants were purposively selected, comprising six individuals including members of the Task Force for Handling and Preventing Sexual Harassment (Satgas PPKS), survivors, and university administrators. Data analysis proceeded through the stages of data reduction, data display, and conclusion drawing. The findings suggest that the presence of the Satgas PPKS does not ensure that higher education institutions are free from institutional betrayal. Such betrayal is evident in various forms, including efforts to conceal cases to safeguard the institution's reputation, a lack of commitment and support from leadership, and a limited understanding within the academic community regarding case-handling procedures. Furthermore, case management frequently lacks a survivor-centred approach and fails to adequately address the impacts of trauma. Resource constraints also hinder both prevention and response initiatives. Additionally, acts of commission are demonstrated by weak institutional policies, insufficient protection for survivors and task force members, and a suboptimal organisational structure within the Satgas PPKS. To achieve effective case management, strong commitment from university leadership, institutional capacity building, and cross-sector collaboration are essential to establish a comprehensive and sustainable system for preventing and addressing sexual violence.

Keywords:

Institutional Betrayal; Sexual Harassment; Higher Education

Abstrak

Perguruan tinggi sebagai institusi pendidikan memiliki tanggung jawab untuk menyediakan ruang yang aman dari praktik kekerasan seksual. Namun, dalam praktiknya, tidak semua perguruan tinggi mampu mewujudkan lingkungan yang aman, bahkan berpotensi melakukan institutional betrayal. Penelitian ini bertujuan untuk mengidentifikasi bentuk-bentuk institutional betrayal dalam upaya pencegahan dan penanganan kekerasan seksual di perguruan tinggi. Penelitian menggunakan metode kualitatif dengan teknik pengumpulan data melalui observasi, wawancara mendalam, dan studi dokumentasi. Informan dipilih secara purposif, melibatkan enam orang yang terdiri atas anggota Satuan Tugas Pencegahan dan Penanganan Kekerasan Seksual (Satgas PPKS), korban, dan pimpinan perguruan tinggi. Analisis data dilakukan melalui tahapan reduksi data, penyajian data, serta penarikan kesimpulan. Hasil penelitian menunjukkan bahwa keberadaan Satgas PPKS belum menjamin terbebasnya perguruan tinggi dari praktik institutional betrayal. Bentuk pengkhianatan institutional ini antara lain berupa upaya menutupi kasus demi menjaga reputasi institusi, kurangnya komitmen dan dukungan dari pimpinan, serta terbatasnya pemahaman komunitas kampus terhadap mekanisme penanganan kasus. Selain itu, penanganan kasus kerap belum berperspektif korban dan belum secara memadai mempertimbangkan dampak trauma. Keterbatasan sumber daya juga menjadi kendala dalam upaya pencegahan dan penanganan. Sementara itu, *acts of commission* terlihat dalam lemahnya kebijakan institusi, kurangnya perlindungan bagi korban dan anggota satgas, serta struktur kelembagaan Satgas PPKS yang belum optimal. Untuk mewujudkan penanganan yang ideal, diperlukan komitmen kuat dari pimpinan perguruan tinggi, penguatan kelembagaan, serta kolaborasi lintas sektor untuk mewujudkan sistem pencegahan dan penanganan kekerasan seksual yang komprehensif dan berkelanjutan.

Kata kunci:

Institutional Betrayal; Kekerasan Seksual; Perguruan Tinggi

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Introduction

Sexual harassment continues to represent a significant and distressing threat to women. The National Commission on Violence Against Women in 2025 reported that sexual harassment accounted for the highest proportion, at 36.43%. Furthermore, media reports indicate that incidents of harassment within educational institutions were the most frequently reported, with 457 cases out of a total of 883. This prevalence persists despite the implementation of numerous measures aimed at eradicating such cases.¹ These outreach initiatives are delivered through various channels, including seminars, public lectures, and social media platforms.² Their purpose is to equip students with the necessary skills to prevent sexual harassment. The outreach materials cover topics ranging from an introduction to the categories of sexual harassment to strategies for self-protection and information on reporting mechanisms. These efforts are undertaken to foster a safe and supportive learning environment for all members of the campus community. Nevertheless, an exclusive focus on prevention is insufficient; effective management of sexual harassment must also adhere to relevant legal and regulatory frameworks.

The issue of sexual harassment has been addressed through legal regulation, notably the Sexual Harassment Crimes Act (UU TPKS, 2022), which was enacted on 9 May 2022 following advocacy efforts by the community, particularly female parliamentarians, and has attracted considerable public attention.³ Additionally, the Regulation of the Minister of Education, Culture, Research, and Technology (Dikbudristek) Number 30 was promulgated on 31 August 2021 and subsequently amended by Regulation Number 55 of 2024.⁴ In a related development, the Ministry of Religious Affairs issued Regulation No. 73 of 2022 on 5 October 2022, concerning the Handling and Prevention of Sexual Harassment within educational institutions under its jurisdiction.⁵ Prior to this, the Director General of Islamic Education (Dirjen Pendis) within the Ministry of Religious Affairs initiated efforts to address sexual harassment through Decree No. 5494 of 2019, which provided Guidelines for the Prevention and

¹ Abner Onesiforus Bariton et al., "Pemahaman Masyarakat Mengenai Kekerasan Seksual Terhadap Anak Di Surakarta," *Seminar Nasional HUBISINTEK*, 2020, 204–8; Agus Susanto et al., "Membangun Kesadaran Anti Kekerasan Seksual Untuk Mahasiswa Baru Di Lingkungan Kampus," *Journal of Social Empowerment* 8, no. 02 (November 2023): 1–7.

