



Original Research

## PREVENTION OF BULLYING AMONG ADOLESCENTS IN THE LENS OF INDONESIAN POLICY AND LAW: SHOULD NURSES KNOW?

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### ABSTRACT

**Introduction:** Indonesia has several institutions, policies, and laws to protect children from all forms of violence, including bullying that impacts physical, psychological, and social health and even death. However, the number of cases of bullying in adolescents still increases. It is related to a lack of knowledge about bullying and is associated with norms in the community.

**Method:** The analysis uses a discourse analysis approach, "What's the problem represented to be". This method analyzes how the problem of bullying among adolescents is formed, and the forms of bullying prevention are represented in state documents. The analysis steps include: collecting the policy documents related to child protection and health (seven laws and three national policies); Reading the policy text as a whole; rereading the text and underlining the concepts; doing coding and theme analysis; and answering the question.

**Results:** Three main problems of bullying in adolescents that can be identified include: Theme 1. Terminology of children and adolescents; Theme 2. Children are a vulnerable and disempowered group; Theme 3. Agreement and clarity on child protection related to violence, especially bullying, with perpetrators and victims being children.

**Conclusions:** Laws and policies have a crucial role in constructing and representing the problem of adolescent bullying in Indonesia. Nurses can use these results to develop adolescent bullying prevention programs through firmness and alignment with policies and legislation.

**Keywords:** Adolescent; Bullying; Health; Law; Policy

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## 1. INTRODUCTION

Bullying is a complex adolescent psychosocial problem in Indonesia and globally. Bullying is a form of intentional violence by individuals or groups repeatedly hurting others physically or emotionally (Olweus, 1993; APA, 2004). Victims will find it difficult to resist because of an imbalance of power (Olweus, 1993; Dillon & Rhodes, 2019). Bullying can also be carried out in cyberspace, known as "cyberbullying". It means that bullying is carried out using electronic media or digital media to send messages (text, images, videos) that are aggressive over and over, aiming to hurt others, either individually or in groups (Englander *et al.*, 2017;

Hutson, 2016). Indonesian Child Protection Commission (KPAI) noted that cases of child complaints about bullying in schools tended to decrease from year to year (2016 to 2020), from 122 cases (2016) to 76 cases (2020) for victims of bullying. Meanwhile, reporting of bullying cases increased from 131 cases (2016) to 12 cases (2020). Complaints of cyberbullying cases increased significantly from 2017 to 2019 to 50%, but in 2020 there was a decrease of up to 50%, namely only 46 reports of cyberbullying victims. Bullying among teenagers is like an iceberg phenomenon. It means that the number of cases in the community is often found but not reported.

The Center for Disease Control and Prevention (CDC, 2021) states that bullying is a student discipline problem that often occurs because there are reports of bullying almost every day or at least once a week. The highest incidence of bullying is in middle high school (28%), and the highest incidence of cyberbullying is also in middle-high school students (33%). According to Robers, Kemp, Truman, and Snyder (2013) also mention that bullying by peers impacts a third of junior high school teenagers. The (CDC, 2021) also states that 1 in 5 high school students is bullied, and 1 in 6 high school students is cyberbullied. The prevalence of cyberbullying in adolescents has increased during the Covid-19 pandemic along with the increasing use of digital media for study from home (SFH) and parents' digital literacy, which tends to below. KPAI reports that parents tend not to accompany their children when they use gadgets, and 25.4% of children use devices more than 5 hours a day. Children use gadgets outside of learning very high, especially to watch YouTube (52%), chat with friends (52%), and use social media (42%). Therefore, preventing bullying on adolescents requires the involvement of family, school, and the government to avoid the negative impact of bullying.

Bullying on teenagers has severe impacts on the perpetrator (bullies), the victim (being bullied), and the bystander. Victims' effects include social and emotional suffering, self-harm, suicide (Cui *et al.*, 2011; Duan *et al.*, 2020b; Khan *et al.*, 2020; Tang *et al.*, 2020; Kitagawa *et al.*, 2014; Pan & Spittal, 2013), and death (CDC, 2021). Bullying also increases the risk of depression (Mei *et al.*, 2021; Duan *et al.*, 2020b; Malhi *et al.*, 2014; UNICEF, 2014; Pan & Spittal, 2013), anxiety disorders (Pan & Spittal, 2013; Duan *et al.*, 2020b), sleep disturbances (Thakkar *et al.*, 2020; Duan *et al.*, 2020b), academic decline, and dropping out of school (Duan *et al.*, 2020). The impact on the bullies can increase psychosocial distress (Zhao *et al.*, 2021), substance use, academic problems, violence in adolescence and adulthood. Both perpetrators and victims are at risk for more serious mental health and behavioral problems (CDC, 2021). Based on the impact of bullying on adolescents, it is necessary to prevent bullying on children and adolescents from upstream to downstream.

