

BENCHMARKING

JURNAL MANAJEMEN PENDIDIKAN ISLAM

IMPLEMENTATION OF POLICY NO. 46 OF 2023 ON THE PREVENTION AND HANDLING OF VIOLENCE IN KINDERGARTENS IN PIDIE REGENCY

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Abstract

Cases of violence and bullying within educational settings in Indonesia have become a serious issue, with 2,355 recorded violations of child protection in the education sector as of August 2023. Bullying most frequently occurred at the elementary and junior high school levels (25% each), followed by senior high schools and vocational schools (18.75% each), Islamic junior high schools (6.25%), and Islamic boarding schools (6.25%). Specifically, Aceh Province has also reported a significant number of bullying and sexual violence cases, with 575 cases of sexual violence against women and children recorded by June 2023. In response to the widespread prevalence of harassment cases in Indonesia, particularly in Pidie District, the Ministry of Education issued Regulation No. 46 of 2023 concerning the Prevention and Handling of Violence in Educational Settings. This regulation aims to create a safe and effective learning environment, one of its key measures being the establishment of a Team for the Prevention and Handling of Violence (TPPK) in every educational institution. However, the implementation of this regulation still faces challenges, especially in Pidie District. Observations indicate that the formation of TPPK has not been optimal, particularly at the kindergarten to junior high school levels, whereas senior and vocational high schools—under provincial government authority—have demonstrated more efficient implementation. Although there have been previous studies discussing the prevention and handling of violence in educational environments—whether related to Regulation No. 46 of 2023 or efforts to prevent bullying through character education—these studies tend to focus on narrow scopes. Therefore, this study specifically examines “The Implementation of Regulation No. 46 of 2023 on the Prevention and Handling of Violence in Kindergartens in Pidie District.” This research is crucial for assessing the effectiveness of policy implementation on a broader scale and for emphasizing the importance of early prevention, considering that violent and bullying behavior is often part of a long-term pattern..

Keywords: Policy Implementation of Regulation No. 46 of 2023 on Bullying Prevention in Educational Institutions

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INTRODUCTION

Violence within the realm of education has become a serious issue that must be addressed urgently. In recent times, numerous cases of violence and bullying have emerged in educational institutions. The Indonesian Child Protection Commission (KPAI) recorded 2,355 cases of violations against child protection in the education sector as of August 2023

(Indonesia, n.d.). According to data cited from (databoks.katadata.co.id, n.d.), as of August 2023, the majority of bullying cases occurred at the elementary and junior high school levels (25% each), followed by senior high schools (18.75%), vocational schools (18.75%), Islamic junior high schools (6.25%), and Islamic boarding schools (6.25%).

According to Hidayat, as cited in (rri.co.id, 2023), KPAI also recorded 3,000 cases of sexual violence throughout 2023. Specifically, incidents of bullying and sexual violence against children have also occurred in the Province of Aceh. Online media coverage reveals numerous bullying incidents reported in Aceh throughout 2023, including cases in North Aceh (Serambinews.com, n.d.), Aceh Singkil (Aceh, 2024), Pidie District, and a boarding school in Banda Aceh, among many others.

Children, as students who should be able to learn safely and peacefully, are not spared from sexual violence occurring within educational settings. For example, 20 children were reported as victims of sexual harassment in North Aceh (kompas.id, 2023). The Aceh Office for Women's Empowerment and Child Protection (DP3A) recorded 575 cases of sexual violence against women and children in Aceh by the end of June 2023. This number is expected to increase over time, especially in the last three years (aceh.tribunnews.com, n.d.). Similarly, the issue of bullying has become more frequent. According to Irmayani Ibrahim, Head of the Aceh Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA), "bullying cases are becoming increasingly common in schools. Many victims are traumatized by these events" (rmolnetwork, 2023). The current statistics on violence and bullying in Indonesia demand the involvement of all parties in addressing the issue.