² Loviga Denny Pratama et al., *Meningkatkan Kesadaran Pendidikan Seks Di Era Digital Bagi Mahasiswa Madrasah Ibtidaiyah*, December 4, 2021, 622–32.

³ UU TPKS, "Undang-Undang RI Nomor 12 Tahun 2022 Tentang Tindak Pidana Kekerasan Seksual," in *Sekretariat Kabinet Republik Indonesia*, preprint, 2022.

⁴ Mendikbudristek, "Peraturan Menteri Pendidikan, Kebudayaan, Riset, Dan Teknologi Republik Indonesia Nomor 55 Tahun 2024 Tentang Pencegahan Dan Penanganan Kekerasan Di Lingkungan Perguruan Tinggi Dengan," *Peraturan Menteri* 15, no. 1 (2024): 37–48; Permen Dikbud Ristek, "Peraturan Menteri Pendidikan, Kebudayaan, Riset, Dan Teknologi Republik Indonesia Nomor 30 Tahun 2021 Tentang Pencegahan Dan Penanganan Kekerasan Seksual Di Lingkungan Perguruan Tinggi," in *Kementerian Pendidikan, Kebudayaan, Riset, Dan Teknologi Republik Indonesia*, preprint, 2021.

⁵ PMA, "Peraturan Menteri Agama Nomor 73 Tahun 2022 Tentang Pencegahan Dan Penanganan Kekerasan Seksual di Satuan Pendidikan Pada Kementerian Agama," in *Kementerian Agama Republik Indonesia*, preprint, 2022.

Response to Sexual Harassment in Islamic Religious Higher Education Institutions (PTKI).⁶ Collectively, these three regulations establish a comprehensive legal framework for addressing sexual harassment in society, with particular emphasis on educational settings.

This regulation mandates universities to establish a Task Force for Handling and Preventing Sexual Harassment (Satgas PPKS). The establishment of such a Task Force facilitates the implementation of prevention programmes and the creation of institutions capable of addressing cases of sexual harassment. However, not all universities have yet established a Task Force for Handling and Preventing Sexual Harassment.⁷ Nonetheless, this legal framework represents a positive advancement for the academic community in fostering safe and comfortable learning environments free from sexual harassment.

Numerous studies have been conducted on sexual harassment within higher education. Administrative sanctions may be imposed on perpetrators affiliated with higher education institutions.⁸ Kurniaty elucidates that the sanctioning model is predicated upon factors such as culpability, the impact on the victim, loss incurred by the victim, benefit gained by the perpetrator, as well as aggravating and mitigating circumstances.⁹ The prevention and management of sexual harassment on campus necessitate collaboration among various stakeholders, ranging from institutional leadership to students.¹⁰ A critical component involves enhancing the academic community's understanding of both the prevention and management of sexual harassment, alongside fostering a safe environment for all members.¹¹ Ultimately, every member of the academic community bears responsibility for preventing and addressing sexual harassment, particularly in safeguarding themselves from becoming either victims or perpetrators.

⁶ Dirjen Pendis, "Surat Keputusan Direktur Jenderal Pendidikan Islam Kementerian Agama Nomor 5495 Tahun 2019 Tentang Pedoman Pencegahan dan Penanggulangan Kekerasan Seksual Pada Perguruan Tinggi Keagamaan Islam," in *Direktur Jenderal Pendidikan Islam Kementerian Agama*, preprint, 2019.

⁷ Erinca Febrianti et al., "Analisis Kebijakan Permendikbud Ristek Nomor 30 Tahun 2021 Dalam Upaya Pencegahan Dan Penanganan Kekerasan Seksual Di Universitas Muhammadiyah Poorogo," *Jurnal Ilmu Pemerintahan Suara Khatulistiwa (JIPSK)* 7, no. 01 (2022): 52-62.

⁸ Vincent Yehezkiel et al., "Penegakan Sanksi Administrasi Kepada Pelaku Kekerasan Seksual Di Perguruan Tinggi Menurut Permendikbudristek No 30 Tahun 2021," *Lex Privatium* 14, no. 5 (January 2025).

⁹ Yulia Kurniaty, "Model Ideal Penanganan dan Sanksi Kekerasan Seksual di Perguruan Tinggi Yang Berkeadilan," *UII*, June 26, 2025.

¹⁰ Usfiyatul Marfu'ah and Siti Rofi'ah, "Sistem Pencegahan dan Penanganan Seksual di Kampus," *Kafa'ah: Journal of Gender Studies* 11, no. 1 (June 2021): 95-106.