The government has a significant role in preventing bullying of students or youth. The policy is one of the government's best efforts in solving problems, including violence against children (Bacchi, 2014). Indonesia has various policies and laws for the protection of children and adolescents, including cases of bullying in schools. But there is no representative data regarding the number of bullying occurrences among teenagers in Indonesia. However, only a few reported to the Indonesian Child Protection Commission (KPAI) and the police. One of the results of a study in Yogyakarta stated that there had been no cases of bullying that have reached the court of 12 reported cases of bullying in children in the 2013-2015 period (Uli *et al.*, 2015). There has not

been much research on why cases of bullying among adolescents are not reported to the authorities.

Bullying among middle-high students is bullying that involves teenagers as victims and perpetrators or both. This teenager has special treatment when dealing with the law. Because according to the laws and regulations in Indonesia, teenagers are included in the category of children, namely someone who is not yet 18 (eighteen) years old, including children who are still in the womb (Law No. 35/2014, article 1; PMK 25/2014). Based on PMK No. 25/2014, adolescents are ten years to 18 years. Children in conflict with the law have a juvenile justice system, and the state must fulfil children's rights. Most of the bullying in adolescents is resolved by a mediation process between the perpetrator's family and the victim's family. It is interesting to explore further through research how the law can provide a deterrent effect, a therapeutic impact for victims, and the prevention of bullying among adolescents in Indonesia to develop effective intervention programs. This paper aims to explore policies and legislation in Indonesia that accommodate the prevention of bullying on adolescents in Indonesia.

## 2. METHODS

A critical discourse method, "What's the problem represented to be?" (Bacchi, 2014), was applied critically to analyze the bullying representation in Indonesian public policy. The WPR approach is widely used to analyze the assumptions underlying policies that address complex social problems. Issues include gender pay equality, discrimination, childcare, abortion, domestic violence, and sexual harassment (Bacchi, 2014). WPR method has also been used for policy analysis on sexual violence against children in Indonesia (Wismayanti *et al.*, 2021), policies on domestic violence in Australia (Murray and Powell, 2009), sexual violence in long-term care settings (Grigorovich and Kontos, 2020) and various other policies. Therefore, the WPR concept framework is used to explain public policies and legislation in Indonesia in overcoming social problems of bullying among adolescents.

### 2.1 Design

Conceptual framework "What's the problem represented to be?" (WPR) is an analytical instrument that guides exploring the representation of problems in public policy. The WPR approach uses discourse analysis to gain an in-depth understanding of socially formed knowledge so that boundaries are set about social objects, topics, or practices (Bacchi, 2014). Bacchi (2014) mentions, "if you look at a specific policy, you can see that it understands a problem as a specific type of problem". Laws and policies tend to change from time to time in line with the development of problems in society and seek to provide solutions to these problems. For example, the 2002 RI law on child protection was revised as stated in the RI Law No. 35 of 2014. This study aims to

answer the question: What does the problem represent in the policy? To understand the assumptions and data in developing policies to protect children against violence, mainly the protection carried out by fellow teenagers or children. Other sub-questions include: What are the essences of adolescent bullying, which the government responds to and forms in the policy? And how is bullying considered a problem?

## 2.2 Documents for Analysis

Based on the framework of the WPR concept, the first step in the analysis is to read the document of the law and the government's public policy, both set by the central and local governments. It aims for openness in analysis. This manuscript can be downloaded online through search engines such as Google, using words or phrases such as "undang-undang perlindungan anak", (translation: child protection laws", "kebijakan tentang perundangan remaja", (translation: policy on adolescents bullying", "kekerasan pada anak" (translation: violence on children", "undang-undang dan kebijakan kesehatan", (translation: health laws or regulations), "undang-undang pendidikan", (translation: education law) "program pencegahan perundangan anak atau remaja", (translation: child or adolescent bullying prevention program), "strategi nasional", (translation: national strategy), "Indonesia". Inclusion criteria are policies, laws, or national strategies that protect children or adolescents from forms of violence specific to the problem of bullying. The policies and laws in Indonesia are as follows:

1. Indonesian Child Protection Law, Number 35/2014 about amending Indonesian child protection law No. 23/2002, (coded as "L1").
2. Law on the Child Criminal Justice System (Law No. 11/2012), (coded as "L2").
3. Indonesian Child Welfare Law, Number 4/1979, (coded as "L3").
4. Indonesia Education System Law, Number 20/2003, (coded as "L4")
5. Indonesia Health Law, Number 36/2009, (coded as "L5")
6. Law of the Republic of Indonesia Number 18/2014 concerning Mental Health, (coded as "L6")
7. Law Number 11/ 2008 concerning Information and Electronic Transactions and Law No. 19 of 2016 concerning amendments to Law No. 11 of 2008, (coded as "L7").
8. Regulation of the Minister of Health (PMK) of the Republic of Indonesia Number 25 of 2014 concerning attempts to child health, (coded as "P1")
9. Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 82/2015 concerning the Prevention and Overcoming of Violence Within the Education Unit, (coded as "P2")