This matter requires immediate action, especially considering the high number of violence and bullying cases occurring both at the national and regional levels, such as those in Pidie District. In the past year, several cases of violence and bullying affected students and religious boarding school pupils in Pidie. One case involved a boarding school student in Pidie who suffered head bleeding due to violence (<https://aceh.tribunnews.com>, 2023). Another case involved physical assault on a vocational school student in Sakti Subdistrict, Pidie District, by fellow students (<https://atjehwatch.com>, 2023).

The prevention and mitigation of bullying and sexual violence must begin at the earliest stages of student development. The formation of the TPPK (Team for the Prevention and Handling of Violence) should not only be focused on elementary, junior, and senior high schools but should also begin at the kindergarten level. Based on data from the PPKSP portal on the "Merdeka from Violence" website, as of November 9, 2023, only 190,431 educational units had formed a TPPK—representing just 25% of the total number of educational institutions. In fact, TPPK teams and local government PPKSP task forces were expected to be established by February 4, 2024, for all levels from elementary to senior/vocational high schools.

Considering the cases of bullying and violence that have occurred in Pidie District, urgent and appropriate efforts are needed for prevention and handling. The implementation of the Ministry of Education Regulation No. 46 of 2023 has begun at all levels of education, from early childhood education to higher education. However, the impact of this regulation on reducing violence in schools has not yet shown significant results. Moreover, there are inconsistencies in implementation, as evidenced by delays and the lack of enforcement in preventing school-based violence.

In the context of Pidie District, the implementation of Ministerial Regulation No. 46 of 2023 has not yet led to significant changes. The formation of TPPK teams remains largely a formality, lacking clear and concrete actions. Observations and data gathered by the researcher indicate that most schools in Pidie District have not fully completed the formation of TPPK across all education levels. Based on TPPK data for Pidie District (2024), the policy is mostly active at the higher education levels, such as senior and

vocational high schools. In contrast, its implementation at the kindergarten to junior high school levels remains limited. This may be influenced by the fact that the governance of senior and vocational high schools falls under the authority of the Aceh Provincial Government, while kindergartens, elementary, and junior high schools remain under the Pidie District Government.

The data presented above illustrates that violence remains prevalent in educational institutions, both nationally and at the regional level. In response, the government—through the Ministry of Education, Culture, Research, and Technology—has issued Regulation No. 46 of 2023 concerning the Prevention and Handling of Violence in Educational Settings. This regulation aims to address and prevent the persistent issue of violence within educational institutions.

Ministerial Regulation No. 46 of 2023 by the Ministry of Education, Culture, Research, and Technology was introduced in Episode 25 of the Merdeka Curriculum, with the aim of protecting students and ensuring that they receive education in a safe, comfortable, and enjoyable environment. Article 14 of the regulation clearly states that efforts to prevent and address sexual violence and bullying in schools can be undertaken through strengthening governance, education, and the provision of supportive infrastructure and facilities. Furthermore, Article 15 mandates that all educational institutions must establish a TPPK (Team for the Prevention and Handling of Violence) (Majalah Direktorat, 2023).

The implementation of Regulation No. 46 of 2023 cannot be separated from the role of effective management. According to Riant Nugroho (Nugroho, 2021, pp. 2–3), several key steps are necessary in the implementation process, including planning, formulating, implementing, leading, and controlling. Similarly, Anderson, as cited by Syahrudin (2019:19), outlines the stages of policy implementation as follows: problem identification, policy formulation, policy adoption, policy implementation, and policy evaluation.

Specific research on the implementation of Ministerial Regulation No. 46 of 2023 is still relatively new in academic discourse. One of the few related studies was conducted by Siti Sriyanti et al. (2024), which conceptually explores the prevention and handling of violence within educational settings. The study focuses on analyzing the YouTube video “Merdeka Belajar Episode 25,” which discusses the regulation. Findings from the study emphasize the importance of preventing and addressing violence in educational institutions through education, strong policies, parental involvement, robust reporting systems, psychological support, and appropriate disciplinary actions. Creating a safe and inclusive educational environment allows students to learn and grow without fear. Preventive measures must be carried out through education, the formation of a positive learning climate, and collaboration with relevant stakeholders. If violence does occur, it must be addressed immediately with appropriate actions.

