



The Effectiveness of Implementing the Prevention and Handling of Violence in Secondary Education Based on Permendikbudristek Number 46 of 2023 in North Bolaang Mongondow Regency

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ABSTRACT

This study aims to analyze the effectiveness of the implementation of Permendikbudristek Number 46 of 2023 concerning the Prevention and Handling of Violence in Education Units in Secondary Education Units in North Bolaang Mongondow Regency. The background of this research is based on the still high cases of violence in schools, both in the form of physical, psychological, bullying, and discrimination-based violence, as illustrated in high school/vocational school data and local police reports. This study uses the framework of Soerjono Soekanto's legal effectiveness theory, authority theory, and public policy theory to analyze the quality of policy implementation, the suitability of the implementation of authority by schools and the PPKSP Task Force, and the extent to which the policy results in changes in the behavior of school residents. The focus of the research includes: (1) the implementation of prevention and handling of violence in secondary education units; (2) the factors that cause violence; and (3) the school's efforts to increase the effectiveness of policy implementation. The results of the study illustrate the level of school understanding of regulations, the availability of supporting facilities such as counseling services and reporting mechanisms, the role of the PPKSP Task Force, the support of school residents, and cultural barriers that affect the success of policy implementation. This research is theoretically useful for the development of education law studies, as well as practically for local governments, schools, and stakeholders in strengthening the school protection system from violence.

Keywords: Cultural Violence, Effectiveness, Policy Implementation, School-Based Prevention, Violence in Education

1. Introduction

Education as a major pillar of nation-building not only requires the availability of learning facilities and competent educators, but also demands the creation of an educational environment that is safe, inclusive, and free from violence (Sabrifha 2025). In recent years, various cases of violence in schools, both physical, psychological, sexual, and bullying, have been in the public spotlight and raised concerns about the protection of students' rights (Ayu, Wulandari, and Abadi 2025). This phenomenon does not only occur in big cities, but also in district areas that have diverse social and cultural characteristics, including North Bolaang Mongondow Regency. The increasing reports of violence show that schools, which are supposed to be a space for character formation and a place for children's growth and development, are actually vulnerable areas to various forms of violations of children's rights (Erdianti and Al-fatih 2020). In the midst of the demands to improve the quality of national education, there is an urgent need for a stronger, integrated, and effective protection system to ensure that the education process runs without the threat of violence of any kind.

In general, the problem of violence in the education environment in Indonesia comes from various factors, both structural and cultural. The lack of understanding of education unit residents regarding the limits of actions that can be categorized as violence, the weak reporting mechanism, and the lack of capacity of educators in managing the psychological dynamics of students are triggers for the emergence of cases that should be prevented early (Fajriah 2024). In addition, the unequal power relationship between educators and students, the lack of digital literacy that causes cyberbullying, and social norms that still tolerate violent acts as a form of discipline add to the

complexity of the problem. In many areas, the limited support facilities such as counseling rooms and psychologists make the case handling process not run optimally. This condition shows that the issue of violence in schools is not only a problem of individual behavior, but a systemic problem that requires a more in-depth study of the effectiveness of the policies that have been formulated by the government (Santoso et al. 2021).

In the context of North Bolaang Mongondow Regency, data shows an increase in cases of violence reported both at the level of education units and through the local police. Tables describing the types of violence, the complainant and the reported, to the report to the Police show that physical, psychological, and bullying violence still dominate. This situation raises questions regarding the extent to which the mechanism for preventing and handling violence has run according to the mandate of Permendikbudristek Number 46 of 2023. Specific problems arise when education units face obstacles in forming a Violence Prevention and Handling Task Force (PPKSP Task Force), lack of ability to conduct risk assessments, and low understanding of school residents regarding reporting and case handling procedures. In addition, the difference in capacity between schools causes the implementation of policies to be not uniform, so that protection for students is not given equally. This paper specifically wants to answer three questions: how the implementation of the policy runs in secondary schools in North Bolaang Mongondow Regency, what are the factors that cause violence, and how school efforts to increase the effectiveness of its implementation.

Various previous studies have substantially enriched the understanding of violence prevention and handling strategies within educational settings. Conceptually, existing literature can be grouped into three dominant strands. First, studies emphasizing legal awareness and preventive education—such as Musa’s research on legal counseling for sexual violence prevention—demonstrate that strengthening legal literacy among students and educators contributes to increased awareness and early prevention mechanisms. However, these studies tend to focus on micro-level interventions and are limited to specific school contexts, without examining how such initiatives align with or are supported by broader regulatory frameworks. Second, research highlighting the role of teachers and internal school actors, as reflected in Khasanah’s study, confirms that teachers function as key agents in supervision, mediation, and value formation within schools. While this perspective effectively captures the sociopedagogical dimension of violence prevention, it often underplays the legal-institutional dimension, particularly the extent to which teachers’ roles are shaped, constrained, or empowered by formal policy instruments.