10. National Strategy for the Elimination of Violence Against Children 2016-2020, which is coordinated by the ministry of women's empowerment and child protection, (coded as "P3")

## 2.3 Procedure and Data Analysis

To avoid errors in writing references, the authors provide coding for each analyzed policy and invitation. With code "P", the law with code "L" (see code next to the list of policies and regulations above). This policy discourse analysis goes through repeated reading stages, including: Stage 1. Read the policy text and invitations as a whole without notes so that they can understand the policy as a whole. Stage 2. Reread the text and highlight frequently discussed concepts. At this stage, coding is also carried out to analyze themes such as children at risk, violence, and so on. Then, it is read repeatedly on the text that focuses on specific issues (bullying or violence) in the choice of word diction, Identifying themes, ideas, subjects, categories, and various forms of expression. Stage 3. answer the question "what's the problem representative to be?" to critically analyze the problem of bullying among adolescents and the problematization of policy in Indonesia. Policy text notes and reflections are compiled in an excel spreadsheet related to the theme to assist researchers in the analysis process. In addition, it also considers the implicit norms, social and cultural values , and cultural texts in the policy text. The four authors discussed the process to ensure consistency in the final analysis.

## 2.4 Ethical Clearance

This research does not require ethical clearance because the public can read the analyzed documents freely. The study did not cause harm to individuals or the adolescent population.

## 3. RESULTS

Ten policy texts and legislation explicitly mention guaranteeing and protecting children from violence. However, the diction of bullying is not expressly mentioned in the policy and legislation texts. Implicitly, bullying is one of the forms of violence mentioned in Indonesian policies and legislation. The research results are presented in themes and sub-themes to explain the problematization of bullying in policies, laws, and regulations applied in Indonesia. Theme 1. Children are a vulnerable and powerless group, Theme 2. Terminology of children and adolescents. Theme 3. Agreement and clarity on child protection related to violence, especially bullying with perpetrators being children. There are two sub-themes: the complexity of child protection laws; and various terms of child abuse influence the classification of bullying incidents. These three problematizations are explicitly listed in ten government texts that explain bullying prevention among youth.

*Theme 1: Children are a vulnerable, risk and powerless group*

In the text of policies and legislation, children are explicitly described as targets of violence because of the nature of children's vulnerability in society. A similar picture is repeated in the 2015-2019 National Action Plan for Child Protection published by *National Development Planning Agency* (BAPPENAS), which states that children are vulnerable to domestic violence, neglect, and bullying by friends (p. 16). In addition, it also says that children are a "high-risk group". For example, children are at risk of physical, emotional, and sexual violence at home or outside the home.

Children are also a risk group for violence because children and adults have different power imbalances. Children are at risk as objects or subjects of violent behaviour. Children and adolescents need adult guidance to achieve social skills (P1) and self-control (L4). The role of adults to attain these goals, as stated in the legal policies in Indonesia, also guarantees the fulfilment of children's rights sustainably and comprehensively. For example, L1, paragraph 1, article 12 states that children's rights must be guaranteed, protected, and fulfilled by parents, families, communities, the state, government, and local governments and receive special protection. Example: L1, articles 9 & 54, the education unit is obliged to protect students from violence. Even P2 was set, explicitly discussing the protection of children from acts of violence in the education unit environment. Children are a vulnerable group that makes the government provide exceptional protection. The special protections are as follows:

*[translation]* "Special protection is protection given to children in emergencies, children in conflict with the law, children from minority and isolated groups, economically and/ or sexually exploited children, trafficked children, children who are victims of narcotics, alcohol, psychotropic abuse. And other addictive substances (drugs), children who are victims of kidnapping, selling, trafficking, children who are victims of physical, and/or mental violence, children who have disabilities, and children who are victims of abuse and neglect."

(L1, chapter 1, verse 12)

*Theme 2: Terminology of children and adolescence in Indonesian policies and regulations*

In the ten texts analyzed in this study, only P1 paragraph 7 mentions the age limit for adolescents. The statement is as follows:

*[translation]* "Adolescents are the age group from 10 to 18 years old"

(P1, chapter 1)

As well as the policy document National Action Plan for Child Protection (RAN-PA) 2015-2019 (p.13) states that the child's life cycle is divided into three

main periods. The first 1000 days of life up to 2 years, ten years of growth and development of children aged 3 to 12 years, and adolescence from 13 to 18 years of age. One text that states the age limit for a child is someone who has not reached the age of 21 (twenty-one) years and has never been married. Meanwhile, eight other texts mention that this age group belongs to the age range of children, for example:

*[translation]* "Child is someone who is not yet 18 (eighteen) years old, including children who are still in the uterus"

(L1, verse 1)

Some concerns are related to criminal law enforcement if the perpetrators of violence are children or adolescents. There is an age limit for children who are processed as criminal cases. A child as a victim has a limit that is used is a child who is not yet 18 years old, but if the perpetrator is a child who is 12 years old but not yet 18 years old. Therefore the child as the perpetrator is a teenager (P1, paragraph 1). Bullying is an act of violence that harms other people so that the perpetrator can be punished. The statement is written in L2 as follows:

*[translation]* "Children in conflict with the law forward referred to as Children, are children who are 12 (twelve) years old but not yet 18 (eighteen) years old who are suspected of committing a crime".

