

## Due to Process Issues in Handling Sexual Violence in Higher Education Through the PPKS Task Force

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### Abstract

*The handling of sexual violence in higher education institutions has developed significantly following the enactment of Minister of Education, Culture, Research, and Technology Regulation Number 30 of 2021 and Minister of Religious Affairs Regulation Number 73 of 2022, which require universities to establish Sexual Violence Prevention and Handling Task Forces (PPKS Task Forces). Although these regulations strengthen victim protection, their implementation raises constitutional concerns regarding task force independence, evidentiary standards, procedural fairness, and the relationship between university administrative mechanisms and the criminal justice system. This study aims to analyze the regulation of sexual violence handling in universities, identify constitutional problems in the implementation of PPKS Task Forces, and examine the harmonization between ministerial regulations, Law Number 12 of 2022 concerning Sexual Violence Crimes, criminal procedural law, and constitutional due process principles under The 1945 Constitution of the Republic of Indonesia. This normative legal research employs statutory and conceptual approaches. The study finds that PPKS Task Forces exercise quasi-judicial functions without adequate constitutional safeguards, potentially creating legal uncertainty and weakening due process and constitutional accountability in university sexual violence handling.*

**Keywords:** *due process; regulatory; sexual violence; universities.*

### Abstrak

*Penanganan kekerasan seksual di perguruan tinggi mengalami perkembangan signifikan pasca lahirnya Permendikbudristek Nomor 30 Tahun 2021 dan Peraturan Menteri Agama Nomor 73 Tahun 2022 yang mewajibkan perguruan tinggi membentuk Satuan Tugas Pencegahan dan Penanganan Kekerasan Seksual (Satgas PPKS). Meskipun regulasi tersebut memperkuat perlindungan korban, implementasinya menimbulkan persoalan konstitusional terkait independensi Satgas, standar pembuktian, keadilan prosedural, serta hubungan antara mekanisme administratif perguruan tinggi dan sistem peradilan pidana. Penelitian ini bertujuan untuk menganalisis pengaturan penanganan kekerasan seksual di perguruan tinggi, mengidentifikasi problem konstitusional dalam implementasi Satgas PPKS, serta mengkaji harmonisasi antara peraturan menteri, Undang-Undang Nomor 12 Tahun 2022 tentang Tindak Pidana Kekerasan Seksual, hukum acara pidana, dan prinsip constitutional due process dalam Undang-Undang Dasar Negara Republik Indonesia Tahun 1945. Penelitian hukum normatif ini menggunakan pendekatan perundang-undangan dan konseptual. Hasil penelitian menunjukkan bahwa Satgas PPKS menjalankan fungsi quasi-yudisial tanpa constitutional safeguard yang memadai sehingga berpotensi menimbulkan ketidakpastian hukum serta melemahkan due process dan constitutional accountability dalam penanganan kekerasan seksual di perguruan tinggi.*

**Kata Kunci:** *proses hukum; regulasi; kekerasan seksual; universitas.*



## **Pendahuluan**

Sexual violence in higher education remains a serious problem in the higher education system in Indonesia (Wartoyo & Ginting, 2023, p. 39). Campuses, which should be safe academic spaces, often become places where sexual violence occurs, with power relations involving lecturers, students, and other academics (Nikmatullah, 2020, p. 40). The Ministry of Women's Empowerment and Child Protection noted that sexual violence in the university environment is an iceberg phenomenon because most cases are not reported (Maulinda et al., 2024, p. 79). In fact, a survey by the Ministry of Education, Culture, Research, and Technology showed that 77% of lecturers admitted that sexual violence had occurred on campus and most cases were not resolved through formal legal mechanisms (Nurbayani & Wahyuni, 2023, p. 53). This condition shows that the handling of sexual violence in higher education still faces structural, cultural, and institutional problems that impact on weak protection of victims' rights and legal certainty.

In response to this situation, the government issued Minister of Education, Culture, Research, and Technology Regulation Number 30 of 2021 and Minister of Religious Affairs Regulation Number 73 of 2022, which require universities to form a Task Force for the Prevention and Handling of Sexual Violence (Satgas PPKS) (Noer & Titiek Kartika, 2022, p. 23). This regulation is seen as a progressive policy because it prioritizes victim protection as the primary focus for addressing sexual violence in academic settings. Furthermore, the enactment of Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence further strengthens the victim-centered approach in the Indonesian legal system. However, the implementation of the PPKS Task Force in practice has raised various constitutional issues, particularly regarding institutional independence, standards of proof, examination mechanisms, and the relationship between campus administrative mechanisms and the criminal justice system (Ismi et al., 2025, p. 109). In some cases (Wulandari et al., 2024, p. 14), Administrative settlement through recommendations from the PPKS Task Force is even considered to have resolved the case so that it is not continued to the state criminal process (Aditya et al., 2024, p. 22). This condition raises questions regarding the limits of the PPKS Task Force's authority and its compliance with the principles of due process of law and constitutional accountability in a state based on the rule of law.