¹¹ Nur Afni Khafsoh and Suhairi Suhairi, "Pemahaman Mahasiswa Terhadap Bentuk, Proses, Dan Pandangan Kekerasan Seksual di Kampus," *Marwah: Jurnal Perempuan, Agama Dan Jender* 20, no. 1 (July 2021): 61, <https://doi.org/10.24014/marwah.v20i1.10487>; Rhafidilla and Sophia Sukma Fatimah Yasmin, "Persepsi Mahasiswa Mengenai Pentingnya Ruang Aman Dari Kekerasan Seksual Di Lingkungan Kampus," *Jurnal Media Dan Komunikasi* 5, no. 1 (2024): 62-74, <https://doi.org/10.20473/medkom.v5i1.57064>.

Sexual harassment prevention is implemented through various methods, including online strategies¹² and fostering an understanding of the different forms of sexual harassment.¹³ Additionally, the perspectives of female figures, such as female Ulama or Islamic scholars, have been significant; these women have actively challenged male bias in discussions surrounding sexual harassment.¹⁴ However, the representation of women in senior university positions remains limited, largely due to patriarchal cultural norms (Shah, 2018) and their marginalisation within ineffective political structures.¹⁵

This study employs the theory of institutional betrayal, as developed by Carly Parnitzke Smith and Jennifer Freyd, which elucidates how institutional actions can cause harm to individuals. Within the context of preventing and addressing sexual harassment in higher education, the central question concerns the extent to which campus institutions bear responsibility for maintaining the academic community's trust in safeguarding them from harassment. The research was conducted at a university in Yogyakarta, a city recognised as a student hub, hosting approximately 192 educational institutions, including universities, institutes, colleges, polytechnics, and academies (Kemendikbud, 2025). For ethical considerations, the name of the institution has been withheld.¹⁶ This particular university was selected due to its establishment of a dedicated task force and its reputation as a model for effective prevention and response to sexual harassment in Indonesia. Supporting this, data from the National Commission on Violence Against Women (Komnas Perempuan, 2025) indicate that this institution ranks among the highest in the prevention and management of sexual harassment within higher education.¹⁷ This research is significant in highlighting that sexual harassment is not solely attributable to individual misconduct but may also result from systemic failures and bureaucratic betrayal. Institutional betrayal by universities is as detrimental as the malicious actions of perpetrators.

This study employs a qualitative methodology, generating descriptive data in the form of written or spoken narratives from individuals, as well as observable

¹² Christina Nieder, Kim Thomae, and Joscha Kärtner, "Online Sexual Violence Prevention on a Female College Campus in India: Evaluation of the RISE-ON Program," *International Journal of Clinical and Health Psychology* 24, no. 2 (April 2024): 100470, <https://doi.org/10.1016/j.ijchp.2024.100470>.

¹³ Daniel J. Whitaker et al., "Knowledge, Attitudes, and Beliefs About Sexual Violence and Prevention Programming Implementation: Survey of Faculty at 7 Universities in Vietnam," *AJPM Focus* 5, no. 2 (April 2026), <https://doi.org/10.1016/j.focus.2025.100449>.

¹⁴ Dzuriyatun Toyibah and Irma Riyani, "Contesting Religious Authority in Response to Government Regulations on the Prevention and Handling of Campus Sexual Violence (CSV) in Indonesia," *Women's Studies International Forum* 110 (May 2025): 103085, <https://doi.org/10.1016/j.wsif.2025.103085>.

¹⁵ Nur Alfiyah et al., "Women's Leadership, Sharia Law, and Society 5.0: A Review of Istibsyaroh's Thoughts," *An-Nida'* 48, no. 2 (January 2025): 245–64, <https://doi.org/10.24014/an-nida.v48i2.32656>.

¹⁶ Kemendikdasmen, "Jumlah Data Satuan Pendidikan (DIKTI) Per Prov. D.I. Yogyakarta," Data Referensi Kemendikdasmen, 2025.

¹⁷ Komnas Perempuan, "Pemantauan Implementasi Program Kawasan Bebas Kekerasan," Komisi Nasional Anti Kekerasan Terhadap Perempuan, 2025.

behaviours.¹⁸ The research centres on strategies for developing an effective Sexual Harassment Prevention and Response System (PPKS), grounded in the principles of institutional courage to avert institutional betrayal. Informants were selected through purposive sampling techniques. Interviews were conducted not only with members of the Task Force but also with victims and institutional leaders, in order to capture the perspectives of those who reported incidents and their evaluations of the university's response. To adhere to ethical research standards, the identities of the victims have been withheld. Nevertheless, some informants are identified by their initials as follows:

Table 1. Research Informants

No	Initial	Role
1	L	Task force
2	A	Task force
3	S	Victims of Sexual Harassment
4	V	Victims of Sexual Harassment
5	I	Campus Official
6	N	Campus Official

Source: Researcher's Field Data

The selection of informants was based on responses from three groups: the victim, the party responsible for handling the case, and the university authorities responsible for policy implementation. These groups were deemed representative of the university's response to victim reports and the mechanisms employed to address cases of sexual harassment. Data collection ceased after the sixth interview, as data saturation was reached; the final interview did not yield any significant new themes, patterns, or information pertaining to forms of institutional disclosure. Data were collected through observation, interviews, and document analysis. The data analysis process comprised four stages: data reduction, data display, analysis, and conclusion.¹⁹

Results and Discussion

Institutional Betrayal in the Issue of Sexual Harassment in Higher Education

Institutional Betrayal Theory refers to an institution that should protect and be trusted by the victim, but instead betrays the victim and has a worse impact on the victim.²⁰ For example, universities are reluctant to report cases of violence against victims because they want to maintain their reputation.

