

INSTITUTIONAL ACCOUNTABILITY THROUGH CAMPUS POLICIES AGAINST GENDER-BASED VIOLENCE: A CASE STUDY OF UNIVERSITAS NEGERI SURABAYA

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Abstract

Gender-based violence (GBV) remains a pressing issue in higher education, threatening equity, safety, and institutional legitimacy. While student awareness of sexual violence has improved, uncertainty persists about how campus policies ensure accountability. This study examines Universitas Negeri Surabaya (Unesa) as a case study to analyze how evolving policies address GBV and strengthen institutional accountability. A sequential explanatory mixed-methods design was applied. In the quantitative phase, a survey of 176 students measured awareness of sexual violence risks, reporting procedures, and perceptions of institutional responsibility. The qualitative phase involved interviews with staff and task force members, a focus group with eight student volunteers, and document analysis, including Ministerial Regulation No. 55/2024 and Rector's Regulation No. 11/2024. Data were analyzed using descriptive statistics and thematic analysis. Results indicate that overall awareness was high, with 93.2% of students demonstrating strong recognition of violence categories. However, only 1.1% showed very good knowledge of reporting mechanisms, and trust in formal systems remained limited. Female students consistently reported higher awareness than males, yet both groups often relied on informal peer networks rather than institutional channels. Qualitative findings underscored the crucial but resource-constrained role of the campus task force (Satgas PPKS). This study concludes that regulatory reforms provide a stronger foundation for prevention and accountability, but their effectiveness depends on institutional trust, accessibility, and sustained support. By situating empirical findings within Indonesia's evolving policy framework, the article contributes to global debates on building gender-responsive and zero-violence campuses.

Keywords: Accountability; Campus Policies; Gender; Sexual Violence.

Introduction

Universities worldwide face the persistent challenge of addressing gender-based and sexual violence (GBSV), which threatens the safety, dignity, and educational access of students (Mas'udah et al., 2024). A growing body of research indicates that higher education institutions are not immune to harassment, coercion, and discriminatory practices. In the United States, for example, the Association of American Universities (AAU) reported in 2019 that nearly 26% of undergraduate women experienced some form of sexual misconduct during their studies. Similarly, Siregar & Prihatini (2024) emphasized that gender-based violence in higher education is a global concern undermining equity, inclusion, and institutional accountability. Such findings highlight the urgency of developing comprehensive campus policies that not only prevent and address violence but also foster institutional cultures of safety and justice.

In Indonesia, the urgency is no less pressing. Reports from Komnas Perempuan reveal that cases of sexual harassment and violence continue to occur in universities, with many going unreported due to fear of stigma, weak reporting mechanisms, and lack of institutional support. Initial policy efforts were crystallized in Ministerial Regulation No. 30/2021, which specifically targeted sexual violence in higher education (Mukhlis et al., 2024). However, criticisms regarding its limited scope—focusing primarily on sexual misconduct—necessitated broader protection. This led to the promulgation of Ministerial Regulation No. 55/2024 on the Prevention and Handling of Violence in Higher Education, which expanded the definition of violence to include not only sexual violence but also physical, psychological, discriminatory, bullying, and policy-induced harm (Dalimoenthe et al., 2023). Importantly, Regulation 55/2024 introduces principles of accountability, gender equity, disability inclusivity, non-discrimination, and continuity of education, thereby reframing violence as a systemic governance issue rather than isolated incidents.

At the institutional level, Universitas Negeri Surabaya (Unesa) has responded by enacting Rector's Regulation No. 11/2024 (Yustikasari, 2025). This regulation translates the national framework into concrete institutional mechanisms, such as the establishment of campus-level task forces, mandatory gender-sensitive representation, structured reporting and investigation procedures, victim recovery and rehabilitation services, and tiered sanctions for perpetrators (Muslimin et al., 2024). Together, these regulatory developments signal a paradigm shift from reactive measures toward a holistic, preventive, and restorative approach embedded in institutional accountability.