Research on the handling of sexual violence in higher education in recent years has shown increasing attention to the effectiveness of Sexual Violence Prevention and Handling (PPKS) policies in academic environments. Nagara and Adi (2024) emphasized

the importance of an ideal model for dealing with sexual violence in higher education through strengthening the campus institutional system, while Farida and Handoko (2024) focused on the preventive and repressive efforts of universities in dealing with sexual violence (Farida & Handoko, 2024, p. 134; Nagara, 2024, p. 85). Research by Iqbal and Zurnetti (2025) more attention is paid to legal protection by the PPKS Task Force for student victims, while Anisah (2025) Identifying various challenges in implementing Ministerial Regulation Number 30 of 2021 at several universities in Yogyakarta (Anisah, 2025, p. 97; Iqbal & Zurnetti, 2025, p. 31). Wulandari, Handayani, and Jamal (2024) discussed the formation of the PPKS Task Force as a campus institutional instrument in handling cases of sexual violence, while Andriani and Martha (2024) examined the enforcement of criminal law after the enactment of the Minister of Education, Culture, Research and Technology Regulation Number 30 of 2021 (Andriani & Martha, 2021, p. 54; Wulandari et al., 2024). On the other hand, Fazny et al. (2024) portrayed the high vulnerability of students to sexual harassment, while Rahmasari et al. (2023) highlights the challenges and hopes of policies for preventing and responding to sexual violence in higher education (Fazny et al., 2024, p. 97; Rahmasari et al., 2023, p. 60).

In addition to discussing victim protection and the effectiveness of campus policies, several studies have begun to examine the policy dimensions and institutional resistance to the implementation of PPKS regulations. Khoiri and Kafa (2024) analyzes the dynamics of higher education resistance to the implementation of Minister of Education, Culture, Research, and Technology Regulation Number 30 of 2021 and offers an evaluation of alternative policies (Khoiri & Kafa, 2024, p. 30). Wahyuni, Supraja, and Asriani (2026) This demonstrates the development of the academic narrative on sexual violence, shifting from a previously silenced issue to an increasingly open legal and social discourse (Wahyuni et al., 2026, p. 355). Meanwhile, Azisa et al. (2024) examines physical and non-physical sexual violence crimes in higher education from a criminal law perspective. However, these studies generally focus on victim protection, the effectiveness of the PPKS Task Force, policy implementation, and criminal law enforcement from an administrative and victimological perspective. There has been no study specifically analyzing the disharmony between Permendikbudristek Number 30 of 2021, Regulation of the Minister of Religious Affairs Number 73 of 2022, Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence, criminal procedural law, and the principle of constitutional due process in the 1945 Constitution of the Republic of Indonesia. Therefore, this article offers a novelty through a constitutional law approach by positioning the PPKS Task Force as a quasi-

judicial institution that needs to be analyzed from the perspective of due process, constitutional accountability, and harmonization of the national legal system (Azisa et al., 2024, p. 543).

Based on this description, this article examines three main problems, namely the regulation of handling sexual violence through the PPKS Task Force in higher education, the problem of due process in the implementation of the PPKS Task Force, and the harmonization of the mechanism for handling sexual violence with criminal procedural law and the principle of constitutional due process.

### **Method**

This research is a normative legal research that focuses on the analysis of legal norms, legal principles, and harmonization of regulations in handling sexual violence in higher Education (Marzuki, 2010, p. 28). The approaches used include the statute approach and the conceptual approach (Fajar & Ahmad, 2015). A legislative approach was used to analyze various regulations related to handling sexual violence in higher education, including Regulation of the Minister of Education, Culture, Research, and Technology Number 30 of 2021, Regulation of the Minister of Religious Affairs Number 73 of 2022, Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence, criminal procedural law, and the 1945 Constitution of the Republic of Indonesia. Meanwhile, a conceptual approach was used to analyze the concepts of constitutional due process, constitutional accountability, quasi-judicial law, and harmonization of the legal system in handling sexual violence in higher education.

The legal materials used consisted of primary, secondary, and tertiary legal materials obtained through library research. Primary legal materials included laws and related legal documents, while secondary legal materials consisted of scientific journals, books, research results, and academic articles relevant to the issues of sexual violence and constitutional law. Tertiary legal materials included legal dictionaries and legal encyclopedias. All legal materials are analyzed prescriptively and interpretively through systematic and constitutional interpretation to identify due process problems and regulatory disharmony in the mechanism for handling sexual violence through the PPKS Task Force in higher education.

## **Discussion**

### **1. Regulation of Handling Sexual Violence Through the PPKS Task Force in Higher Education**

Universities are essentially academic spaces built to guarantee freedom of thought, development of knowledge, and protection of human dignity (Wiratraman et al., 2024, p. 143). However, in practice, the university environment is not completely free from various forms of sexual violence involving power relations between lecturers and students, seniors and juniors, and between members of the academic community (Refika et al., 2023, p. 60). Sexual violence on campus not only impacts victims physically and psychologically, but also impacts the continuation of their education, their sense of security, and their constitutional right to a decent educational environment. This situation indicates that sexual violence in higher education has developed into a structural problem requiring more systematic legal and institutional intervention.