"We were even prohibited from announcing the number of cases to the media because when we did, the leaders reprimanded us. The media

¹⁸ Tetti Solehati et al., "Intervensi Bagi Orang Tua Dalam Mencegah Kekerasan Seksual Anak Di Indonesia: Scoping Review," *Jurnal Obsesi: Jurnal Pendidikan Anak Usia Dini* 6, no. 3 (January 2022): 2201-14, <https://doi.org/10.31004/obsesi.v6i3.1914>.

¹⁹ Matthew B. Miles and Michael Huberman, *Analisis Data Kualitatif*, Penerbit U, trans. Tjetjep Rohedi Rosidi (Jakarta, 1992).

²⁰ Carly Parnitzke Smith and Jennifer J. Freyd, "Institutional Betrayal," *American Psychologist* 69, no. 6 (2014): 575-84, <https://doi.org/10.1037/a0037564>.

reported the number of cases we reported, and many cited it as research material. Indeed, in the media, we can't limit reader discourse. Some understand it as the campus has handled sexual Harassment cases, but many also believe the campus has many cases and is stigmatized negatively" (Interview A, 2025).

Seeing the issue of sexual Harassment surface on social media, netizens often fall into a false sense of context. Some netizens argue that the publication of case reports on social media is evidence that universities do not normalize sexual Harassment. Still, in the same context, it is considered a step backward due to the high number of sexual Harassment cases. However, from the perspective of Institutional Betrayal Theory, if an institution turns a blind eye to cases of sexual Harassment or even allows them to occur, this constitutes institutional betrayal. This aligns with the emphasis of the Indonesian Minister of Education, Culture, Research, and Technology for the 2021-2024 period, which stated that universities should no longer cover up cases of sexual Harassment to be considered clean. Instead, universities that effectively handle cases can be regarded as good universities.²¹

Furthermore, victims tend not to report the violence they experience due to concerns that their cases will not be handled by the university (trust issues). This belief is common, especially among university institutions that cover up cases of sexual Harassment that occur at their universities. Therefore, progress in handling cases needs to be disseminated widely to build the confidence of victims to report and speak up about their experiences of sexual Harassment.

Furthermore, Freyd explains that the trauma experienced by victims of violence perpetrated by someone close and trusted is more severe than violence perpetrated by a stranger.²² Similarly, trauma results from the betrayal of an institution the victim trusted. It's like someone who sought refuge and depended on something but was betrayed by the institution (the university) they trusted. This causes even deeper pain.

"After the investigation, I felt a little calmer, but after the campus categorized my case as a minor one, I've been processing it for days, until now. Why is it called a minor case? Minor for whom? I felt sad, disappointed, and angry when those thoughts began to arise" (S. 2025).

Guidelines for the prevention and handling of sexual Harassment have established crisis levels for sexual Harassment cases. This aligns with the formal regulations stipulated in the Civil Service Discipline Regulations (UU ASN) and the Student Code of Ethics, which also stipulate tiered sanctions based on the severity and type of case. This demonstrates the need for structured consideration in handling cases.

²¹ Adhi Wicaksono, "Nadiem Ingatkan Kampus Tak Lagi Tutupi Kekerasan Seksual," CNN Indonesia, 2021, <https://www.cnnindonesia.com/nasional/20211111101223-20-719615/nadiem-ingatkan-kampus-tak-lagi-tutupi-kasus-kekerasan-seksual>.

²² Smith and Freyd, "Institutional Betrayal."

However, in cases of sexual Harassment, the trauma experienced by victims may differ from the perspective of investigators.

Freyd explained that in certain cases, victims can experience complex psychological responses such as dissociation, anxiety disorders, post-traumatic stress disorder (PTSD), and even difficulties in interpersonal relationships.²³ It's understandable that everyone's ability to manage their emotions and mental well-being varies. In some cases, victims respond mildly to sexual Harassment, but in others, victims experience severe trauma even though their experiences are considered mild.

In addition to the case-level assessment, other considerations are listed in Article 16 (2) of the Minister of Education, Culture, Research, and Technology Regulation (Permendikbudristek) Number 30 of 2021, which states:

The imposition of heavier administrative sanctions as referred to in paragraph (1) is based on the following considerations:

- a. The victim is a person with a disability;
- b. The impact of sexual harassment experienced by the victim;
- c. The reported party or perpetrator is a member of the Task Force, head/chair of a study program, or head of a department.²⁴

Point b explains that imposing more severe sanctions may also be considered if the victim experiences more painful consequences, such as anxiety or sleep disturbances. University institutions should understand this so that sanctions can consider the impact on the victim, not just the form of sexual Harassment experienced.

Furthermore, universities tend to play it safe and maintain stability, resulting in suboptimal handling of sexual Harassment cases. Similarly, university leaders tend to maintain stability by not providing optimal access to sexual Harassment handling.