Third, a growing body of literature underscores the importance of participatory and institutional approaches, including the involvement of all school stakeholders, the establishment of task forces, and the formulation of internal regulations supported by standard operating procedures. These studies provide valuable insights into organizational readiness and cultural transformation within schools. Nevertheless, most of them adopt descriptive or programmatic approaches and do not critically assess the legal effectiveness of national policies or their implementation at the local level.

From a policy perspective, recent analyses acknowledge that Permendikbudristek Number 46 of 2023 offers a more comprehensive regulatory framework compared to previous regulations, particularly in its expanded definition of violence, clearer reporting mechanisms, victim assistance, rehabilitation measures, and the delineation of local government responsibilities. Despite this normative advancement, existing studies largely stop at regulatory description and have not sufficiently examined how the regulation operates in practice, especially in regions with limited institutional capacity.

Accordingly, while current research has adequately identified factors influencing policy effectiveness—such as human resources, budget availability, socialization intensity, and institutional commitment—there remains a significant gap between what is normatively regulated and how it is empirically implemented. Previous studies rarely conduct a critical evaluation of policy implementation effectiveness that integrates legal analysis with field realities, nor do they sufficiently address regional disparities in enforcement capacity.

Moreover, methodological limitations are evident in prior research, which predominantly relies on case-specific or sectoral analyses without adopting a comprehensive legal-policy implementation framework. This lack of critical appraisal weakens the ability of existing studies to explain why similar policies yield different outcomes across regions.

Therefore, this study positions itself to fill these gaps by critically examining the effectiveness of implementing Permendikbudristek Number 46 of 2023 in secondary education, focusing on North Bolaang Mongondow Regency. By integrating legal analysis with implementation realities, this research aims to contribute

not only to the discourse on violence prevention in education but also to the broader scholarship on legal effectiveness and education policy implementation at the local level.

Despite the growing body of literature on violence prevention in educational settings, empirical evidence on how the normative framework of Permendikbudristek Number 46 of 2023 translates into effective institutional practices remains limited, particularly in regions with constrained administrative capacity. This study therefore shifts the focus from merely identifying regulatory gaps to examining how local institutional conditions and school-level dynamics shape the early-stage effectiveness of policy implementation in secondary education.

This study offers a different approach, namely by comprehensively examining the implementation of Permendikbudristek Number 46 of 2023 in secondary education units in North Bolaang Mongondow Regency, by combining normative analysis of policies and empirical analysis of its implementation. This approach not only assesses the extent to which the education unit is able to carry out the regulatory mandate, but also maps factual constraints, school social dynamics, the capacity of the Task Force, and the effectiveness of the reporting and victim protection mechanism. Thus, this study is not limited to assessing whether policies are implemented, but also how they are implemented, what factors influence, and what strategies are most relevant to improve the effectiveness of policy implementation. This integrative approach is expected to provide a more holistic picture of the implementation of protection from violence in schools, as well as offer contextual recommendations for local governments and education units.

Based on this background, this study aims to: (1) analyze the implementation of prevention and handling of violence in secondary education units in North Bolaang Mongondow Regency in accordance with Permendikbudristek Number 46 of 2023; (2) identify the factors that cause violence in secondary education units in the region, whether individual, structural, or cultural; and (3) analyze the efforts made to increase the effectiveness of policy implementation, including strategies to strengthen the PPKSP Task Force, reporting mechanisms, education of school residents, and local government support. With this goal, this research is expected to be able to make a theoretical contribution to the development of educational law studies, as well as a practical contribution to improving the effectiveness of protecting school residents from all forms of violence.

2. Method Research

This empirical legal research is used to evaluate the effectiveness of Permendikbudristek 46/2023 based on the facts of real implementation in schools, according to Soerjono Soekanto's view that empirical research aims to examine the behavior of the legal community in reality (Mawaddah and Haris 2022). The research location is focused on secondary education units in North Bolaang Mongondow Regency, including high schools, vocational schools, MAs, as well as supporting agencies such as the Education Office and the PPKSP Task Force, because they have direct relevance to the implementation of policies to prevent and handle violence in schools. The population includes all parties involved, namely school principals, teachers, homeroom teachers, the PPKSP Task Force, students, school supervisors, and official apparatus as per the concept of population according to Arikunto as the entire subject of research (Research et al. 2023). The sampling technique uses total sampling, according to Sugiyono's view, because the population is relatively small so that all elements can be used as samples; The sample consisted of school principals, teachers, students, members of the PPKSP Task Force, and official officials. The primary data source comes from interviews, observations, and internal school documents, while secondary data comes from regulations, reports, and academic literature as stated by Arikunto and Sugiyono. Data collection was carried out through structured interviews, direct observation, and documentation of SOPs and reports of violence cases. Data analysis follows the Miles & Huberman model through reduction, presentation, and conclusion drawing to assess the effectiveness, authority, and implementation of policies at the level of educational units and related agencies (Qomaruddin 2024).