(L2, Chapter 1, verse 3).

*[translation]* "Children who become victims of criminal acts forward referred to as Child Victims, are children under the age of 18 (eighteen) years who experience physical, mental, and/or economic losses caused by criminal acts".

(L2, Chapter 1, verse 4)

Detention of a child who is proven to have committed a criminal act is carried out when the child is 14 years old or older. L2 article 32 (2) Detention of a child can only be carried out with the following conditions: a. The child is 14 (fourteen) years old or more; and b. they were suspected of committing a crime with a threat of imprisonment for 7 (seven) years or more, meaning that this act of detention is carried out when a teenager commits an act of violence that results in death. This is because, in L1 article 80, the threat of imprisonment is more than seven years only when the victim dies, which is 15 years.

The principle of solving the criminal acts of violence by children is diversion and restorative justice. If a child is less than 12 years old, diversion is carried out immediately if he commits a violent crime. Diversion transfers the settlement of children's cases from the criminal justice process to a process outside the criminal justice system (L2 Article 1, paragraph 7). Meanwhile, Restorative justice is the settlement of criminal cases involving the perpetrator, victim, family of the perpetrator/victim, and other parties concerned to jointly seek a just accomplishment by emphasizing restoration to its original state and not retaliation (L2 Article 1 paragraph 6). The diversion agreement is also set on:

*[translation]"Diversion Agreement should obtain the victim and/or the family of the victim's child consent as well as the willingness of child and his family. Except for a. a criminal act in the form of a violation; b. minor crime; c. a victimless crime; or d. the value of the loss of the victim is not more than the value of the local, provincial minimum wage."*

*(L2. Article 9 paragraph 2)*

To summarize, there are several problems when bullying, as part of a form of violence among teenagers, is faced by law where the perpetrator and the victim are adolescence. First: The term bullying is not explicitly stated in the child protection law, juvenile justice system, and electronic transaction information. It impacts the scope of bullying to be broad and subjective. In the end, it requires the consideration of experts in the field. Therefore, different criminal sanctions in each region may happen in the same cases of bullying. Second: The effectiveness of criminal sanctions on adolescents as perpetrators of violence, especially bullying through diversion and restorative justice, on preventing bullying in society, especially among teenagers, requires further research. Third. It is essential to review the adolescent age group based on its development and suitability to social dynamics in society when faced with criminal decisions. Considering that bullying is an act of repeated violence, and not only physically but also psychologically, it is difficult to calculate the material loss (if the benchmark is below the regional minimum wage/ provincial minimum wage).

*Theme 3: Agreement and clarity on child protection related to bullying with bullies being children.*

Bullying is part of violent behavior that can have a physical, mental, and social impact. The fatal effects of bullying are permanent disability, repeated suicide attempts (severe depression), and death. Child abuse is also a complex problem that creates fear and insecurity that interfere with child development. It means that there is a violation of children's rights. In the ten analyzed texts, only one text mentions the word and the definition of bullying in the form of a minister's regulation.

*[translation]"The violent behavior in the education unit environment include: a. harassment is an act of physical, psychological or online violence; b. bullying is an act of being annoying, persistent, or bothersome;..."*

*(P2, Article 6)*

Meanwhile, in the policies and laws, bullying is categorized as violence. The definition contained in P2, article 6 also does not fully cite the KBBI (Indonesian Dictionary) regarding the meaning of bullying. The definition of bullying in legal policies is fundamental because it can determine the category or qualification of actions that include bullying both face-to-face and cyber. Bullying has been known as

"bullying" and "cyberbullying" when using electronic media. Explanations of the terminology of violence are listed in the ten analyzed texts. Example:

*[translation]"Violence is any act against a child that results in physical, psychological, sexual misery or suffering, and/ or neglect, including threats to commit acts, coercion, or unlawful deprivation of liberty"*

*(L1, chapter 1)*

*[translation]"Actions of violence are behaviours that are carried out physically, psychologically, sexually, online (online), or through textbooks that reflect aggressive actions and attacks that occur within the education unit and result in fear, trauma, damage to property, injuries/injury, disability and or death"*

*(P2, article 1)*

If there is no definition of "bullying" agreed upon and written in the applicable statutory policies, law enforcers use lexical interpretation or expert judgment. It risks unequal sanctions for victims with the same bullying cases. However, it is emphasized that acts of violence against children violate the law and impact criminal sanctions.