Despite these significant policy advances, gaps remain in understanding how regulations are translated into practice (Syahidah et al., 2025). Previous studies in Indonesia have largely focused on descriptive accounts of prevalence and student experiences of harassment, but few have examined how new regulatory frameworks reshape institutional accountability at the university level (Said, 2020). Empirical research conducted at Unesa in 2024, prior to the enactment of these new regulations, revealed persistent challenges, including underreporting, limited awareness, and inadequate victim support systems. This raises a critical question: how can the evolving regulatory landscape be leveraged to strengthen institutional responses and accountability?

This article seeks to address this gap by analyzing Unesa as a case study for the development of comprehensive campus policies (Scoglio et al., 2021). Specifically, it aims to:

1. Examine the regulatory evolution from Ministerial Regulation No. 30/2021 to No. 55/2024 and its implications for higher education governance;
2. Assess the institutionalization of Rector's Regulation No. 11/2024 at Unesa, with particular attention to prevention, reporting, and victim support mechanisms; and
3. Propose a framework for institutional accountability that integrates empirical findings with regulatory mandates.

By situating empirical findings within the evolving policy context, this study contributes to international scholarship on gender-based violence in higher education. It highlights the intersection of empirical realities, regulatory reform, and institutional accountability, offering insights that are relevant not only to Indonesia but also to global debates on equity, justice, and safety in higher education.

Literature Review

1. Gender-Based Violence in Higher Education

Gender-based violence (GBV) in higher education has been widely documented as a barrier to achieving equity, inclusion, and quality learning environments (Bachri & Duran, 2023). Scholars define GBV not only as acts of physical or sexual assault but also as harassment, coercion,

bullying, and systemic practices that reinforce gender inequality (Febriansyah & Andriansyah, 2022). Studies across North America and Europe indicate that university students—particularly women and LGBTQ+ individuals—face disproportionately high risks of harassment and assault, with significant implications for retention, academic performance, and psychological well-being. In Southeast Asia, emerging research underscores the cultural, institutional, and policy-related barriers to addressing GBV. Social stigma, fear of retaliation, and weak institutional support systems often lead to chronic underreporting (Hasyim & Mulyo, 2021). Indonesian universities share these challenges, where patriarchal norms and limited awareness of sexual rights exacerbate vulnerabilities among students. Thus, the higher education sector has increasingly been called upon to develop comprehensive policies that extend beyond punitive measures to include prevention, support, and cultural change.

2. Institutional Accountability and Policy Implementation

The concept of *institutional accountability* provides a useful framework for analyzing how universities respond to GBV (Dubljević, 2024). Accountability in higher education involves not only compliance with external regulations but also the establishment of transparent governance structures, effective reporting mechanisms, and survivor-centered practices (Javorka & Campbell, 2021). In the context of GBV, accountability requires universities to proactively prevent harm, provide redress to victims, and ensure that educational access is not compromised by incidents of violence.

Internationally, policy approaches to campus GBV highlight the importance of multi-layered accountability (Kealoha, 2023). In the United States, Title IX mandates institutional responsibility for preventing and addressing sexual harassment and assault, while in the European Union, directives on gender equality impose compliance obligations on universities (Lawson, 2020). However, scholars caution that *policy adoption does not guarantee effective implementation*; the success of institutional accountability depends on campus culture, leadership commitment, and adequate resourcing.

3. Policy Evolution in Indonesia

Indonesia has made notable progress in formalizing frameworks to address GBV in higher education (Morgan et al., 2021). The Ministerial Regulation No. 30/2021 marked the first attempt to codify preventive and remedial measures against sexual violence in universities (Nightingale, 2021). However, critiques emerged regarding its narrow focus, particularly the exclusion of other forms of violence such as bullying, discrimination, and psychological abuse.