Another relevant study was conducted by Haris Munandar et al. (2023), which examined efforts to prevent bullying through strengthening character education among students at SD Negeri 19 Banda Aceh. The study aimed to identify bullying potential among students and explore how bullying prevention could be achieved through character education. This qualitative research utilized three data collection stages: identification, follow-up actions, and activity monitoring. Character-building efforts were integrated into lesson plans used by teachers. The results showed that 42% of first-grade students, 30% of second-grade students, and 25% of third-grade students had experienced bullying at school. After character education was incorporated into teaching materials, school cultural activities—such as flag ceremonies, religious activities, and communal work—helped to prevent bullying behavior. The study concluded that strengthening character education can be an effective solution for preventing bullying and violence.

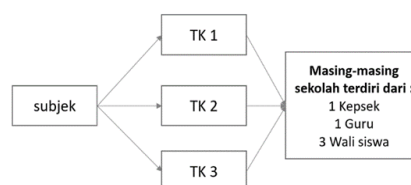
Another study was conducted by Sindy Aulia et al. (2024) on bullying prevention management at MIN 8 West Aceh. This research focused on preventing and addressing bullying that occurred among students during break time. The qualitative study involved the principal, homeroom teachers, and students at MIN 8 West Aceh. The findings showed that the school had managed bullying prevention effectively. The first step was to formulate a structured program to prevent bullying behavior. The program planning process involved teacher meetings and consultation with relevant stakeholders. The designed program was then consistently implemented, including anti-bullying guidance sessions and awareness campaigns using posters. The school conducted a thorough evaluation of both the process and outcomes to ensure the program's effectiveness.

The novelty of this research lies in several key aspects that distinguish it from previous studies. First, this study specifically examines the actual implementation of Ministerial Regulation No. 46 of 2023 at the early childhood education level, namely in kindergartens (TK). This focus is unique, as most prior research—such as that by Sriyanti et al. (2024)—has been largely conceptual and has not addressed the practical realities of policy implementation in the field, especially in kindergarten settings, which have unique characteristics vastly different from those of elementary or Islamic schools.

Second, this research was conducted in Pidie District, a region with distinct social, cultural, and historical contexts, especially as a post-conflict area. Thus, the study provides a localized and contextual contribution that has not yet been widely explored in educational policy implementation research.

RESEARCH METHOD

This study adopts a qualitative approach, which is designed to gain an in-depth understanding of phenomena from a complex and detailed perspective. This research aims to analyze school management practices in the implementation of anti-bullying and sexual violence prevention programs in kindergartens across Pidie District. From the numerous kindergartens available, three were purposively selected as research sites: TKIT Bina Ukhwah, TKN Siti Maryam, and TKIT Al-Uswah. The research was conducted from January 2025 to June 2025. The description of the research subjects is as follows:



The data collection techniques used in this study include observation, interviews, and documentation. Meanwhile, the data analysis techniques involve data reduction, data display, and conclusion drawing.

RESEARCH RESULTS AND DISCUSSION

Research Results

Communication Patterns in Policy No. 46 of 2023 on the Prevention and Handling of Violence in Kindergartens in Pidie Regency

Communication is a primary focus in this study, as it is a determining variable in George C. Edward III's theory of policy implementation. According to Edward, the success of a policy heavily depends on the clarity, consistency, and transmission of information from policymakers to implementers (Edward III, 1980 in Syafriyani, 2023: 87). This theory is reinforced in Chapter II, which emphasizes that communication serves as a fundamental bridge in aligning understanding between policy and practice in the field.

a. Vertical and Horizontal Communication Patterns

Based on findings from TKIT Bina Ukhwah, TKIT Siti Maryam, and TKIT Al Uswah, the communication pattern used reflects a combination of vertical (top-down) and horizontal-participatory approaches. On the one hand, policy information is formally conveyed by the Education Office to school principals through circular letters, awareness campaigns, and online seminars. On the other hand, principals pass this information to teachers and parents via WhatsApp groups, internal meetings, and small group discussions.