#### 4. DISCUSSION

Adolescents are a vulnerable and at-risk group that requires special protection to fulfill their rights, including protection from violence and the fulfillment of a sense of security and freedom from fear. In this discussion, what is meant by "violence" is specifically for bullying (bullying & cyberbullying) among teenagers. It means that the perpetrators and victims of bullying are children (12 to 18 years old), so the resolution requires special treatment under applicable policies and legislation (L2 & P2). The state is faced with the obligation to protect and fulfil children's rights, either as victims or perpetrators. It is a serious concern and consideration in resolving cases of bullying among teenagers. The discussion uses three principles, namely: 1) Substantive clarity; 2) Culture or social dynamics that develop in society; 3) The challenges of the structure involved in preventing and dealing with bullying among adolescence.

##### 4.1 The substance of bullying terminology in Indonesian policies and legislation

The definition of bullying plays a core role in law enforcement against violent criminal acts. This definition is for the classification of bullying acts that violate children's rights to enforce sanctions against bullies fairly. Of the ten policy texts analyzed, only P2 article 6 states that bullying is an act of disturbing, constantly harassing, or causing trouble. This bullying is also mentioned as an act of violence in schools.

According to the Indonesian Dictionary, the meaning of the word bullying is the process, method, act of bullying. Meanwhile, bullying means hurting another person, both physically and psychologically, in the form of verbal, social, or physical violence

repeatedly from time to time and calling someone's name with an unwelcome nickname, hitting, pushing, spreading rumors, threatening, or bullying. (<https://kbbi.kemdikbud.go.id/entri/merunding>). Bullying is a form of physical violence, also aggressive acts meant to use and involving force or power imbalance. This happens across geography, race, and socio-economic boundaries. Bullying can take many forms: direct bullying, indirect bullying, cyberbullying, violence in couples (Ministry for Women's Empowerment and Child Rights, 2016). Center for disease and control prevention (CDC, 2021) defines bullying among adolescents as any form of aggressive behavior by adolescents, either individually or in groups but not siblings or lovers. It shows that there are several expert opinions portraying bullying. So, the definition of bullying in P2 article 6 has not described in detail that bullying violates the criminal law.

Therefore, law enforcers can consider expert opinions about bullying to solve the problem of bullying on children and perpetrators and children. The expert opinions and research results have various definitions of bullying. The (CDC, 2021) defines bullying among adolescents as aggressive behavior. It is not desired by adolescents or other groups of adolescents marked as a victim by an imbalance of power that is felt, committed or has the potential to be carried out repeatedly to injure or cause distress to the victim, whether physical, social, psychological, or academic. Bullying is also different from peer aggression in that aggressive actions directed at the peer are not repeated. There is no difference in power or strength in their interaction relationship (Olweus, 1993). Bullying is aggressive behavior aimed at hurting the victim physically or emotionally intentionally by an individual or group (Olweus, 2013), hurting and making someone feel uncomfortable or depressed, and for the satisfaction of the perpetrator (Kurniasari *et al.*, 2017). Bullying is also repetitive behavior or has the potential to repeat itself over time and involves a real or perceived power imbalance (Arseneault, 2018). The Ministry of Social Affairs stated that bullying could be categorized as part of a form of child abuse. The Indonesian Child Protection Commission (KPAI) says bullying is long-term physical and psychological violence perpetrated by a person or group against the bullied who cannot defend themselves.

Bullying can also be done using digital media, known as cyberbullying. Cyberbullying is a form of intimidation that uses information and communication technology for deliberate purposes, carried out continuously, intending to harm others by intimidating, threatening, hurting or insulting the dignity of others, to causing hostility by an individual or group (Hutson, 2016). This message that is intentionally sent repeatedly means hostility or anger so that it hurts or disturbs the comfort of others (Tokunaga, 2010). Types of cyberbullying include flaming, harassment, denigration, impersonation,

outing, trickery, exclusion, and cyberstalking (Willard, 2007).

In the text of L7 articles 27 and 45, acts of violence that violate this law include violations and violations of reputation, extortion with threats or not, threats of violence or intimidation. The actions in L7 can undoubtedly contain the meaning of bullying if they are done intentionally and aim to damage or disturb the comfort of others. The sanctions given to the bullies should not only be seen from the severity of the physical injury but also psychological ones. One of the severe impacts of cyberbullying is that victims can experience depression psychological pressure, so they are at risk of suicide. One in 5 children who are victims of cyberbullying has thought of committing suicide. Even 1 in 10 victims have committed suicide (Gumbira *et al.*, 2019). So, bullying can be categorized as a crime and a violation of the law. Therefore, bullying is a psychosocial problem in society that needs serious prevention and treatment, one of which is the policies and laws that apply in Indonesia.