"I don't think there's any need to blow this case out of proportion. It's enough to handle it internally and not cause a commotion. If we handled every case, we wouldn't be able to work because there are so many." (N, 2025)

From the perspective of leaders who are always concerned with maintaining the campus's reputation, news of sexual assault cases will disrupt campus stability. Therefore, they tend to try to cover up the cases. Frey describes this as "varieties of institutional betrayal," which indicates that the institution's actions appear to be part of a deliberate pattern or policy.²⁵ This deliberate handling pattern weakens the Task Force's actions, as the Task Force is ultimately under the leadership's authority. The leadership's tendency to ignore cases can provide space for perpetrators to normalize sexual harassment because there is no support from the leadership for handling the case.

²³ Smith and Freyd, "Institutional Betrayal."

²⁴ Permen Dikbud Ristek, "Peraturan Menteri Pendidikan, Kebudayaan, Riset, Dan Teknologi Republik Indonesia Nomor 30 Tahun 2021 Tentang Pencegahan Dan Penanganan Kekerasan Seksual Di Lingkungan Perguruan Tinggi."

²⁵ Smith and Freyd, "Institutional Betrayal."

The explanation above clearly demonstrates institutional bias in addressing sexual Harassment in higher education. However, there are also instances of institutional bias in dealing with cases of sexual Harassment, but these actions are not clearly visible (apparently isolated), even though these cases are part of a larger systemic problem.

Challenges in Addressing Sexual Harassment in Higher Education

Unintentional negligence in preventing and addressing sexual Harassment has a high potential to occur in higher education. This negligence arises from the absence of voices opposing the normalization of abusive behavior and culture. It could also be due to a lack of exposure to knowledge about sexual Harassment.

“When I summoned the perpetrator, he admitted that he did not know that what he had done was part of sexual Harassment. He promised to be more careful in interacting with other people, especially with the opposite sex.” (M, 2025)

As part of the Task Force, informants received various reasons for the reported behavior of sexual Harassment. Words intended as jokes turned out to be offensive and fall into the category of verbal sexual.²⁶ Lecturers used physical jokes, explaining sensitive topics like referring to genitals with analogies, and sexist jokes to lighten the mood in class.

While these were once met with laughter by the audience, they are now widely understood by students as sexual harassment.²⁷ Unfortunately, this is fully understood by educators.

In fact, it's not just verbal violence. Several cases were reported to the task force due to non-consensual touching, such as hugging, grabbing female students' bodies, and even the normalization of hugging as a form of affection. This sparked outrage among the campus community, who condemned such.²⁸

Another common practice, often overlooked, is the practice of providing thesis guidance outside of campus and outside of lecturer working hours. Victims often don't suspect that providing guidance or consultations with their advisors outside of office hours is illegal and puts them at risk.

“In some cases, victims actually feel special when their lecturers agree to supervise their theses outside of work hours. Some supervisors even invite them to their homes or hotels. Unfortunately, the victims don't suspect

²⁶ Jason V Chavez and Rosalina T. Del Prado, *Discourse Analysis on Online Gender-Based Humor: Markers of Normalization, Tolerance, and Lens of Inequality*, 2023, 55–71, <https://doi.org/10.18063/fls.v5i1.1530>.

²⁷ Manuela Thomae and Afroditi Pina, “Sexist Humor and Social Identity: The Role of Sexist Humor in Men's in-Group Cohesion, Sexual Harassment, Rape Proclivity, and Victim Blame,” *HUMOR* 28, no. 2 (2015): 187–204, <https://doi.org/10.1515/humor-2025-0023>.

²⁸ Esa Laili Sindiana and Fathul Lubabin Nuqul, *The Neglected Hurt: The Effect of Sexism and Moral Outrage*, 1076, no. 2 (2020): 168–79.

anything from the start or perhaps don't dare to refuse the invitation." (A, 2025).

Nowadays, many cafes and co-working spaces are becoming places for people to work outside of the office. This trend has led to lecturers supervising students outside the office and outside of office hours, which is actually prohibited on some campuses due to the risk of unwanted behavior, such as sexual Harassment and a lack of professionalism. However, this normalization obscures existing regulations. Furthermore, despite being included in campus regulations, universities rarely evaluate off-campus and off-hours supervision practices.

Furthermore, another manifestation of the "apparently isolated" concept in cases of sexual harassment in higher education is evident in how campus members, such as lecturers, department heads, and even university leaders, ignore reports of sexual Harassment experienced by victims. This includes not forwarding the report to the Task Force for the Prevention and Handling of Sexual Harassment, which ultimately stops with them.

"I reported it to the Head of the Study Program, but I wasn't given a solution. I was only asked to be patient, and he was also confused about what to do with my report. I finally took the initiative to go to the Task Force" (V, 2025).

University officials should serve as a reporting point as part of the focal point for preventing and handling sexual harassment. However, not all university officials are aware of how to handle this. Even at universities that have established task forces, many university officials are unaware of the existence of a sexual harassment prevention and response agency that can be used as a reference point in cases.