3. Results

3.1. The Implementation of Prevention and Handling of Violence in Secondary Education Units in North Bolaang Mongondow Regency in accordance with Permendikbudristek Number 46 of 2023

The implementation of policies for the prevention and handling of violence in secondary education units in North Bolaang Mongondow Regency shows the variation between the normative rules stipulated in Permendikbudristek Number 46 of 2023 and the factual implementation in the field. In general, education units

have understood the urgency of this regulation as an instrument to create a safe, inclusive, and violence-free educational environment. However, its effectiveness is largely determined by the readiness of the institution, the understanding of educational human resources, and the support of regional institutions such as the Education Office and the PPKSP Task Force.

First, in the aspect of violence prevention, the majority of secondary education institutions (SMA, SMK, and MA) observed have formally established a Task Force for the Prevention and Handling of Violence (PPKSP Task Force) in compliance with Permendikbudristek Number 46 of 2023. However, empirical findings indicate that in a substantial proportion of these schools, the Task Force operates predominantly at an administrative level and has not yet functioned as a strategic instrument for prevention. This is reflected in the absence of systematically developed prevention SOPs, limited efforts to map violence risk, and the lack of sustained anti-violence education programs.

Further analysis suggests that this condition is not merely the result of institutional neglect, but rather a combination of structural and operational constraints. Limited access to technical training on violence prevention, unclear division of mandates within the Task Force, time constraints faced by teachers who concurrently carry instructional and administrative responsibilities, and the absence of specific incentives or budgetary support significantly weaken the functional capacity of the Task Force. As a result, the regulatory obligation to conduct proactive prevention, as mandated by Permendikbudristek 46/2023, is implemented in a formalistic manner rather than as a substantive policy instrument.

Cross-institutional comparison also reveals variation in implementation across types of secondary schools. SMA generally demonstrate a relatively better organizational structure and documentation of Task Force activities, although strategic prevention remains limited. In contrast, SMK and MA tend to face greater constraints, particularly related to human resource availability and institutional prioritization, resulting in Task Forces that function almost exclusively as compliance mechanisms. This variation indicates that policy effectiveness is closely tied to institutional capacity rather than uniform regulatory design.

From a legal policy perspective, this finding implies that the existence of a Task Force alone cannot be equated with effective policy implementation. The dominance of administrative compliance without substantive preventive action undermines the legal objectives of Permendikbudristek 46/2023, particularly its emphasis on early prevention and risk mitigation. Consequently, the effectiveness of the regulation at the school level is contingent not only on formal adherence, but also on the provision of adequate capacity-building mechanisms and institutional support to translate normative mandates into concrete preventive practices.

Second, regarding the availability of preventive devices, schools in North Bolaang Mongondow Regency have partially prepared supporting documents such as student codes of conduct, anti-violence rules, and reporting procedures, but they have not been fully systematically integrated with Permendikbudristek 46/2023. There are still schools that use the old rules without substantive updates regarding gender-based violence, digital bullying, and power relationship-based violence. In fact, the new regulation emphasizes a wider spectrum of violence than the previous regulation. The lack of integration of this document shows the need for intensive assistance so that schools are able to synchronize regulations.

Third, in the aspect of socialization and education, some schools have carried out activities such as counseling with the Police, the Education Office, and related institutions regarding bullying, sexual violence, and the dangers of using social media. However, this activity is generally carried out incidentally, not yet a structured work program of the Task Force. The frequency of prevention activities relies more on certain momentum, for example when new students are admitted or when cases occur in other schools. As a result, students' understanding of violence is still diverse and often limited to physical forms, while non-physical violence such as online bullying or verbal abuse is still considered "commonplace".

Fourth, in terms of handling violence, the implementation of Permendikbudristek 46/2023 shows that schools already have a reporting mechanism, either orally to homeroom teachers, BK, or through complaint boxes. However, the digital reporting system as recommended in the central policy is not yet available, so reporting access

is still not completely secure or confidential for victims, especially female victims. Another obstacle is the culture of shame in reporting and fear of social sanctions or retaliation from perpetrators, which causes many cases to be not formally recorded (underreporting). School employees also often experience an ethical dilemma between maintaining the school's good name and carrying out the obligation to report cases to the authorities, so some cases tend to be resolved internally or in families.