The phenomenon of sexual violence in higher education has for years been difficult to expose to the public. Many victims choose not to report it due to fear of social stigma, victim blaming, academic intimidation, or distrust in internal campus resolution mechanisms (Wahyuni et al., 2022, p. 13). Furthermore, the strong power relations between perpetrators and victims often leave victims vulnerable and unable to access formal legal mechanisms. This situation demonstrates that the issue of sexual violence in higher education cannot be understood solely as an individual issue, but also as an institutional and legal cultural issue.

The Ministry of Education, Culture, Research, and Technology shows that most cases of sexual violence in higher education are never officially reported (Simanjuntak & Isbah, 2022, p. 539). This situation reinforces the notion that cases of sexual violence in academic settings represent the tip of the iceberg, far larger than the number of formally recorded cases. This low level of reporting is inextricably linked to the weakness of victim protection systems and the ineffectiveness of internal university handling mechanisms in the past. In many cases, universities prioritize protecting the institution's reputation over redressing the victims' rights (Nurmansyah & Jamaludin, 2025, p. 29).

This issue then prompted the government to introduce specific regulations governing the prevention and handling of sexual violence in higher education. These regulations acknowledge that universities can no longer leave the resolution of sexual violence solely to informal mechanisms or non-standardized internal policies. The government has begun to prioritize victim protection as part of its constitutional obligation to guarantee the right to a

sense of security and legal protection (Tantri, 2021, p. 150). Thus, the birth of the PPKS policy is part of the state's legal policy in strengthening human rights protection in the higher education sector.

The issuance of Ministerial Regulation Number 30 of 2021 marks a crucial milestone in the development of regulations for handling sexual violence in higher education. This regulation positions higher education institutions as institutions actively responsible for preventing, handling, assisting, and rehabilitating victims of sexual violence (Virgistasari & Irawan, 2022, p. 107). The Minister of Education, Culture, Research, and Technology Regulation also introduces a new institutional mechanism in the form of the Task Force for the Prevention and Handling of Sexual Violence (Satgas PPKS). The presence of the Task Force PPKS demonstrates a paradigm shift from a passive approach to a more proactive institutional approach (Amaliatulwalidain et al., 2024, p. 301).

In addition to the Minister of Education, Culture, Research, and Technology Regulation Number 30 of 2021, the government also issued the Minister of Religious Affairs Regulation Number 73 of 2022 which regulates the prevention and handling of sexual violence in religious higher education institutions (Parulian Siagian et al., 2024, p. 183). The presence of this regulation demonstrates that protecting victims of sexual violence is not only a concern for public universities, but also for religious universities. PMA Number 73 of 2022 regulates the establishment of the PPKS Task Force within religious universities and emphasizes the obligation of educational institutions to provide a more structured case handling mechanism. Thus, this regulation reinforces the state's commitment to building a higher education environment that is safe and free from sexual violence.

The legal policy for the formation of PPKS regulations basically stems from the increasing demands for victim protection and strengthening of human rights in the national education system (Sosia, 2025, p. 28). The state is beginning to recognize that sexual violence cannot be viewed solely as a moral issue, but also as a violation of citizens' constitutional rights. Universities are positioned as institutions responsible not only for academic development but also for ensuring the safety and dignity of their academic community (Widowati & Kurniati, 2025, p. 90). Therefore, the formation of the PPKS Task Force is part of the state's efforts to expand access to justice and victim protection.

The approach used in the PPKS regulations shows a shift towards a victim-centered approach (Murdiana et al., 2025, p. 62). This approach positions victims as the ones who deserve maximum protection, support, and recovery. This shift is evident in regulations

regarding psychological support, protection of victims' identities, and the obligation of universities to provide secure reporting mechanisms (Bratama, 2026, p. 23). However, the very strong orientation towards victim protection also gives rise to debate regarding the balance between victim protection and the protection of the procedural rights of the reported party.

In Ministerial Regulation Number 30 of 2021, sexual violence is broadly understood to encompass both physical and non-physical acts. This regulation addresses not only physical acts but also verbal, non-verbal, and technology-based behaviour that has sexual content and impacts the victim (Zarkasi & Siregar, 2024, p. 328). This broad regulation aims to provide more comprehensive protection against various forms of sexual violence that have previously been difficult to address under conventional criminal law. However, this broad scope also raises issues regarding the limits of interpretation and standards of proof in handling practices.

Permendikbudristek Number 30 of 2021 also stipulates the obligations of higher education institutions to prevent sexual violence. Universities are required to develop internal policies, provide education, provide reporting facilities, and create a safe academic environment. These obligations demonstrate that handling sexual violence focuses not only on post-incident action but also encompasses preventative measures. Thus, the PPKS regulation places prevention as an integral part of higher education governance.