Institutional Omissions and Systemic Problems in Handling Sexual Harassment

Institutional Omissions in creating safe spaces for academics from sexual Harassment often occur, but universities often fail to recognize this. Omissions such as reporting systems, clear handling mechanisms, and maintaining confidentiality are crucial. Similarly, regarding victim protection, not all universities have safe houses for victims of sexual harassment.

"No, we don't have one yet. It seems difficult for universities to have safe houses due to development priorities. So, what we're doing is collaborating with institutions in the districts that have safe houses. So, if we're dealing with victims who need safe houses, we can refer them to the local government agencies. It's also difficult for us to protect the victims. There have been case where the perpetrator has even come to the victim's boarding house. The victim was afraid to go anywhere because she was afraid the perpetrator would meet her. We also can't monitor the victims 24/7." (A. 2025)

One of the challenges faced by the task force is protecting victims and ensuring their safety. Building a safe house is not easy because campuses have development

priorities such as adding classrooms, expanding laboratories, and expanding parking spaces. In recent years, universities, especially state universities, have generally expanded their study programs, resulting in an increase in the number of academics. Therefore, for universities, increasing learning spaces has become a top priority. Furthermore, building a safe house requires significant funding, the support of the leadership as the budget holder, and consideration of the unit's effectiveness, as not all victims are willing to stay in a safe house.

Besides the safety of the victims, the security of the task force is equally important. The task force is highly vulnerable to criminalization by perpetrators, as they are perceived to have incited the victims to report the case (YLBHI, 2024).

"We received threats from fellow lecturers, who were reported by the victim. He's a law lecturer, so we were threatened with defamation charges. They even threatened to raid our office." (A. 2025)

It's undeniable that handling sexual Harassment is not easy and is fraught with challenges. For lecturers, who are considered to provide good teaching and role models for their students, being identified as perpetrators of sexual harassment is a devastating blow to the character they have built over the years. Therefore, many ways are used to avoid prosecution, even resorting to violence to intimidate the task force into closing the case.

Unfortunately, there are no clear regulations regarding the anti-criminalization of the task force. Neither the Ministry of Education nor the Ministry of Religious Affairs regulations contain clauses concerning the safety of the task force Satgas.²⁹ This is detrimental to the task force as an agent for preventing and handling sexual harassment, as it is vulnerable to criminalization by perpetrators. This situation is exacerbated by the unsupportive attitude of university leaders, preventing the task force from optimally carrying out its duties.

Furthermore, building safe spaces isn't just about physical infrastructure, such as the construction of "Safe Houses," but also emphasizes how prevention and response systems are implemented. From a prevention perspective, universities that have established sexual harassment prevention and response task forces will find it easier to conduct socialization because their work is focused on preventing and responding to sexual harassment. This can be achieved by integrating activities with sexual harassment prevention materials.

"We implement anti-sexual Harassment prevention efforts by collaborating with university and faculty activities. For example, we

²⁹ Permen Dikbud Ristek, "Peraturan Menteri Pendidikan, Kebudayaan, Riset, Dan Teknologi Republik Indonesia Nomor 30 Tahun 2021 Tentang Pencegahan Dan Penanganan Kekerasan Seksual Di Lingkungan Perguruan Tinggi"; Mendikbudristek, "Peraturan Menteri Pendidikan, Kebudayaan, Riset, Dan Teknologi Republik Indonesia Nomor 55 Tahun 2024 Tentang Pencegahan Dan Penanganan Kekerasan Di Lingkungan Perguruan Tinggi Dengan"; PMA, "Peraturan Menteri Agama Nomor 73 Tahun 2022 Tentang Pencegahan Dan Penanganan Kekerasan Seksual Di Satuan Pendidikan Pada Kementerian Agama."

incorporate material into academic orientation activities, or we also incorporate material on sexual Harassment into learning outreach programs." (A, 2025).

One possible approach on campus is prevention. This awareness-raising process is crucial as it reflects the campus's responsibility to create a safe space. Dissemination is conducted to prevent violent behavior and provide anticipatory knowledge in the event of becoming a victim of sexual harassment. It is the university's responsibility to provide a sense of security from the threat of sexual harassment to the entire academic community.

The consequence of this responsibility is that institutions must provide support for an integrated prevention process involving students, lecturers, and educational staff. Institutions must provide adequate infrastructure, such as CCTV installation, reporting mechanisms, and support for their Task Force members. The Task Force members work as lecturers or university administrative staff. Therefore, they must balance their time between their regular jobs and their time for the Task Force. As a result, in practice, case management is difficult to achieve. Neglecting and failing to support the Task Force represents an invisible form of betrayal or an unconscious omission, but it is a symptom of the university's neglect of its responsibility to prevent and address sexual harassment.³⁰

Besides facilities, another factor contributing to institutional negligence is the lack of follow-up in cases involving leaders who are accused. This is because leaders wield significant political power and position, making handling such cases challenging.