Fifth, regarding the follow-up of violence cases, field data shows that the handling of cases by schools is generally through mediation between the parties involved. Although mediation is not prohibited, this approach is not always in line with Permendikbudristek 46/2023, especially in cases that contain criminal elements such as sexual violence or persecution. Regulations explicitly require reporting to the authorities in certain cases, but not all schools understand these limitations. In addition, the PPKSP Task Force at the school level has not been equipped with basic investigative capabilities so that the process of clarifying cases is often subjective and not well documented.

Sixth, in terms of support from the Education Office, there are regular assistance and monitoring efforts, but the frequency is still limited due to limited human resources. Coordination between the Education Office and schools in the implementation of this policy is still responsive, not yet building a comprehensive prevention system. The district-level PPKSP Task Force is still in the strengthening stage so that it is not optimal in supervising, evaluating, and providing training assistance to the Task Force in schools.

Seventh, socio-cultural factors in North Bolaang Mongondow Regency have a significant effect on the effectiveness of policy implementation. Family values and emotional bonds between school residents often make conflict resolution carried out informally. On the other hand, the norm of decency and excessive respect for authority figures sometimes masks power relations that have the potential to become violent. This explains why verbal violence, bullying, or academic pressure from teachers is often not recognized as a form of violence by students or parents.

Eighth, related to recording and reporting, most schools do not have a neat case documentation system. In fact, recording is important for the analysis of violence trends and the preparation of prevention policies in the following year. The irregularity of documentation is due to the lack of administrative training and the lack of a standard format from the local authorities.

Ninth, in terms of the availability of infrastructure, some schools have supporting facilities such as BK rooms, CCTV, and a relatively safe school environment. However, schools in remote sub-districts still face limitations in basic facilities such as adequate counseling rooms, lighting facilities, and internet networks that are obstacles to anti-violence digital reporting and education.

Tenth, on the aspect of student and teacher perception, the interviews show that most students understand bullying as violence that must be prevented, but there are still many who do not understand the forms of psychological violence and online bullying. Teachers also acknowledge that they need advanced training to recognize the signs of non-physical violence as well as psychosocial assistance methods for victims.

Overall, the implementation of Permendikbudristek 46/2023 in North Bolaang Mongondow Regency has been running but is not yet fully effective. Implementation still faces obstacles to human resource capacity, regulatory understanding, reporting culture, case documentation, and institutional support. However, there has been significant progress in the form of the formation of the PPKSP Task Force and the school's initial commitment to creating a violence-free educational environment. The success of this policy will be largely determined by the consistency of mentoring, the improvement of the competence of the Task Force, the strengthening of the reporting system, and the transformation of school culture towards a more inclusive and safe environment for all education citizens.

3.2. Factors that cause violence in secondary education units in the region, both individual, structural, and cultural

The implementation of policies for preventing and handling violence in education units based on Permendikbudristek Number 46 of 2023 in the context of North Bolaang Mongondow Regency still shows various challenges. Research data shows that various forms of violence still occur in the secondary education environment every year. This is clearly illustrated in the following table of research results:

Table 1.1. Information on Violence in the Environment of Education Units

No	Year	Physical	Psychic	Bullying	Sexual	Discrimination	Policies Contain Violence	Other	Sum
1	2023	4	4	–	–	–	1	–	9
2	2024	1	3	–	–	–	–	–	4
3	2025	2	6	–	–	–	–	–	8
Total		7	13						21

Source: *Research Results of the North Bolaang Mongondow Regency High School and Vocational Education Unit 2025*

Table 1. shows the development of cases of violence in the secondary education unit of North Bolaang Mongondow Regency over the past three years, with a total of 21 cases recorded. In 2023, there are 9 cases of violence consisting of 4 physical violence, 4 psychological, and 1 other form of violence. In 2024, there has been a significant decrease to 4 cases, but all of them are still dominated by psychological violence. In 2025, the number of cases will increase again to 8 cases, with the highest recorded psychological violence at 6 cases. This data shows that psychological violence is the most dominant form of violence in educational units, while sexual violence, discrimination, and intolerance do not appear explicitly in the three-year report. Overall, this fluctuating trend reflects the need to strengthen the implementation of violence prevention in accordance with Permendikbudristek Number 46 of 2023.