In addition to its preventive function, the regulation also establishes a mechanism for handling sexual violence cases through the PPKS Task Force. The Task Force is authorized to receive reports, conduct initial investigations, provide assistance, and recommend administrative sanctions to university leaders. In practice, the Task Force holds a very strategic position as it serves as the primary point of contact for handling reports of sexual violence on campus (Utami et al., 2025, p. 50). This authority demonstrates that the PPKS Task Force is not simply an administrative body, but rather an institution with the function of assessing and investigating alleged violations.

The formation of the PPKS Task Force at universities is carried out through a decision by the university leadership, involving lecturers, educational staff, and students. This composition is intended to ensure that the handling of sexual violence is carried out in a participatory manner and represents the needs of the academic community (Wulandari et al., 2024). On the other hand, the involvement of internal campus elements also raises the issue of independence because the Task Force members remain within the institutional structure of the university (Suhardityo & Nurhayati, 2026, p. 30). This situation has the

potential to create a conflict of interest, especially when the case involves parties holding strategic positions within the institution.

**Table 1. Comparison of PPKS Task Force regulations in Ministerial Regulation No. 30 of 2021 and PMA No. 73 of 2022**

Aspect	Minister of Education, Culture, Research and Technology Regulation No. 30 of 2021	PMA No. 73 of 2022
Scope	Public college	Religious colleges
Formation of the Task Force	Must be formed by universities	Must be formed by PTKI
Task Force Functions	Prevention, treatment, assistance	Prevention, treatment, recovery
Approach	Victim-centered approach	Victim-centered and religious approaches
Sanctions	Administrative	Administrative and coaching

Source: Author's Analysis

PMA Number 73 of 2022 is essentially similar in substance to Permendikbudristek Number 30 of 2021. This regulation also requires the formation of a PPKS Task Force and provides opportunities for victims to receive protection and assistance. However, PMA Number 73 of 2022 adapts the handling mechanism to the characteristics of religious higher education institutions, which have different institutional values and cultures (Halim et al., 2025, p. 340). Thus, this regulation shows an effort to harmonize victim protection and religious values in higher education environments.

The enactment of Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence further strengthens the policy direction of victim protection in the Indonesian legal system (Susanti, 2026, p. 1344). The TPKS Law provides broader recognition of victims' rights, including the right to restitution, assistance, recovery, and protection from re-victimization (Salsabila et al., 2024, p. 85). Furthermore, the TPKS Law also expands the types of sexual violence crimes that can be processed through the criminal justice system. The TPKS Law demonstrates the state's efforts to build a more comprehensive victim protection system.

However, the relationship between the administrative mechanisms of the PPKS Task Force and the national criminal justice system still raises a number of problems (Amin, 2019, p. 408). The PPKS Task Force is essentially an administrative instrument for higher education institutions tasked with handling internal campus reports. However, in practice, the Task Force also conducts investigations, fact-finding assessments, and recommends sanctions against the reported party (Kurniaty, 2025, p. 27). This function raises questions about the limits of the Task Force's authority and its relationship to the authority of law enforcement officials in the criminal justice system.

The PPKS Task Force can be understood as an institution with a quasi-judicial character because it carries out functions that resemble an adjudication process. The Task Force receives reports, conducts clarifications, examines relevant parties, and concludes on alleged violations before recommending administrative sanctions to university leaders. In this context, the Task Force not only performs standard administrative functions but also carries out assessment functions that directly impact an individual's rights and legal standing (Kristanto et al., 2025, p. 90). This situation has given rise to the issue of constitutional due process in the mechanism for handling sexual violence in higher education.

The issue of due process is increasingly important because the PPKS regulations do not yet provide detailed provisions regarding the evidentiary mechanism and the protection of the procedural rights of the reported party. In a number of cases, the examination process at the Task Force level is conducted using varying evidentiary standards across universities. The lack of a uniform standard has the potential to create legal uncertainty and disparities in case handling. Furthermore, the mechanism for objections and review of the Task Force's examination results has not been comprehensively regulated.

On the other hand, universities often view administrative resolution through the PPKS Task Force as sufficient to resolve cases (Andriani & Martha, 2021). In some cases, recommendations for administrative sanctions in the form of suspension, dismissal, or coaching are deemed to have fulfilled the aspect of institutional justice so that the case is not continued to the criminal process (Anam et al., 2025, p. 570). This situation creates problems because sexual violence crimes are essentially within the jurisdiction of the state's criminal justice system. Thus, there is the potential for the criminal mechanism to be substituted by campus administrative resolution (Soejoeti & Susanti, 2020, p. 70).