In response, the government issued Ministerial Regulation No. 55/2024 on the Prevention and Handling of Violence in Higher Education, which broadens the scope to include six categories of violence: physical, psychological, bullying, sexual, discriminatory and intolerant practices, and harmful institutional policies (Nussbaum, 2023). The regulation also emphasizes principles such as non-discrimination, gender justice, inclusivity for students with disabilities, and the continuity of education for victims (Rymarzak et al., 2020). A key innovation is the requirement that campus-level *Task Forces* must consist of at least two-thirds women, ensuring gender-sensitive governance and survivor-centered perspectives.

At the institutional level, Universitas Negeri Surabaya (Unesa) has enacted Rector's Regulation No. 11/2024 as a localized operational framework (Sulle & Wema, 2023). The regulation stipulates detailed mechanisms for prevention (socialization, education, safe facilities), reporting (secure channels, protection of confidentiality), handling (investigation, sanctions), and recovery (psychological, medical, academic support) (Mukhlis, 2025). By integrating national mandates

into university governance, Unesa positions itself as a case study of how regulatory evolution can reshape institutional accountability.

Although the literature provides extensive insights into GBV prevalence and policy responses, there remains a gap in examining how regulatory shifts—such as Indonesia’s transition from Regulation 30/2021 to Regulation 55/2024—affect institutional accountability in practice (Musyafak et al., 2025). Most existing studies have focused either on descriptive prevalence or on legal critiques of policy design, with limited empirical analysis of implementation at the university level (Mukhlis, 2025a). This gap is particularly salient in Indonesia, where universities are now legally mandated to align internal governance with national directives, yet face cultural and structural barriers to full compliance.

Methodology

Research Design

This study adopted a sequential explanatory mixed-methods design, integrating quantitative and qualitative approaches (Johnson, 2014). The first phase employed a survey to map students’ awareness of sexual violence risks, followed by a qualitative phase to deepen understanding of how such awareness informs preventive strategies and institutional responses, particularly by the Task Force for the Prevention and Handling of Sexual Violence (Satgas PPKS).

Quantitative Phase

The initial phase involved a survey of 176 undergraduate students from Universitas Negeri Surabaya, representing 11 faculties. The distribution included 139 female and 37 male respondents. Data were collected through a structured questionnaire disseminated via Google Forms between August 1 and September 30, 2024. The instrument covered awareness of sexual violence, knowledge of reporting procedures, attitudes toward prevention, and perceptions of institutional accountability (Johnson, 2014). The responses were analyzed descriptively and statistically to generate an empirical baseline of awareness levels.

Qualitative Phase

Building on survey findings, the second phase focused on exploring mitigation practices and institutional responses (Padgett, 2017). Data were collected through:

- In-depth interviews with members of Satgas PPKS, students involved in gender advocacy, and university staff. Interviews were conducted face-to-face and online (via Zoom/WhatsApp).
- One focus group discussion (FGD) involving eight student volunteers from the *Penggerak Anti Kekerasan Seksual* (formerly Duta Anti Kekerasan Seksual). The FGD was conducted on October 21, 2024 at the Civic Education Laboratory. Discussions revolved around students’ perspectives on sexual violence, their motivations for volunteering, and their experiences in prevention and victim support.
- Document analysis of institutional records, policy documents, and digital artifacts from the official Satgas PPKS website and social media.

The qualitative data were analyzed thematically using Berg (2001) approach, assisted by NVivo software. Themes included awareness, mitigation strategies, and institutional culture. Data collection continued until saturation was reached.

Integration of Findings

Integration occurred at the interpretation stage. Quantitative results established general patterns of awareness—such as higher awareness among female students compared to males—while qualitative insights explained why these differences exist and how students and Satgas PPKS

engaged in preventive action (Johnson, 2014). The combined findings were then contextualized within the evolving regulatory framework, including Ministerial Regulation No. 55/2024 and Rector's Regulation No. 11/2024, to highlight their implications for institutional accountability and gender-responsive campus policies.

For the survey, reliability was confirmed through validity testing and Cronbach's alpha analysis. For the qualitative phase, credibility was ensured through triangulation of interviews, FGDs, and documents, as well as member checks and peer debriefing. Detailed contextual descriptions were provided to enhance transferability.