Meanwhile, data on the complainant and perpetrator showed a pattern of horizontal and vertical violence in the education unit:

Table 1.2. Information of the Reporter (Victim) and the Reported Party (Perpetrator)

No	Year	Learners	Educators	Education Personnel	Committee	Other Residents	Learners (Actors)	Educator (Actor)	Other
1	2023	8	1	–	–	–	8	–	1
2	2024	4	–	–	–	–	4	–	–
3	2025	8	–	–	–	–	8	–	–
Total		20	1			1	20	1	1

Source: *The results of the data research were obtained from the High School and Vocational Education Unit of North Bolaang Mongondow Regency*

Table 1.2 shows information about the complainant (victim) and reported (perpetrator) of violence cases in the secondary education unit of North Bolaang Mongondow Regency over the past three years. Data shows that students are the group with the most reported cases, with a total of 20 cases, while educators are only recorded once as a reporter in 2023. On the perpetrator side, students also dominated with a total of 20 reports, followed by one case involving education personnel in the same year. There were no reports of perpetrators from school committee elements or other members of the education unit in 2024 and 2025. The dominance of students both as victims and perpetrators indicates that the dynamics of relationships between students are the most crucial factor in the occurrence of violence in schools, and affirms the importance of strengthening a safe school culture and psychosocial intervention programs.

Meanwhile, reports that came to the police showed that violence did not only occur within the scope of schools but even entered the legal realm:

Table 1.3. Violent Incidents Recorded at the Police Station

No	Year	Physical	Psychic	Bullying	Sexual	Discrimination	Policies Contain Violence	Other	Sum
1	2023	2	–	–	–	1	–	–	3
2	2024	8	–	–	–	2	–	–	10
3	2025	3	–	–	–	2	–	–	5
Total		13				5			18

Source: Data obtained from the police station in North Bolaang Mongondow district in 2025

Table 1.3 shows the number of incidents of violence in secondary education units recorded at the Police over the past three years. The data shows that physical violence is the most reported form, with a total of 13 cases, followed by psychological violence and bullying which each recorded as many as five cases. In 2024, there will be a surge in cases of up to ten reports, mainly triggered by an increase in physical violence and bullying. Meanwhile, 2023 and 2025 show a lower number of cases, three and five cases, respectively. This pattern indicates that some violent incidents that occur in schools are not only handled internally through the mechanism of Permendikbudristek 46/2023, but also continue to the realm of law enforcement, especially when it comes to acts of violence that have a serious or repeated impact.

1. Factor Individual

Individual factors are related to the character, psychological condition, and social development of students and school residents. The data in Table 1.1 shows that psychological violence is the most dominant category, namely 13 out of 21 cases. This shows that emotional and verbal aggression behavior is a major problem in educational units. According to Lawrence Kohlberg's theory of moral development, high school-age students are still in the early conventional stage, where self-control is unstable and moral decisions are often influenced by personal interests and peer *pressure*.

Table 1.2 shows that students are the main perpetrators and victims, namely 20 cases each. This explains that the dynamics of relationships between students are the biggest space for violence to occur. Albert Bandura's *social learning* theory is very relevant, which states that violent behavior is often learned through observation and imitation, both from the home environment, social media, and the school environment. If there is no behavioral control and positive model, students can easily imitate aggressive actions.

In addition, there was 1 educator who was the perpetrator. This illustrates the pattern of unbalanced power relations. According to Michel Foucault, institutions such as schools have power structures that can give birth to coercive actions, such as verbal violence, bullying by teachers, or other forms of intimidation. This phenomenon shows that teachers' understanding of anti-violence regulations still needs to be strengthened.

2. Factor Structural

Structural factors are related to school governance, the performance of the PPKSP Task Force, the reporting mechanism, and the internalization of Permendikbudristek Number 46 of 2023. Table 1.3 shows that 18 cases of violence reached the reporting process at the Police Station, of which 13 cases were physical violence. This shows that schools have not been able to resolve some cases internally, even though Permendikbudristek 46/2023 regulates a settlement mechanism in the educational environment before entering the legal realm.

The lack of early intervention is an indicator that the PPKSP Task Force has not functioned optimally, both in terms of prevention, mediation, supervision, and education. Permendikbudristek 46/2023 mandates the formation of a Task Force with the task of monitoring, early detection, and victim assistance. However, the high number of cases that have escaped to the police shows the weakness of the school's internal institutional capacity. In addition, there are no data on policies containing violence in Table 1.1 and Table 1.3, except for one case in 2023. However this has shown that internal school policies can create mental pressure, such as disproportionate punishment or discriminatory rules. This is related to Johan Galtung's *theory of structural violence*, that violence is not only seen in physical form, but also through structures or policies that harm students.