Although there is still a gap regarding the terminology of bullying for law enforcement, the problem of bullying among teenagers is that the perpetrator is a child. There are cases of bullying with child perpetrators entering and proceeding in court. Example: The Semarapura District Court, Bali, convicted three schoolgirls of bullying using the law. Child protection and perpetrators are given a sanction of 6 months in prison with a probationary period of one year, and perpetrators are not allowed to leave Bali for one month (Yasin, 2020). However, the number of children or adolescents as perpetrators of criminal acts of bullying until they complete the judicial process is small because of the principles of diversion settlement and restorative justice. For example, is Yogyakarta police recorded 12 reports of child abuse cases committed by peers from 2013 to 2015. Still, none of them reached the judicial process because they could be resolved by mediation. The judge could decide not only from the aspect of legal justice but also aspects of moral justice and social justice. Decisions on sanctions for juveniles who commit acts of violence involve many roles such as Fathers, experts, professional social workers, and so on (see discussion 4.3).

At least there are cases of bullying that can be processed in court, and the perpetrators get criminal penalties; this is also because there are interrelated articles that are quite constraining. In L2, article 32 states that the perpetrator's detention can only be carried out if the child is 14 (fourteen) years old or more and is suspected of committing a crime with a threat of imprisonment of 7 (seven) years or more. The detention for the perpetrator can be given if impacting the victim's death. Refers to L1 article 76 C and article 80, which states that the maximum threat of imprisonment is five years if the act of violence results in serious injury. Meanwhile, teenagers who are not yet 14 years old are only subject to actions for coaching.

The state is also obliged to prevent bullying among adolescents and is regulated in applicable policies and legislation. The ten statutory texts analyzed contain elements of the role of parents/family, community, local government, central government, and education units (educators, students, counselors, principals, school committees, and so on), as well as health services to be involved in the prevention of bullying among young people. Based on data from the International Center for Research on Women (ICRW) in 2015, as many as 84 % of students in Indonesia claimed to have experienced school violence. In addition, 75 percent of students admitted to having committed violence at school. Data from the United Nations International Children's Emergency Fund (UNICEF) states that 50 percent of children claim to have experienced bullying at school. Forty percent of students aged 13-15 years admitted to having experienced violence by

4.2 Community perspective on bullying among adolescence (cultural)

Community culture in viewing bullying plays an essential role in preventing bullying among teenagers. Public perceptions of juvenile delinquency tend to focus on the context in which children disproportionately commit crimes, especially violence (Krohn & Lane, 2015). Bullying is part of violence and juvenile delinquency. Even students, school staff, and the community in Indonesia are still unfamiliar with bullying. Terms that represent bullying known to the public include hazing, ostracism, or intimidation. There are still people who give various harmful stigmas to children who are victims of violence, low community participation in participating in these activities, low public awareness of reporting, and prevention activities that are not carried out to all target groups (Mustikasari & Rostyaningsih, 2020). It can become an obstacle to

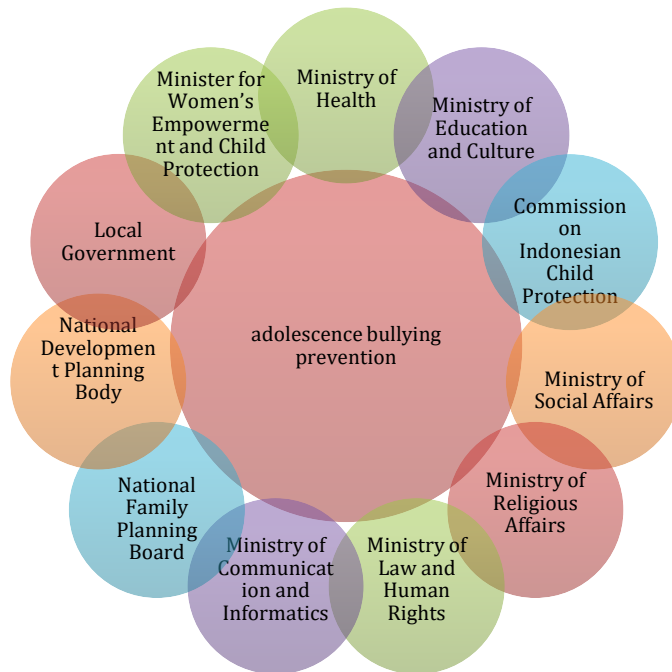


Figure 1. Institutions and agencies in Indonesia have an obligation adolescence bullying prevention.

peers (in Kurniasari *et al.*, 2017). Based on these data, bullying among teenagers predominantly occurs in the education unit or school environment. It is one of the reasons for the issuance of P2 as an effort to manage bullying cases or acts of school violence in school. So the challenge is socialization, monitoring, and evaluation of the policy towards reducing bullying cases.

These institutions have the same goal, namely protecting children, one of which is from violence. Every institution has agreed that bullying among teenagers is a complex problem and needs to be addressed. Institutions also issue policies or action plans to prevent and handle bullying. The thing that is considered or the gap is cross-institutional cooperation in preventing bullying among teenagers.

preventing bullying among adolescents.