Results

Student Awareness of Sexual Violence Risks

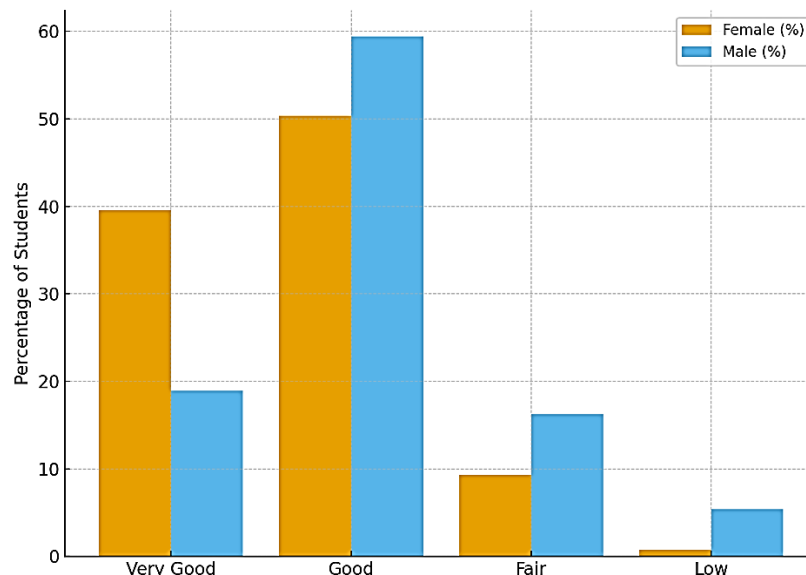
A total of 176 students participated in the survey, consisting of 139 female (79.0%) and 37 male (21.0%) respondents. The majority were aged 18–22 years, with representation from 11 faculties, most prominently from the Faculty of Education and Faculty of Social Sciences. In terms of academic standing, first- and second-year students made up 56.8% of the sample, while the remainder were in later years of study.

Overall, awareness of sexual violence risks was categorized as *good to very good*. Female students consistently demonstrated higher awareness scores than male students. Specifically:

Awareness Category	Female Students	Male Students	Total Respondents
Very Good	55 (39.57%)	7 (18.92%)	62 (35.23%)
Good	70 (50.36%)	22 (59.46%)	92 (52.27%)
Fair	13 (9.35%)	6 (16.22%)	19 (10.80%)
Low	1 (0.72%)	2 (5.40%)	3 (1.70%)

These results indicate that while most students fell into the “good” or “very good” categories, a small proportion—especially among male respondents—remained in the “fair” or “low” categories, reflecting significant knowledge gaps.

Figure 1. Awareness of Sexual Violence Risks by Gender



The figure 1 illustrates gender-based differences in students' awareness of sexual violence risks. Female students were more frequently classified in the *Very Good* category (39.57%) compared to

male students (18.92%). In contrast, a higher proportion of male students fell into the *Good* category (59.46%) relative to females (50.36%), suggesting that their awareness was generally positive but not as strong as that of their female peers. At the lower end of the spectrum, male students showed higher percentages in both the *Fair* and *Low* categories, indicating more substantial knowledge gaps within this group.

Knowledge of Prevention and Institutional Mechanisms

Disaggregated analysis revealed uneven knowledge across domains:

- Definitions and types of sexual violence: 93.2% of respondents scored in the “very good” category.
- Awareness of reporting mechanisms and the role of Satgas PPKS: only 1.1% of respondents scored “very good,” while 43.2% were “fair.”
- Understanding of institutional survivor support services was weakest among first- and second-year students, many of whom were unaware of available counseling or academic recovery options.