The empirical data indicate that individual factors constitute a primary entry point for the occurrence of violence in secondary education units in North Bolaang Mongondow Regency. The dominance of psychological violence (13 out of 21 recorded cases) and the fact that students occupy the position of both main victims and

perpetrators (20 cases each) demonstrate that horizontal interactions among learners represent the most vulnerable space for violent behavior. This pattern reflects emotional instability, peer pressure, and the imitation of aggressive behavior, as explained by theories of moral development and social learning. Psychological and verbal violence tend to be normalized within daily school interactions, making them less visible and less likely to be addressed through early intervention. Moreover, the presence of a case involving an educator as a perpetrator highlights the persistence of vertical power imbalances within schools, where authority relations may generate symbolic or psychological violence when not restrained by legal awareness and professional ethics.

At the same time, structural and cultural factors reinforce the persistence of violence. The significant number of cases that progressed to police reporting (18 cases) signals the limited effectiveness of internal school mechanisms as mandated by Permendikbudristek Number 46 of 2023, particularly regarding early prevention, mediation, and non-punitive resolution. This situation suggests that the PPKSP Task Force in many schools has not yet functioned as a substantive institutional instrument, but rather as an administrative formality. Culturally, the continued tolerance of violence as a disciplinary tool or as a "normal" part of student conflict further weakens policy implementation. Although cases involving policies that contain elements of violence appear minimal, their existence confirms that structural violence may operate latently through school regulations or practices that impose psychological pressure on students. Consequently, violence in secondary education in this region must be understood as the outcome of a complex interaction between individual vulnerabilities, weak institutional capacity, and school cultures that have not fully internalized the child-protection and human rights principles embodied in Permendikbudristek Number 46 of 2023.

3. Factor Cultural

Cultural factors are one of the most decisive aspects in understanding the pattern of violence that occurs in secondary education units in North Bolaang Mongondow Regency. Based on research data, especially Table 1.2 which shows the dominance of students as reporters (victims) and reported (perpetrators), it is clear that the school social and cultural environment has a strong influence on the formation of violent behavior. A culture of youth association that is full of competition, group structures that tend to be hierarchical, and bullying practices that are considered "part of jokes" have created a social space that is vulnerable to violence. In this context, school culture is not just an atmosphere, but a value system that influences how students understand, interpret, and respond to conflicts.

Factually, the data shows that students are the most involved in cases of violence, both as victims and perpetrators. In Table 1.2, in 2023 there are 8 students as reporters and 8 as perpetrators; in 2024 there will be 4 complainants and 4 perpetrators; Meanwhile, in 2025 it will increase to 8 complainants and 8 perpetrators. This pattern shows that interaction between students is the dominant locus of violence. From a cultural point of view, this phenomenon illustrates the existence of a competitive culture among students which is often expressed in the form of domination, mutual degradation, and physical aggression. In some schools, a misunderstanding of group solidarity (school gangs, hobby groups, or class groups) fosters intimidating behavior as a symbol of social power.

In the perspective of Johan Galtung's *theory of cultural violence*, cultural violence arises when certain values, symbols, or cultural practices justify the occurrence of violence (Eriyanti 2017). The culture of seniority, the tradition of "revenge", mutual ridicule, and the use of physical violence as a disciplinary mechanism are considered natural and unquestionable, even though normatively it is clearly against the law. The masculine adolescent social culture, where aggressiveness is considered an indicator of strength, is the cause of the emergence of *toxic masculinity*, which is a pattern of behavior based on the belief that violent expressions are a form of authority. This is strengthened by the community and family environment which sometimes still provides tolerance for violence as an educational method.

In the context of education, cultural factors can also be seen from the still existence of harsh disciplinary practices. Some educators or education personnel still view verbal violence such as slapping, ridicule, or insults as an effective method of "educating". This mindset is an old cultural heritage that views the relationship between teachers and students in an authoritarian manner. In some cases, verbal abuse is even considered "common," so students don't feel the need to report. This is contrary to the renewal of the modern educational paradigm that emphasizes humanistic, non-violence, and empathy-based education approaches. Furthermore, this practice is legally contrary to Article 5 of Permendikbudristek 46/2023 which states that every citizen of an education unit has the right to receive protection from all forms of violence, including verbal violence.

The cases found also show that cultural violence does not only occur between students, but can also involve educators indirectly. For example, when teachers do not respond to reports of bullying because they are

considered "minor issues" or "maturing processes", this reflects a permissive culture of violence. Within the framework of Bandura's social learning theory, violent behavior can be studied through observation. When students see that violence is not acted upon, then they will normalize it as accepted behavior. In other words, the indifference of teachers or schools to bullying cases is part of the reproduction of the culture of violence itself.