Adolescents develop looking for self-identity to need assistance and role models from their families and teachers. During the pandemic, survey results conducted by the Indonesian Child Protection Commission (KPAI) that 76.8 percent of children were allowed to use gadgets by their parents outside of study hours with a duration of using devices outside of study hours with a period of 2-5 hours per day of approximately 34,8 percent, and more than 5 hours per day about 25.4 percent. The average use of these gadgets is owned by children as much as 71.3 percent. Screen time with laptops and smartphones connected to the internet that tends to be high has the risk of reducing children's empathy and social skills. Children are vulnerable to writing harsh words without feeling guilty or knowing the impact of their

actions on others, so children do not realize they have been bullying or become victims of bullying. Still, parental literacy and parental assistance to adolescents in using internet media are low, which impacts the risk of experiencing cyberbullying. The omission or lack of supervision from parents/families and the education unit is a risk factor for increasing cases of bullying among teenagers.

A severe cultural bias of society is related to the problem of bullying among teenagers. Family parenting plays an important role in children's education about appropriate and inappropriate, good and bad, or right and wrong based on religious teachings and cultural norms and values. Empathy and social skills are prior soft skills to prevent bullying among students. Actions containing elements of ridiculing/insulting, belittling, hurting feelings and self-esteem such as calling names with inappropriate names, satire using local languages, and being made a laughing stock among friends are sometimes considered jokes to establish intimacy. The process of omission from the family, school, and community environment on children's behaviour can increase violent behaviour in schools. Because children are thought to justify that behaviour is allowed, a justification that oppression or bullying is part of behaviour acceptable to the environment or the surrounding community.

The results of research by the Ministry of Social Affairs of the Republic of Indonesia obtained the average value data of 73.8% of junior high school students in Bandar Lampung City who know about forms of bullying, 93.8% understand that bullying is an act of intentionally hurting others, mocking or insulting. Perpetrators are apprehended as people who have power (83.3%) by bullying and ostracizing people (75%) and doing it in front of many people and repeatedly (75%). Children know about the consequences of bullying about 78.7%. Students understand that bullying can cause physical and mental pain (annoyance, embarrassment, trauma, over time, it can lead to suicide). As many as 90.6% think that children are afraid to come to school. Students think they need socialization related to bullying prevention (Kurniasari *et al.*, 2017). Society, in general, still considers bullying to be a normal thing and does not need to be taken seriously. Therefore, campaigns and socialization related to policies and laws and regulations regarding child protection and community participation in facilitating children to grow and develop both physically, psychologically, socially and spiritually are further enhanced. In addition, it also simultaneously improves self-quality in every structure involved in bullying among teenagers.

#### 4.3 Structures involved in protecting children from bullying

Bullying is one of the most common juvenile delinquencies in society and dominantly occurs in schools. The policies and legislation analyzed in this study have mentioned the structures involved in

preventing and handling acts of violence, including bullying. Example L1 article 26 states that parents, family, community, state, government and local governments are obliged to guarantee, protect, and fulfil children's rights. L1 article 20 where local governments are required to build child-friendly districts/cities. It also has an impact on the implementation of child-friendly school programs. The government also emphasizes the role of parents or families, namely providing character education and teaching character values in children (L1, article 26).

All school members such as educators, education staff, fellow students, and other parties have to protect children from acts of violence inside and outside of school. While at the same time implementing policies to protect children from acts of violence within the education unit (L1, article 54, P2, article 4), also parents/ guardians, school committee, community, local government, government (P2, article 4). Child-Friendly School (SRA) is also one of the programs to achieve the goals of the educational process. SRA is a formal, non-formal, and informal education unit that is safe, clean, and healthy, cares and has a culture of the environment, able to guarantee, fulfill, respect children's rights and protect children from violence, discrimination, and other mistreatments. SRA also supports children's participation, especially in planning, policy, learning, monitoring, and complaint mechanisms related to fulfilling children's rights and protection in education. So, one of the outcomes of implementing the curriculum in Child-Friendly Schools is that students have an anti-violent attitude, have a high tolerance, and are loyal. However, not all schools have declared or implemented this SRA. The Jember Regency Women's Empowerment and Child Protection Service (DP3AKB) reported 133 cases of violence against children and women in Jember in 2020 (January to October). This figure shows an increase compared to the previous year. It is said that the reason for the rise in cases of complaints is because public knowledge has increased in access to child protection.

Schools play an essential role in preventing and controlling bullying behaviour among children or adolescents. The low level of supervision of bullying incidents, especially in the field, playground or during school breaks, authoritarian or permissive school discipline patterns, inappropriate guidance and inconsistent school regulations, weak sanctions for bullying acts are closely related to the development of bullying behaviour in schools. Among students. In addition, indirectly, bullying passed down by seniors is still entrenched in the school environment. The principle of seniority is still strongly felt in the school environment. If the school ignores the bullying incident, the children as the bullies will get reinforcement to intimidate other children. Some children bully in an attempt to prove that they can fit into a particular group, even though they feel uncomfortable with the behavior (Kurniasari *et al.*,



2017). It shows that every structure in schools involved in preventing and dealing with bullying is expected to have knowledge and awareness in preventing bullying problems among students.