One student reflected:

“We know that sexual violence is wrong and harmful, but most of us don’t really know where to report it or what will happen if we do.” (Female, 2nd year, FGD)

Gendered Patterns of Awareness

Analysis by gender revealed notable differences. Female students displayed higher mean scores across awareness indicators, especially in recognizing risks, understanding consent, and identifying survivor support resources. Male students, while strongly rejecting sexual violence in principle, were more likely to underestimate risks or lack clarity about institutional mechanisms.

As one male participant explained:

“I would never tolerate harassment, but honestly I don’t know much about the task force or how cases are handled.” (Male, 3rd year, interview)

Insights from Focus Group Discussions

The FGD with eight student volunteers from the *Penggerak Anti Kekerasan Seksual* highlighted their strong moral commitment to building a campus free from violence. Motivations were often personal, shaped by peer experiences of harassment or discrimination.

Students voiced frustration that institutional campaigns were fragmented:

“The posters and seminars are good, but they only come occasionally. We need ongoing efforts that make every student feel supported.” (Female, volunteer, FGD)

Participants emphasized the importance of peer solidarity and informal networks, which were often relied upon more than formal reporting mechanisms.

Interviews with Satgas PPKS and Document Analysis

Interviews with Satgas PPKS members and staff confirmed that the task force plays a crucial role but operates under constraints:

- Prevention efforts were conducted mainly through seminars and online campaigns, often dependent on limited resources.
- Case handling existed but lacked standardized follow-up, making the process reactive rather than preventive.
- Support services were available in principle but not widely accessible or known by students.

Document analysis of Satgas PPKS websites and digital archives revealed consistent messaging on zero tolerance but limited evidence of integration into broader university culture.

Discussion (Revised)

The findings of this study reveal both encouraging progress and persistent challenges in addressing gender-based sexual violence (GBSV) in higher education (Muthmainnah et al., 2024). While overall student awareness was found to be high, significant knowledge gaps remain regarding institutional mechanisms for prevention, reporting, and support (Mukhlis et al. 2023). These results must be interpreted in relation to both global scholarship and Indonesia's evolving regulatory framework, particularly Ministerial Regulation No. 55/2024 and Rector's Regulation No. 11/2024.

High Awareness but Knowledge Gaps

Survey results showed that 93.2% of respondents demonstrated very good awareness of the definitions and types of sexual violence (Natalis & Surayda, 2024). At the same time, only 1.1% of students indicated very good knowledge of reporting procedures and the role of the Satgas PPKS, with 43.2% scoring in the "fair" category (Mukhlis & Saidah, 2025). This disparity underscores a critical paradox also observed in international contexts: while students can readily identify sexual violence, they often lack information or confidence in institutional responses.

As one female student noted, *"We know harassment is wrong, but we don't know who to trust if we report it"* (FGD participant). Such findings resonate with studies from the Philippines (Purwanti et al., 2024) and India (Salamor et al., 2025), which show that underreporting is linked less to ignorance of risks than to mistrust in institutional procedures. This suggests that accountability in higher education must extend beyond awareness campaigns to include transparent, trusted, and survivor-centered systems.

Gendered Patterns of Awareness

The gender-disaggregated analysis revealed that 90.34% of female students reported good awareness compared to 78.38% of male students (Setiansah et al., 2025). Male students were more likely to fall into the "low awareness" category (5.4%), even while normatively rejecting sexual violence. This aligns with Mukhlis & Abdullah (2025), who argue that women's heightened awareness is shaped by greater exposure to risks, while men may underestimate vulnerability due to cultural privilege.

One male respondent admitted, *"I would never tolerate harassment, but I honestly don't know what the task force actually does"* (interview, 3rd-year student) (Susilowati & Frans, 2025). These results highlight the need for gender-sensitive interventions: while female representation in Satgas PPKS (mandated at two-thirds under Permen 55/2024) ensures survivor-centered perspectives, engaging male students as allies is equally critical to cultural change (Mukhlis et al. 2025).

Institutional Accountability and the Role of Satgas PPKS

Qualitative findings revealed the central role of Satgas PPKS in awareness campaigns and case handling, yet their effectiveness was hampered by limited resources and institutional authority (Sulastri, 2025). As one task force member explained, *"We want to do more than posters and seminars, but without budget and strong support, it feels like firefighting rather than prevention"* (Satgas PPKS interview).