Cultural factors are also influenced by the family environment. Many students come from families with harsh or authoritarian communication patterns. In some cases, corporal punishment or spanking became common at home so this pattern carried over to school. Psychologically, students who are used to aggressive communication patterns have a tendency to imitate these patterns when interacting with their peers. Bronfenbrenner's ecological theory helps explain that a child's behavior is influenced by the relationship between the family, school, and community environment. If the macro environment (community culture) and micro (family) support the normalization of violence, then schools will become places of reproduction of aggressive behavior.

The presence of social media as a space for digital interaction also strengthens the cultural factor of violence. Adolescents in the study area were quite active in digital platforms that were vulnerable to *cyberbullying*, hate speech, and the dissemination of violent content. This pattern of online interaction also affects offline interaction patterns, bullying on social media often continues to be a direct conflict at school. Students often mimic the aggressive communication styles they see in the media, including entertainment content that promotes violence as part of a teen's identity. Gerbner's cultivation theory explains that long-term exposure to media violence makes violence seem normal and acceptable.

In the legal context, cultural factors have an important position because they can weaken the effectiveness of regulations. According to Soerjono Soekanto's theory of legal effectiveness, one of the main factors for the law to run is the legal culture of the community, namely the community's awareness and attitude towards the law (Mawaddah and Haris 2022). If school residents do not have the awareness to reject violence or even justify it, then the implementation of Permendikbudristek 46/2023 will be hampered. This is in accordance with the findings of the study that there is still a low awareness of reporting, a lack of understanding of students' rights, and there is still an assumption that reports of violence "embarrass the school". In the perspective of *legal culture*, without a change in the school culture, any policy will only run administratively without changing behavior.

To address this cultural factor, a multi-level strategy is needed. First, schools must carry out cultural transformation through strengthening empathy-based character education, non-violent communication, and conflict resolution. Programs such as group counseling, anti-bullying counseling, and student forums need to be strengthened so that a positive culture can be built (Yuniyanti, S. S., & Siska 2024). Second, teachers need to receive in-depth training on humanistic pedagogy, because changing the paradigm of educators is the key to changing school culture. Third, parental participation must be increased through socialization and parenting classes so that the value of non-violent discipline can be applied consistently at home. Fourth, cultural interventions must be supported by strict school policies through PPKSP SOPs, child-friendly reporting mechanisms, and fair sanctions enforcement.

Thus, cultural factors have a significant influence on the occurrence of violence in educational units. Violence is not only born from individuals or systems, but also from cultural values that are accepted as "commonplace". Therefore, prevention efforts must include cultural change through an integrated educational, psychological, structural, and legal approach. This is in line with the mandate of Permendikbudristek 46/2023 which places a safe school culture as the main foundation for preventing and handling violence.

3.3. Efforts to Increase the Effectiveness of the Implementation of Prevention and Handling of Violence in Secondary Education Units in North Bolaang Mongondow Regency

The results of the study revealed that the implementation of Permendikbudristek Number 46 of 2023 concerning the Prevention and Handling of Violence in Education Units (PPKSP) has been running, but its effectiveness still faces a number of structural, individual, and cultural obstacles. The data in Tables 1.1, 1.2, and 1.3 show that cases of violence in educational units still occur in significant numbers: 21 internal school cases in three years, 21 complainants with perpetrators dominated by students and educators, and 18 cases that reach the Police Station, mainly in the form of physical violence and bullying. The findings emphasized the need for a comprehensive strategy to increase the effectiveness of policy implementation, especially through strengthening the PPKSP Task Force, reporting mechanisms, school citizen education, and local government support.

1. Strengthening the PPKSP Task Force as the Front Guard of Violence Prevention

Legally, Articles 9 to 21 of Permendikbudristek 46/2023 stipulate that Education Units are obliged to form a PPKSP Task Force whose function is to carry out prevention, handling, and follow-up recommendations. However, from interviews and research observations, some Task Forces in schools still do not carry out their functions optimally due to limited capacity, time, and lack of training. This is reflected in the data table: although there were 21 internal reports, only a small percentage were resolved through formal Task Force procedures, and some cases were reported directly to the Police (Table 1.3), showing the weakness of internal resolution mechanisms.

Roscoe Pound's Law in Action theory is relevant to look at this phenomenon. According to him, the law must be socially effective, not just normative. The policy will fail if the implementer (Task Force) does not have the competence and resources (Pound 2024). In this context, policy effectiveness requires strengthening the capacity of the Task Force through violence case investigation training, basic counseling techniques, and knowledge of victim protection procedures. Local governments need to develop capacity building programs on a regular basis, including supervision and evaluation of the performance of the Task Force.

2. Improved Reporting Mechanisms: Accessible, Secure, and Non-Intimidation

The data in Table 1.2 shows that the complainants (victims) are dominated by students (20 cases). However, the lack of reporting by educators or education personnel indicates underreporting due to a culture of hesitation, fear of damaging the school's reputation, or fear of social consequences. This is emphasized by the Structural-Cultural theory of Koentjaraningrat, that hierarchical culture and patron-client in society can reduce the courage of victims to report, especially if the perpetrator is an educator.