This aligns with the Top-Down implementation model described by Van Meter and Van Horn in Chapter II, which emphasizes that communication between implementing organizations must be maintained to ensure smooth execution (Van Meter & Van Horn in Stillman, 1988: 376). However, not all schools demonstrate a systematic communication pattern. For instance, at TKIT Siti Maryam, information is mostly distributed through teacher WhatsApp groups and informal discussions, without a sustainable documentation forum.

b. Communication Media and Strategies Used

Various media are used for communication, including oral (meetings, briefings), visual (posters), and integration into lesson plans. TKIT Bina Ukhwah, for example, incorporates anti-violence values into the curriculum and uses educational posters as passive media to constantly remind the school community of the dangers of violence (Interview, Principal of TKIT Bina Ukhwah). This reinforces the view of Milyane et al. in Chapter II, who state that communication in education policy must be delivered verbally, in writing, and symbolically to be thoroughly understood (Milyane et al., 2022 in Syafriyani, 2023: 87).

c. Communication Barriers

The main communication barrier found was the uneven understanding of the policy content among teachers. This is due to:

- The absence of specific training aimed at enhancing technical understanding of Permendikbudristek 46/2023.
- The lack of documentation and reporting from socialization activities.
- A reliance on the initiative of principals or individual teachers to drive the communication process.

According to the researcher, these obstacles result in inconsistent implementation quality between schools, as not all teachers possess the same level of understanding and commitment to the policy. As Grindle also emphasized in Chapter II, the success of a policy is significantly influenced by the communication context and readiness during implementation (Saleh, 2023).

Edward III asserts that effective communication in policy implementation must meet three indicators: clarity of information, message consistency, and transmission to the appropriate parties (Edward III, 1980 in Syafriyani, 2023: 87). The findings indicate that although policy information is available through official documents and awareness efforts, it has not been fully understood by all teachers. There are inconsistencies in how policy content is emphasized across schools. TKIT Bina Ukhwah appears more systematic, while TKIT Siti Maryam and Al Uswah tend to rely on informal approaches. This suggests that not all stakeholders, especially parents, are receiving direct and comprehensive

information. Communication with parents remains limited to annual parent-teacher meetings.

Resources for Policy No. 46 of 2023 on the Prevention and Handling of Violence in Kindergartens in Pidie Regency

This study also explores the resource aspect in the implementation of Permendikbudristek No. 46 of 2023 at the kindergarten (TK) level in Pidie Regency. According to George C. Edward III's theory, the availability of resources is an absolute requirement for ensuring the successful implementation of a policy. Without sufficient resources—whether human, financial, informational, or infrastructural—a policy cannot be effectively executed (Edward III in Syafriyani, 2023: 88).

Field findings show that all schools have established a School-Based Task Force for the Prevention and Handling of Violence (TPPKS), involving selected teachers. At TKIT Bina Ukhwah, for example, team members were chosen based on their capabilities and commitment to the task (Interview, Principal of TKIT Bina Ukhwah). This indicates human resource management that considers both quality and relevance.

Nevertheless, human resource limitations remain a challenge. Not all appointed teachers have received formal training from the education office or ministry. Most understanding of the policy has been gained through webinars, informal discussions, or individual efforts to seek information online (Interview, TPPKS Chair, TKIT Al Uswah). This supports Grindle's assertion, as noted in Chapter II, that implementation is highly dependent on human resource readiness and local context (Saleh, 2023).

Permendikbudristek No. 46 of 2023 allows for the use of BOS (School Operational Assistance) funds for violence prevention activities. However, findings indicate that such funds have not yet been systematically planned or specifically allocated in the kindergartens studied. In some schools, such as TKIT Siti Maryam, policy implementation remains normative without significant additional budgeting. This reveals the absence of structural budget adjustments to fully support policy implementation. Van Meter and Van Horn emphasize that the availability of financial resources is a key indicator of implementation success, where budget constraints can delay or weaken the policy's execution (Stillman, 1988: 376).