This echoes Mukhlis et al. (2025), who warns that campus responses often remain symbolic without structural integration. Comparative studies in South Africa (Billings et al., 2024) and Malaysia (Aripkah et al., 2024) similarly emphasize that task forces risk being marginalized if not embedded in broader institutional governance. At Unesa, Rector's Regulation No. 11/2024 formalizes prevention, reporting, handling, and recovery mechanisms, representing a crucial step. However, policy alone cannot ensure accountability; it must be matched with resources, authority, and sustained cultural transformation.

Policy Evolution and Implications for Accountability

The regulatory shift from Ministerial Regulation No. 30/2021 to No. 55/2024 broadens the scope of protection beyond sexual violence to include physical, psychological, discriminatory, and policy-induced forms of harm (Mukhlis, Janwari, et al., 2023). This mirrors global trends where GBV is reframed as a systemic governance and human rights issue (Handayani, 2025). For Unesa, the adoption of Rector's Regulation No. 11/2024 demonstrates responsiveness to national mandates and positions the university as a model of policy translation.

By situating empirical findings within this regulatory evolution, the study confirms that institutional accountability requires both compliance with external frameworks and internal transformation of campus culture (Indra Martadinata, 2025). The gap between high awareness and low knowledge of mechanisms reveals that accountability cannot be reduced to formal compliance but must include trust, accessibility, and survivor-centered support (Mukhlis, Arifin, Ridwan, Zulbaidah, et al., 2025).

Addressing Research Objectives

The discussion directly addresses the three research objectives outlined in the introduction:

1. To examine regulatory evolution → Findings show how Permen 55/2024 expanded definitions and accountability principles beyond Permen 30/2021.
2. To assess institutionalization at Unesa → Results reveal that while Rector's Regulation No. 11/2024 provides formal structures, practical constraints limit implementation.
3. To propose an accountability framework → Evidence suggests that effective accountability requires integration of awareness-building, survivor-centered reporting, male engagement, and institutional resource allocation.

Toward a Gender-Responsive, Zero-Violence Campus

The combined findings emphasize that awareness alone is insufficient; universities must embed prevention and accountability into their everyday functions (Mukhlis, Maryam, et al., 2023). This includes mainstreaming gender equality across curricula, enhancing the visibility and trustworthiness of reporting systems, and empowering Satgas PPKS with resources and authority (Ade Sitorus, 2025). In line with global best practices, such as ASEAN Universities Network initiatives on gender equity, Unesa's experience underscores the importance of aligning regulatory mandates with lived realities on campus.

Only through such comprehensive measures can higher education institutions fulfill their accountability obligations and move toward the goal of a gender-responsive, zero-violence campus.

Conclusion

This study has demonstrated that while awareness of sexual violence among students at Universitas Negeri Surabaya is generally high, significant gaps remain in knowledge of reporting mechanisms and survivor support services. Female students consistently exhibited higher awareness than males, yet both groups expressed limited trust in formal institutional procedures, often relying instead on informal networks. These findings highlight that institutional accountability cannot be measured by awareness levels alone but must also be reflected in accessible, trusted, and survivor-centered mechanisms.

The evolution of Indonesia's policy framework, particularly Ministerial Regulation No. 55/2024 and Rector's Regulation No. 11/2024, provides an unprecedented opportunity to address these challenges by embedding accountability, inclusivity, and preventive measures into higher

education governance. For Unesa, the integration of these regulations into institutional practice is crucial for building a gender-responsive, zero-violence campus. More broadly, the case contributes to international debates by illustrating how regulatory reform and empirical realities intersect, offering lessons for universities worldwide seeking to strengthen accountability and ensure safer, more equitable learning environments.

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Conflict of Interest

The authors declare that there is no conflict of interest regarding the publication of this article.

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