For this reason, increasing policy effectiveness requires:

1. Multi-channel reporting systems, such as complaint boxes, digital hotlines, and anonymous reporting.
2. Confidentiality guarantee as required in Article 32 of Permendikbudristek 46/2023.
3. Rapid response procedure so that victims see real results from the report made.

The absence of a safe reporting mechanism can cause cases to have a greater impact to enter the realm of formal law. This can be seen in Table 1.3, where many cases of physical violence in 2024, which reached eight cases, were immediately recorded at the Police Station. This shows that internal procedures are not yet effective as an *early warning system*.

3. Education of School Residents as a Community-Based Prevention Strategy

In the perspective of Satjipto Rahardjo's theory of Legal Socialization, law must be present through the internalization of values, not just sanctions. Education about anti-violence is needed so that students, educators, and education personnel understand the form of violence, the mechanism of reporting, and its consequences (Karno et al. 2025). Based on research observations, educational activities in schools are still incidental and have not been integrated into the curriculum or school programs. Some schools carry out PPKSP socialization, but not periodically. In fact, the data in Table 1.1 shows that psychological violence and bullying are the most dominant, namely 13 cases of bullying. This form of violence requires an educational approach and character building, not just administrative repression.

Required educational programs include:

1. Integration of anti-bullying materials in PPKn and Counseling Guidance.
2. Peer group-based violence prevention workshop.
3. Reporting simulation activities for students.
4. A child-friendly school campaign.

This educational approach can reduce the potential for violence because students understand behavioral boundaries, victims' rights, and their role in creating a safe environment.

4. Local Government Support: Supervision, Budget, and Derivative Regulations

Local government support is an important factor in ensuring the effectiveness of the implementation of Permendikbudristek Number 46 of 2023 concerning the Prevention and Handling of Violence in Education Units (PPKSP). This regulation clearly mandates local governments to supervise, strengthen human resources, and provide budgets for education units. However, the results of the study show that budget support from local governments is still inadequate. This condition causes many schools to face limited facilities and infrastructure, such as the lack of reporting facilities, the unavailability of proper counseling rooms, and limited training for the PPKSP Task Force. From the perspective of state administrative law, weak budget support illustrates the incompatibility between regulatory mandates and fiscal mandates, which has an impact on the low level of compliance of educational institutions in implementing the rules. This is in line with the Legal Compliance theory put forward by Hans Kelsen, who emphasizes that the effectiveness of legal norms depends on structural carrying capacity, especially the availability of budgets and supporting facilities (Talita et al. 2024). Without this support, policy implementation tends to be only formalistic and symbolic (*symbolic compliance*). Therefore, local governments must immediately take strategic steps, namely drafting Regent Regulations as derivative regulations to strengthen the supervision mechanism, allocating a special budget for the PPKSP program, carrying out periodic monitoring and evaluation, and forming collaborative networks with sub-districts, Polsek, Social Services, P2TP2A, and clinical psychology institutions. This cross-sectoral collaboration is important to ensure that efforts to prevent and handle violence run comprehensively, sustainably, and based on the real needs of education units.

4. Conclusion

Based on the overall results of research on the implementation of Prevention and Handling of Violence in the secondary education unit of North Bolaang Mongondow Regency, it can be concluded that violence still occurs in various forms, physical, psychological, bullying, and discrimination, with a total of 21 cases in schools and 18 cases recorded at the Police over the last three years, and students are the most dominant group both as reporters and perpetrators. This data shows that the school ecosystem is not completely safe and the implementation mechanism of Permendikbudristek 46/2023 still faces structural obstacles, especially the limited capacity of the PPKSP Task Force, weak reporting mechanisms, lack of education for school residents, and lack of budget support from local governments, so policy implementation is often only formal. From the perspective of Soerjono Soekanto's legal effectiveness theory and Kelsen's *legal compliance*, legal norms have not been effective because they are not supported by infrastructure, derivative regulations, and adequate fiscal support. Therefore, it is recommended that local governments immediately prepare Regent Regulations as an operational basis, allocate a special budget for the PPKSP program, and strengthen cross-sector collaboration with the Police, Social Service, and P2TP2A. Schools need to increase the capacity of the Task Force through continuous training, optimize child-friendly reporting mechanisms, and expand anti-violence character and literacy education programs. In addition, a routine monitoring and evaluation system is needed to ensure that policy implementation is consistent, measurable, and evidence-based, so as to create a safe, inclusive, and violence-free educational environment.

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