These issues demonstrate that the mechanism for handling sexual violence in higher education still presents serious constitutional challenges. On the one hand, the PPKS regulation has successfully strengthened victim protection and encouraged universities to be more proactive in handling sexual violence cases. However, on the other hand, the expanded function of the PPKS Task Force as a quasi-judicial institution has not been fully balanced with adequate constitutional safeguards. As a result, the mechanism for handling sexual violence in higher education has the potential to raise issues related to due process of law, legal certainty, and constitutional accountability.

Thus, the regulation of sexual violence handling through the PPKS Task Force represents a significant development in the victim protection system in higher education.

The introduction of the PPKS regulation has driven a shift in the governance of sexual violence handling, from an informal approach to a more structured and institutionalized one. However, strengthening victim protection needs to be balanced with clearer procedural mechanisms to prevent legal uncertainty and abuse of administrative authority. Therefore, an analysis of due process issues in the implementation of the PPKS Task Force is crucial to ensure that handling sexual violence in higher education remains aligned with the principles of the rule of law and constitutionalism.

## **2. Due Process Problems in the Implementation of the PPKS Task Force in Higher Education**

The principle of due process of law is one of the main foundations of a modern state of law which emphasizes that every action that impacts a person's rights must be carried out through fair, rational and accountable procedures (Fadli, 2025, p. 60). This principle is developed not only in the criminal justice system but also in administrative law and institutional mechanisms that carry out the function of examining citizens. In the context of higher education, the implementation of due process is crucial because the mechanism for handling sexual violence through the PPKS Task Force has direct consequences for the academic standing, reputation, and constitutional rights of the parties being investigated (Widiyanti et al., 2023, p. 200). Therefore, the establishment of the PPKS Task Force cannot be separated from constitutional principles that guarantee the equal protection of the rights of all parties.

From the perspective of a state based on the rule of law, due process of law is closely linked to the principles of legal certainty, procedural justice, and the protection of human rights. This concept requires that every investigation mechanism be implemented based on clear, transparent, and non-discriminatory procedures. Furthermore, due process also requires a balance between the interests of protecting victims and the rights of the accused (Fernando, 2021, p. 71). Thus, the principle of due process is not intended to hinder the protection of victims, but rather to ensure that the handling process is carried out legitimately and constitutionally (Amrianto, 2023, p. 42).

The relationship between due process and the principle of equality before the law is important in handling sexual violence in higher education (Handayani, 2025, p. 32). All parties involved in the investigation process, both victims and defendants, have the right to receive fair legal protection. A state based on the rule of law prioritizes not only the final outcome of punishment or sanctions, but also emphasizes the importance of a fair process

(Musa et al., 2024, p. 331). Therefore, the PPKS Task Force mechanism must be placed within the framework of constitutional due process so that it does not develop into an administrative instrument that has the potential to violate the procedural rights of campus residents (Halim et al., 2025).

The principle of due process also has a close relationship with the concept of constitutionalism which limits the use of power by institutions (Saputra, 2025, p. 3031). In the context of higher education, the establishment of the PPKS Task Force is indeed intended to provide protection for victims of sexual violence. However, this authority must be limited by the principles of accountability and constitutional oversight. Without clear limitations, the Task Force mechanism could develop into an institution that carries out investigations without adequate legal standards.

The implementation of the PPKS Task Force in higher education essentially demonstrates an expansion of administrative functions in handling sexual violence. The Task Force not only receives reports but also conducts investigations, clarifications, and assessments of alleged violations. In practice, the Task Force can even recommend administrative sanctions that directly impact an individual's academic rights. This authority demonstrates that the Task Force is performing a function similar to an adjudication process.

Conceptually, the PPKS Task Force can be categorized as a quasi-judicial institution. This characteristic is evident in the Task Force's authority to conduct fact-checks, request information, evaluate evidence, and conclude on alleged violations before issuing recommendations to university leaders (Febriandari, 2023, p. 30). In this context, the Task Force is no longer merely an administrative organ, but rather an institution with a legal assessment function. Therefore, the Task Force requires adequate constitutional safeguards.

Problems arise because the PPKS regulations do not yet specifically stipulate the procedural standards that must be used in the Task Force's investigations. There are no clear provisions regarding the standard of proof, objection mechanisms, or parameters for evaluating evidence. As a result, each university can implement different procedures in handling reports of sexual violence. This situation creates legal uncertainty in the implementation of the PPKS Task Force (Saragih et al., 2023, p. 515).

Furthermore, the Task Force's position within the university structure also raises questions about institutional independence. The Task Force is formed by university leadership, and most of its members come from within the university (Suhardityo &

Nurhayati, 2026). This situation forces the Task Force to remain within the institutional bureaucracy, which has a vested interest in maintaining the stability and reputation of the university. In some cases, the independence of the audit can be compromised when reports involve parties holding strategic positions on campus.

The issue of independence is further complicated by the reputational pressure universities often face when cases of sexual violence become public. Universities tend to strive to maintain their institutional image to avoid a decline in public trust. As a result, the audit process can be influenced by administrative and internal political considerations (Marfu'ah et al., 2021, p. 97). This situation has the potential to create institutional bias in the case handling process.