In terms of facilities, schools have provided educational materials such as posters, teacher briefing rooms, and in some cases, have integrated anti-violence content into learning activities. However, specific facilities such as consultation rooms or online reporting channels are still unavailable in most schools. According to Riant Nugroho, as stated in Chapter II, resource planning is an integral part of a systematic policy management cycle. Without adequate infrastructure support, the implementation process is not only hampered but also at risk of distorting the original policy objectives (Nugroho, 2021).

Disposition Toward Policy No. 46 of 2023 on the Prevention and Handling of Violence in Kindergartens in Pidie Regency

Disposition, or the attitude of implementers, is the third aspect in George C. Edward III's policy implementation model, which emphasizes that successful implementation is heavily influenced by the commitment, responsibility, and integrity of those executing the policy (Edward III in Syafriyani, 2023: 88). In the context of Permendikbudristek No. 46 of 2023, implementers' disposition reflects how principals, teachers, and members of the School-Based Task Force (TPPKS) demonstrate willingness and earnestness in internalizing and carrying out the policy on violence prevention and response within the school environment.

The principal of TKIT Bina Ukhwah demonstrated strong commitment by not only understanding the content of Permendikbudristek 46/2023 but also integrating it into the curriculum and conducting regular briefings for teachers (Interview, Principal of TKIT Bina Ukhwah). This shows alignment between the expected disposition and the principal's actual role as a key actor in implementation. Such proactive behavior reflects a strong disposition and has a positive impact on the school's internal readiness. According to the theory of Van Meter and Van Horn, also explained in Chapter II, implementers' attitudes are one of six interrelated variables that support effective policy implementation (Stillman, 1988: 376). Without a supportive disposition from implementers, policies may encounter resistance or be executed only administratively, lacking substantive meaning.

At TKIT Siti Maryam and TKIT Al Uswah, although formal training has not been equally distributed, teachers involved in the TPPKS demonstrate high initiative. For example, the TPPKS chair at TKIT Al Uswah actively seeks information through the internet, webinars, and discussion forums to better understand her roles and responsibilities (Interview, TPPKS Chair, TKIT Al Uswah). This shows a positive disposition marked by individual responsibility toward the policy, despite the absence of systematic support. According to Edward III, implementers whose views align with the policy tend to carry it out with greater enthusiasm and quality compared to those who are skeptical or passive (Edward III in Syafriyani, 2023: 88).

Disposition is also reflected in how implementers interpret the importance of early childhood violence prevention. The principal of TKIT Siti Maryam emphasizes the need to build shared awareness among teachers to prevent forms of violence that may occur in play contexts (Interview, Principal of TKIT Siti Maryam). Although the school does not yet have a complex strategy, this awareness shows recognition of the issue and a readiness to respond, albeit still within normative limits. This is consistent with the Top-Down approach by Edward III and Mazmanian-Sabatier, as discussed in Chapter II, which states that implementers' disposition plays a crucial role in bridging national policies with technical execution at the grassroots level (Kasmad, 2013: 22).

Bureaucratic Structure of Policy No. 46 of 2023 on the Prevention and Handling of Violence in Kindergartens in Pidie Regency

Bureaucratic structure is the fourth pillar in George C. Edward III's policy implementation theory. He argues that successful implementation is strongly influenced by the existence of a clear organizational system, effective coordination pathways, and well-defined responsibilities among work units (Edward III in Syafriyani, 2023: 89). In the context of implementing the Ministerial Regulation of Education, Culture, Research, and Technology (Permendikbudristek) No. 46 of 2023 in kindergartens across Pidie Regency, bureaucratic structure becomes crucial as it relates to the establishment of the School-Based Task Force for the Prevention and Handling of Violence (TPPKS) as the key policy-implementing unit.