"If the perpetrator is a lecturer and holds a position, we run into difficulties. They hold a higher position and hold policy. Therefore, we need to be extremely careful. We need to improvise in handling the situation to achieve our goals. At the very least, we need to make the person aware that their actions were wrong and prevent them from repeating the mistake." (R, 2025)

Sexual harassment cases involving perpetrators with political positions and power present a significant challenge in handling sexual harassment. The unequal position of the task force and its lack of significant power tend to hinder the case. This is because the task force's position is weak, and in many universities, especially Islamic Religious Universities, the task force is under the Study Center.³¹ This situation is disadvantageous for the task force because it lacks bargaining power in imposing sanctions. The task force can only issue a letter of recommendation, which is submitted to the leader, who then imposes sanctions. However, if the leader cannot issue sanctions based on the recommendation, then a higher-level leader is required to

³⁰ Smith and Freyd, "Institutional Betrayal."

³¹ Nur Lailatul Musyafaah and Achmad Safiudin R, *Peran Pusat Studi Gender Dan Hukum Pidana Islam*, 8, no. 2 (2022).

impose sanctions. This process is quite time-consuming and bureaucratic. This situation is exacerbated by the tendency of perpetrators to defend themselves and use their power and authority to deny the report. In fact, sexual harassment should be handled fairly and without regard to the position and title of the reported party.

The Task Force's inability to provide a sense of justice is a consequence of the institution's weak ability to protect the Task Force. This is what is known as active betrayal (commission). The leadership, which should be implementing the prevention and handling of sexual harassment, relies solely on the Task Force, while the Task Force itself has limited authority and is also vulnerable to pressure from university leaders. This illustrates the importance of policymakers' involvement in the prevention and handling of sexual harassment.

Systemic problems in the prevention and handling of sexual harassment in the dimensions of Institutional Betrayal, such as basic institutional policies that normalize or even exacerbate the phenomenon of sexual harassment in higher education. The failure of higher education institutions to respond to cases of sexual harassment is a sign of systemic problems within the institution.

One of the most important indicators of preventing and addressing sexual harassment is the existence of institutions that provide reporting services, psychological support, and advocacy. In Indonesia, the majority of universities have the Task Force on Sexual Harassment Prevention and Handling. The universities under the Ministry of Education, 100% of campuses have declared that the universities have sexual harassment handling services.³² The existence of sexual harassment prevention and handling institutions in universities can minimize victim-blaming in victim reports. However, effective and responsive services still need to be strengthened by institutions, where a rapid response in handling sexual harassment is crucial. Not all universities have clear reporting mechanisms and structured handling³³ Therefore, although almost all universities have sexual harassment prevention and handling institutions, their handling performance and accountability still need to be improved to ensure effective case management.

Sexual harassment in higher education is still considered a disciplinary violation. This is evident in the way it is handled, which focuses on sanctions that can be imposed on the perpetrator. However, more deeply, sexual harassment should be viewed as a human rights violation, not from an administrative-bureaucratic perspective that directly targets sanctions. Furthermore, the sanctions that can be imposed are only administrative, especially those that refer to campus regulations. However, handling sexual harassment is about victim recovery and upholding justice.

Furthermore, the complicated reporting process discourages victims from reporting their cases. This rigid and multi-step process demonstrates the university's

³² Kemendikbudristek, "Dasbor Satgas PPKPT," Portal Satgas PPKPT, 2025, <https://merdekadarikekerasan.kemendikdasmen.go.id/portalppkpt/>.

³³ Deviana Yasinta et al., *Pelecehan Seksual Di Lingkungan Pendidikan*, 2025, 2734–45.

unpreparedness to provide services. For example, when a complainant submits their case to the program head, the head fails to understand the process and escalates the case to the vice dean of student affairs. The vice dean then escalates it to the dean. This is not only time-consuming but also ineffective, and often results in unresolved cases.

“It used to be very complicated. A head of a study program would receive a case from a student. She was confused, and it was passed on to the Vice Dean III, who then went to the Dean. The Dean then referred the matter to the Student Code of Conduct Honor Council, which was formed to handle the case. The victim was exhausted by this entire process” (A, 2025).

The explanation above suggests that not all members of the academic community are familiar with the procedures for addressing sexual harassment. This can be addressed through comprehensive outreach from leaders, lecturers, educational staff, and students. It's worth highlighting that universities have specialized institutions to handle sexual harassment, enabling the Task Force to implement the handling mechanism effectively.

Furthermore, the informant stated that in some faculties, the Dean appoints a special organization to administer sanctions called the Student Code of Conduct Honorary Council (DKTM). This department consists solely of lecturers. As its name suggests, student representatives should also be involved in these deliberations. However, unfortunately, this body still lacks student participation, resulting in a lack of student involvement in the imposition of sanctions. Furthermore, the DKTM should also involve legal experts and psychologists to provide considerations based on their knowledge of both disciplines. Legal experts and psychologists can provide broader and more in-depth insights when imposing sanctions. Legal experts rely on applicable regulations, while psychologists can assess the victim's traumatic situation and can even advise the perpetrator on Cognitive Behavioral Therapy (CBT). However, if this is deemed too difficult to implement, they should at least involve the sanctioning process in the presence of a Task Force that includes legal experts and psychologists.

Furthermore, minimal resource allocation further reinforces institutional negligence in preventing and addressing sexual harassment. Institutions prefer to allocate funds for out-of-town work meetings rather than increasing CCTV or lighting on campus. Institutions prioritize purchasing uniforms for lecturers and educational staff each year rather than allocating funds for psychological services for victims of sexual harassment. This budget allocation demonstrates the stakeholders' commitment to implementing practices for preventing and addressing sexual harassment.