The weak independence of the Task Force indicates a constitutional accountability problem in the implementation of the PPKS regulation. In a state governed by the rule of law, every institution carrying out inspection functions must have a clear and accountable control mechanism (Basuki, 2013, p. 59). However, in practice, oversight of the Task Force remains very limited and dependent on the internal policies of each university. This situation makes it difficult to monitor the case handling mechanism objectively.

In addition to independence issues, the implementation of the PPKS Task Force also faces serious problems with evidentiary standards. PPKS regulations do not specify the form and quality of evidence that can be used in examinations. As a result, evidentiary standards vary across universities, depending on the interpretations of each Task Force. This inequality has the potential to create disparities in the handling of sexual violence cases on campus.

In criminal procedural law, evidentiary mechanisms are strictly regulated through clear procedures. Proof is obtained based on limited evidence and through a structured examination process. In contrast, the PPKS Task Force mechanism uses a more flexible administrative approach and lacks a uniform evidentiary standard. This difference creates tension between the victim protection approach and the principle of legal certainty.

In practice, many cases of sexual violence in higher education rely solely on victim testimony and digital evidence as the basis for examination. The use of digital evidence is indeed relevant in light of developments in information technology, but still requires clear verification standards. Without measurable parameters, the evidence assessment process has the potential to be subjective. This condition can give rise to the potential for arbitrariness in the inspection process.

**Table 2. Problem due process in the implementation of the PPKS Task Force in universities**

Aspect	Problem Due Process	Implications
Task Force Independence	Formed by campus leaders	Potential conflict of interest
Standard of Proof	Not uniform between campuses	Legal uncertainty
Procedural Rights	Minimal defense arrangements	Imbalance of rights protection
Objection Mechanism	Not clearly available	Weak constitutional safeguards
Relationship to Criminal Proceedings	Dominant administrative settlement	Potential substitution of the criminal system

Source: Author's Analysis

The next issue relates to the protection of the procedural rights of the reported party in the PPKS Task Force mechanism (Artina et al., 2026, p. 52). The PPKS regulations emphasize victim protection over detailed provisions regarding the rights of those being questioned. However, the principle of due process requires balanced protection for all parties involved in the investigation process. This imbalance has the potential to raise constitutional issues.

The right to be heard is a fundamental principle of fair procedure (Atsar, 2023, p. 87). In some investigations, the accused feels they are not given an adequate opportunity to present a reasonable defense. Furthermore, not all universities provide access to legal assistance during the Task Force investigation process. As a result, the accused's position is relatively weak compared to the formal judicial system's investigation mechanisms (Idris et al., 2024, p. 82).

Another issue is the lack of a clear objection and appeal mechanism for the Task Force's investigation results. Most internal university regulations do not provide for a procedure for re-examining the Task Force's recommendations. However, the principle of constitutional due process requires a mechanism for oversight of decisions that impact individuals' rights. The absence of such a mechanism indicates an accountability gap in the implementation of the PPKS Task Force.

The relationship between campus administrative mechanisms and the national criminal justice system is also a significant issue. In practice, university leaders often use the Task Force's recommendations as the primary basis for imposing administrative sanctions. These sanctions can include suspension, dismissal, or counseling for the reported party. The problem is that these administrative resolutions are often considered sufficient to resolve the case.

This situation creates the potential for campus administrative mechanisms to substitute the criminal justice system. Universities indirectly carry out case resolution functions that should be the responsibility of state law enforcement officials. As a result,

some cases of sexual violence are never referred to criminal proceedings even though they meet the elements of a crime. This phenomenon demonstrates the overlapping authority between campus mechanisms and the national criminal justice system.

From a constitutional law perspective, the state remains primarily responsible for enforcing criminal law and protecting the rights of victims (Rezah & Sapada, 2022, p. 251). Universities do not have the authority to replace law enforcement officials in determining criminal responsibility. Therefore, administrative resolution through the Task Force should be understood as a complementary internal mechanism. This understanding is crucial for maintaining the supremacy of the national criminal justice system.

The issue of constitutional accountability is also evident in the weak oversight mechanism for the PPKS Task Force. Existing regulations do not yet specify the form of external evaluation and oversight of the examination process. As a result, examination standards are highly dependent on the internal policies of each university. This situation leads to disparities in handling practices across campuses.

Weak oversight also makes it difficult to access the Task Force's examination process transparently. Most of the Task Force's reports and recommendations cannot be publicly reviewed due to institutional confidentiality. While protecting the identity of victims is crucial, excessive confidentiality can hinder accountability in the examination process. This situation demonstrates that the implementation of the Task Force still faces problems of institutional control.

Nevertheless, criticism of the implementation of the PPKS Task Force should not be interpreted as a rejection of the protection of victims of sexual violence. Victim protection remains a primary goal of PPKS policies in universities. However, victim protection must go hand in hand with respect for the principle of due process and the constitutional rights of all parties. This balance is crucial to ensure that the handling mechanism remains legally legitimate.