The community has roles, among others: providing information through socialization and education regarding children's rights and laws and regulations on children; providing input in the formulation of policies related to Child Protection; reporting to the authorities if there is a violation of the rights of the child; take an active role in the rehabilitation and social reintegration process for children; monitoring, supervising and taking responsibility for the implementation of Child Protection; providing facilities and infrastructure as well as creating a conducive atmosphere for children's growth and development (L1, article 72). The effectiveness of monitoring the implementation of the fulfilment of children's rights is the independent Indonesian Child Protection Commission (L1, article 74). In cases of violence in the educational environment, it must be reported to local law enforcement officers in the event of an act of violence that results in severe physical injury/physical disability/death. It considers L1 and L2, which regulate criminal acts of perpetrators of violence, including bullying. What needs attention is the impact of bullying physically and mentally, or psychologically. Severe psychological impacts are severe mental disorders and depression that lead to suicide, which are not explicitly stated in the laws and regulations in force in Indonesia. Victims will be given rehabilitation and facilitation to students who experience acts of violence. In cases of bullying on children, it is also vital to provide rehabilitation to the perpetrators, considering that recently the perpetrators will become victims of cyberbullying, so it will also impact the psychological burden of the perpetrators and victims.

In cases of bullying reported to law enforcement, a legal process will be carried out even though resolving problems from cases of child criminal offences uses diversion and restorative justice. The structures involved in the juvenile justice system are structures that include investigators and public prosecutors (L2, article 41), the attorney general (L2, article 41), judges (L2, article 43), the head of the Supreme Court (L2, article 43) who have qualifications, namely: Must have interest, attention, dedication, and understanding of children's problems. When determining diversion, law enforcement restorative justice may ask for consideration or advice from education experts, psychologists, psychiatrists, religious leaders, Professional Social Workers or Social Welfare Workers, and other experts (L2, article 27). Other parties involved in the child criminal justice system are community officers, including social counselors, professional social workers, and social welfare workers (L2, article 63). who are determined to have the requirements to have interest, attention, and

dedication in correctional services and guidance and protection. The child has attended technical training for community advisors and has a certificate (L2, article 64).

The state has also established the Special Child Development Institution (LPKA), where children serve their criminal terms. Temporary Child Placement Institution (LPAS) as a temporary place for children during the judicial process; and Social Welfare Organizing Institutions (LPKS) as a place for social services that implement social welfare for children. And the Correctional Center (Bapas) is a corrective technical implementing unit that carries out the duties and functions of community research, guidance, supervision, and assistance (L2, article 1). Establishing these institutions fulfils children's rights even though they conflict with the law.

One of the obstacles to controlling bullying cases in the community is the lack of trained resources and funding. It will impact the low coverage of services for complaints of violence or bullying. The number of human resources and infrastructure that is not sufficient with the number of incidents of violence impacts the success of solving the problem of violence (bullying) because there is a time limit given in the initial juvenile justice process (L2). For example, the PPT Seruni in Semarang, which was formed based on the local city regulation, only has six members (1 coordinator, one administration, two psychology and two legal fields). In contrast, at the sub-district and village levels, each only has one member and an average of one member. The average does not yet have competence in this field, so there is a delay in efforts to protect the law and monitor the recovery of child victims of violence. Insufficient operational funds for officers' implementation, principal, and functions result in ineffective guidance and supervision (Mustikasari & Rostyaningsih, 2020). Human Resources, in this case, the quantity and quality, and operational funding sources, play an essential role in the prevention and handling of acts of violence against children considering the various policies and laws, and regulations that have been established.

## 5. CONCLUSION

Child protection policies, the child justice system, and related institutions play an important role in the construction and representation of the problem of child bullying, thus impacting how bullying is prevented and handled. The uniqueness of this study is that it contributes to knowledge that shows the problematization of policies for acts of violence against children in cases of bullying where the victim and perpetrator are still within the child's age limit. Bullying terminology that is not explicitly stated in the policies and legislation impacts the classification of bullying behavior and the criminal sanctions given. The firmness of law enforcement in sanctioning perpetrators emphasizes that bullying is against the law and must be prevented. Parents and families,

academic units, and all structures involved instill character and values of empathy and tolerance in children. A comprehensive program strategy in responding effectively to the problem of child abuse is necessary for child protection so that children's rights are fulfilled. Further research is needed on the effects of restorative justice and mediation in preventing bullying among students, children, and adolescents. In addition, nurses need to develop school bullying prevention programs in partnership with law enforcement officials, both the police and the prosecutor's office.

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## 7. CONFLICT OF INTEREST

The authors declare that there is no conflict of interest.

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