All schools studied—TKIT Bina Ukhwah, TKIT Siti Maryam, and TKIT Al Uswah—have established a TPPKS, reflecting a concrete step in implementing the mandate of the regulation. TKIT Bina Ukhwah explicitly organized its team structure based on the national policy guidelines (Interview, Principal of TKIT Bina Ukhwah). This indicates a sound understanding of bureaucracy in line with the formal structure described by Edward III. According to Riant Nugroho, as discussed in Chapter II, the existence of a proper bureaucratic structure is essential for setting the direction of a policy, as it defines who is responsible for what and how coordination mechanisms operate (Nugroho, 2021).

Principals at all kindergartens acknowledged that the formation of the task force followed directives from the Pidie District Education Office. This coordination pattern

indicates a relatively well-functioning vertical relationship between the local government and educational units. However, not all schools have developed systematic horizontal coordination among teachers, parents, and other internal teams. At TKIT Siti Maryam, for instance, coordination activities remain informal and are not well-documented (Interview, TPPKS Chair, TKIT Siti Maryam). This suggests that while the bureaucratic structure exists administratively, its operational mechanisms are not yet optimal. As noted in Chapter II, a strong bureaucracy is characterized not just by the presence of structure but also by clear work mechanisms, standardized procedures, and effective inter-unit communication (Syafriyani, 2023: 89).

The study also found bureaucratic flexibility in the local context. At TKIT Al Uswah, teachers involved in the TPPKS stated that although there were no complex procedures or formal training, they carried out their roles based on the instructions provided. This demonstrates local-level bureaucratic flexibility, which is important for aligning national policy with the specific conditions of each educational institution (Interview, TPPKS Chair, TKIT Al Uswah). This aligns with the policy implementation theory of Van Meter and Van Horn, which highlights the importance of bureaucratic flexibility in adjusting policy standards to local conditions (Stillman, 1988).

Although the TPPKS structures have been established, the documentation and reporting systems have not yet been fully implemented. Only TKIT Bina Ukhwah reported conducting briefings and having a structured work plan, while other schools have not demonstrated an established monitoring or evaluation system. The absence of such a system undermines the bureaucracy's role as a quality controller of policy implementation. Syafriyani emphasizes that an effective bureaucratic structure is marked by a comprehensive evaluation system and well-documented administrative procedures (Syafriyani, 2023: 89).

Therefore, while the bureaucratic structure for implementing Permendikbudristek No. 46 of 2023 in Pidie Regency kindergartens has been formally established through the TPPKS, its effectiveness remains limited by weak documentation systems, suboptimal internal coordination, and the absence of standardized monitoring mechanisms. According to Edward III's theory and the discussions in Chapter II, bureaucracy is not merely about structure but also concerns operational systems and measurable oversight functions. Strengthening bureaucratic capacity at the school level is a vital step toward ensuring that the policy is implemented effectively and sustainably (Syafriyani, 2023; Nugroho, 2021; Stillman, 1988).

CONCLUSION

Based on the findings and discussions in the previous chapter, the results of this study can be summarized into several key points, as follows:

1. The implementation of the policy in kindergartens across Pidie Regency reveals a pattern of vertical communication (from the Education Office to principals) and horizontal communication (among teachers and parents). However, this communication is not yet fully systematic. Policy dissemination largely depends on individual initiatives, is unevenly distributed, and lacks proper documentation. Understanding of the policy remains limited, particularly among teachers and parents.
2. All kindergartens have established the PPKS Task Force (TPPKS), but support in terms of human resources, funding, and facilities is still limited. Teachers have not received adequate formal training; BOS (School Operational Assistance) funds have not been specifically allocated to support the policy; and facilities such as counseling rooms and reporting channels are not yet evenly available.

3. The disposition of implementers is generally positive. Principals and teachers demonstrate commitment and awareness of the importance of violence prevention. However, their attitudes and initiatives vary. While personal efforts are evident, these are not yet supported by a systematic framework from institutions and the local government.

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