From a constitutional due process perspective, victim protection and procedural rights protection are not mutually exclusive (Teguh et al., 2024, p. 141). Both must be positioned as part of a balanced and civilized justice system. Mechanisms for handling sexual violence that ignore due process have the potential to create legal uncertainty and abuse of administrative authority. Therefore, reform of the PPKS Task Force needs to be directed at strengthening procedures and oversight mechanisms without compromising victim protection.

Thus, the implementation of the PPKS Task Force demonstrates significant progress in protecting victims of sexual violence in higher education. However, the expansion of the Task Force's function as a quasi-judicial institution has also given rise to various due process issues related to independence, standards of proof, protection of procedural rights, and constitutional accountability. This situation demonstrates that mechanisms for handling sexual violence in higher education still require harmonization with the principles of the rule of law and constitutional due process. Therefore, discussions on regulatory harmonization are crucial to ensure that victim protection remains effective without neglecting the principles of constitutionalism.

### **3. Harmonisasi Penanganan Kekerasan Seksual Perguruan Tinggi dalam Perspektif Constitutional Due Process**

Handling sexual violence in higher education is basically not only related to protecting victims, but also concerns harmonization of the national legal system (Habibi, 2023, p. 141). The existence of Minister of Education, Culture, Research, and Technology Regulation Number 30 of 2021 and Minister of Religious Affairs Regulation Number 73 of 2022 demonstrates the state's commitment to establishing victim protection mechanisms in the academic environment. However, the implementation of these two regulations continues to raise various issues of disharmony with Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence, criminal procedural law, and the principles of the rule of law in the 1945 Constitution of the Republic of Indonesia. This situation demonstrates that mechanisms for handling sexual violence in higher education still require more comprehensive regulatory synchronization.

This regulatory disharmony is evident in the unclear boundaries of the PPKS Task Force's authority in handling allegations of sexual violence on campus. On the one hand, the Task Force is authorized to receive reports, conduct investigations, and recommend administrative sanctions (Kaukinen, 2017, p. 138). However, on the other hand, crimes of sexual violence remain the domain of the state's criminal justice system. This unclear boundary raises questions about the relationship between campus administrative authority and the authority of law enforcement officials.

**Table 3. Inventory of Disharmonious Regulations for Handling Sexual Violence in Higher Education**

No	The Provisions in Question	Regulatory Substance	Potential Disharmony with the TPKS Law, the Criminal Procedure Code, and the 1945	Forms of Constitutional Problems
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<b>Constitution</b>				
1	Minister of Education, Culture, Research and Technology Regulation Number 30 of 2021 Article 1 Numbers 1–21	Contains a very broad definition and forms of sexual violence, including verbal and non-physical acts.	Some formulations are broader than the criminal construction in Law Number 12 of 2022 concerning Criminal Acts of Sexual Violence, thus potentially giving rise to differences in assessment standards between administrative and criminal processes.	Potential legal uncertainty
2	Minister of Education, Culture, Research and Technology Regulation No. 30 of 2021 Articles 23–24	The PPKS Task Force receives reports, examines them, and recommends sanctions.	The examination function resembles the adjudication process, whereas the Criminal Procedure Code places the criminal evidence process in the hands of law enforcement officers and the courts.	The task force carries out quasi-judicial functions without constitutional safeguards.
3	Minister of Education, Culture, Research and Technology Regulation No. 30 of 2021 Article 31	The university leadership imposed administrative sanctions based on the recommendations of the Task Force.	In practice, administrative sanctions are often considered to have resolved the case so that it is not continued to criminal proceedings according to the TPKS Law.	Potential substitution of the criminal justice system by campus administrative mechanisms
4	Minister of Education, Culture, Research and Technology Regulation No. 30 of 2021 Article 19 paragraph (2)	The examination can prioritize the protection of victims and confidentiality of identity.	This has not been balanced in detail with the defendant's right to defend himself as stipulated in the fair trial principle in the Criminal Procedure Code and Article 28D paragraph (1) of the 1945 Constitution.	Imbalance of procedural rights protection
5	Minister of Education, Culture, Research and Technology Regulation No. 30 of 2021 Article 33	Universities are required to follow up on the recommendations of the Task Force	There is no detailed and uniform internal objection or appeal mechanism.	Potentially contrary to the principle of due process of law
6	Regulation of the Minister of Religion (PMA) Number 73 of 2022 Articles 18–20	The Task Force at Religious Higher Education Institutions has the authority to receive reports, inspections and recommendations.	The administrative authority of the campus may overlap with the authority of investigators in the Criminal Procedure Code.	Overlapping authority
7	PMA No. 73 of 2022 Article 27	Settlement through PTKI's internal mechanisms	The relationship with the criminal process based on the TPKS Law is not rigidly stated.	Potential for informal termination of criminal proceedings
8	PMA No. 73 of 2022 Article 30	The university leadership imposed administrative	Administrative sanctions may be imposed before a court decision is issued	Potential conflict with the principle of presumption of