The university tradition of upholding seniority also contributes to systemic problems that lead to the continued occurrence of sexual harassment. Unequal relationships between lecturers and students, senior lecturers and junior lecturers, and superiors and subordinates create unhealthy relationships. Unequal positions allow those perceived as having superior authority to act arbitrarily and sometimes use their power to subjugate others (abuse of power). This applies not only to lecturers and

students, but also to fellow lecturers of different ages. The culture of bullying persists on campus, particularly in organizations where seniority is perpetuated. Although this practice appears to be decreasing due to the perceived obsolescence of the system, it persists in some student organizations and among lecturers. If this feudalism persists, sexual harassment may be difficult to eradicate.

Referring to Frey and Smith's view, the commission of active and deliberate forms of institutional betrayal is also evident in student organizations. Frey and Smith provide the example of "Posting sexually violent imagery in dorms," which refers to active actions that create an environment that degrades victims. In practice, this can be explained by the fact that some student organizations perpetuate derogatory name-calling.

"There was a report from a member of a student organization that had adopted a culture of replacing name-calling with inappropriate terms like genital names, sensitive, and crude names. It turns out this practice had been implemented and perpetuated. The intention was to foster companionship among its members," A, 2025.

The above information indicates an "Act of Commission" within the cultural practices of student groups that perpetuate the practice of demeaning and disrespecting members by changing their nicknames. This is exacerbated by the lack of a campus evaluation process, which has allowed this practice of calling members by inappropriate names to persist for so long. The campus should evaluate how student organizations operate and foster mutual respect among students. This is crucial because one of the entry points for sexual harassment is unhealthy friendships, starting with small things like using nicknames that are inappropriate to pronounce, let alone represent someone's name. Higher education institutions must take responsibility for this by implementing various and long-term interventions.

Therefore, the phenomenon of 'Institutional Betrayal' in religious universities in this study shows that the problem of preventing and handling sexual harassment is not simply an individual failure or procedural negligence, but rather due to the clash and perspective of three conflicting logics. Firstly, the bureaucratic logic that demands efficiency and proceduralism in implementing steps to prevent and handle sexual harassment. For instance, the proposal to create a 'Save House' is not seen as urgent enough to be realized. Secondly, the logic of University leaders who maintain the reputation of their university, thus not publishing the number of cases handled is believed to be a way to maintain the good image of the university in the eyes of the wider community. Thirdly, the Patriarchal-Religious logic that normalizes power relations and inequality, such as relationships between lecturer-students and senior-juniors. Task Force, in this case, is at the intersection of these three logics. On the one hand, this institution is subject to the university; on the other hand, it has values of siding with and justice for victims of sexual harassment. Thus, what is apparent is the view that institutions protect the campus community from sexual harassment with various policies and programs, but systematically actually reproduce violence.

Conclusion

This study demonstrates that the establishment of a university Task Force for the Prevention and Response to Sexual Harassment (Satgas PPKS) does not inherently eradicate institutional betrayal. The persistence of such betrayal is attributable to two interrelated factors: institutional negligence and systemic institutional failures. Institutional negligence is evident in the normalization of harassing behaviours, a deeply entrenched culture of seniority, and the systematic disregard of existing regulations. Simultaneously, systemic failures manifest in partial case-handling procedures, policy directives that reinforce bias, insufficient protection for both victims and Task Force members, and the structurally weak position of the Task Force within the university hierarchy. Collectively, these factors illustrate how universities may become complicit in harmful actions against their own communities. This research contends that the formation of an anti-sexual harassment task force represents an initial step towards addressing the normalization of sexual harassment. However, the principal challenge lies in confronting the dangers of systemic institutional betrayal – both through acts of omission and commission – that unconsciously perpetuate sexual harassment within higher education.

Significant progress and heightened awareness regarding anti-sexual violence have been achieved through the movement initiated by the Task Force for Handling and Preventing Sexual Harassment. Consequently, it is imperative that institutions ensure the Task Force adopts and implements best practices for the prevention of and response to sexual harassment. This endeavour is complex, requiring cross-institutional collaboration, dedicated university leadership, and ongoing efforts towards improvement to secure the commitment of all stakeholders involved in sexual violence prevention. The present study is constrained by limited access to data from various educational institutions. This limitation arises from the differing primary organisational structures of Indonesian educational institutions, which fall under either the Ministry of Education or the Ministry of Religious Affairs, each characterised by distinct academic and institutional cultures. Moreover, the study primarily concentrates on the prevention and management of sexual harassment, whereas it is equally important to investigate the cultural constructs that influence perceptions and behaviours related to sexual harassment. The anti-sexual harassment movement is also closely linked to gender activists who advocate for change; however, this aspect was not explored in depth within the current analysis. Future research could broaden the scope by comparing the two types of educational institutions or by examining how institutional structures shape diverse approaches to preventing and responding to sexual harassment in higher education. Additionally, further inquiry could focus on the role of change agents in transforming the entrenched culture that normalises sexual harassment within higher education settings.

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