	sanctions	with permanent legal force	innocence
9	Minister of Education, Culture, Research, and Technology Regulation No. 30 of 2021 in conjunction with PMA No. 73 of 2022 The task force is under the university structure	The independence of the auditing institution is not fully guaranteed as is the principle of impartiality in due process.	Conflict of interest and weak constitutional accountability
10	Minister of Education, Culture, Research, and Technology Regulation No. 30 of 2021 in conjunction with PMA No. 73 of 2022 Technical arrangements for handling sexual violence are made through ministerial regulations.	The regulations have a direct impact on the constitutional rights of campus residents, while restrictions on rights should ideally be regulated by law in accordance with Article 28J of the 1945 Constitution.	The issue of legitimacy of the hierarchy of norms and delegation of authority

Source: Author's analysis

The issue of disharmony is also evident in the overlap between administrative and criminal mechanisms. In practice, administrative resolution through the Task Force is often considered sufficient to resolve cases, preventing them from being referred to law enforcement. This situation demonstrates a tendency to substitute the function of the criminal justice system for internal campus mechanisms. As a result, legal certainty in handling sexual violence is compromised (Kamalludin et al., 2023, p. 112).

The unclear relationship between regulations has led to a fragmentation of the legal system in handling sexual violence in higher education. Campus administrative regulations operate separately from the national criminal law system. Each university can implement different procedures and mechanisms according to its own internal policies. This situation demonstrates the weak harmonization of the legal system in protecting victims and enforcing procedural rights.

In addition to creating overlapping authority, regulatory disharmony also results in legal uncertainty (Harrington, 2006, p. 352). Legal uncertainty is evident in the absence of national standards regarding the Task Force's examination mechanisms, standards of proof, or its relationship to the criminal process. Consequently, the handling of sexual violence cases on campus relies heavily on the internal interpretation of each university. This situation has the potential to create disparities in legal protection between higher education institutions.

In the context of a state based on the rule of law, regulatory harmonization is crucial to ensure that every case-handling mechanism operates constitutionally. Handling sexual

violence in higher education must not only focus on administrative effectiveness but also guarantee the protection of the constitutional rights of all parties (McMahon, 2008, p. 361). Therefore, regulatory harmonization needs to be positioned as part of efforts to strengthen constitutional governance in the higher education system. This approach is crucial to ensure that victim protection remains effective without neglecting the principle of the rule of law.

The concept of constitutional due process can serve as the primary basis for harmonizing regulations for handling sexual violence in higher education (Luluardi et al., 2023, p. 219). Due process emphasizes that any action that impacts a person's rights must be carried out through fair, rational, and accountable procedures. This principle applies not only to the criminal justice system but also to administrative mechanisms and quasi-judicial institutions. Therefore, the implementation of the PPKS Task Force must be aligned with the principle of constitutional due process.

From a constitutional perspective, due process serves as a constitutional safeguard that limits the use of authority by institutions (Landsberg, 1998, p. 61). This principle prevents the arbitrary use of power and ensures the protection of citizens' rights. Therefore, the PPKS Task Force's examination mechanism must be implemented based on clear and accountable procedures. Without constitutional safeguards, the Task Force has the potential to develop into an administrative institution lacking control.

The principle of due process is also closely related to the concepts of fair procedure and legal certainty. A fair examination mechanism must provide equal opportunities for all parties to provide information and obtain procedural rights protection. Furthermore, examination procedures must be implemented based on clear and uniform standards. Therefore, regulatory harmonization needs to be directed at strengthening the PPKS Task Force's examination procedures.

In the context of handling sexual violence in higher education, regulatory harmonization must balance the protection of victims with the procedural rights of the reported party. While victim protection is the primary objective of PPKS regulations, this should not be used as an excuse to ignore the principle of equality before the law. This balance is crucial for the handling mechanism to remain constitutionally legitimate. Therefore, a balanced protection approach is crucial in PPKS regulatory reform (Kamalludin et al., 2024, p. 37).

Regulatory harmonization also needs to clarify the limits of the PPKS Task Force's authority within the national legal system. The Task Force should be positioned as an

internal administrative mechanism at universities, supporting victim protection and maintaining a safe academic environment. However, the Task Force should not be positioned as a criminal justice institution that determines individual criminal responsibility. Clarifying the limits of this authority is crucial to prevent overlap with law enforcement officials.

The relationship between the Task Force and law enforcement officials needs to be coordinated and complementary. The Task Force can serve as the initial point of contact for receiving reports and providing assistance to victims on campus. However, if an incident meets the elements of a criminal offense, the case must still be processed through state criminal law mechanisms. Therefore, administrative resolution cannot replace criminal proceedings.

The distinction between administrative sanctions, ethical sanctions, and criminal sanctions must also be clearly defined in regulations. Administrative sanctions aim to maintain order and an academic environment at universities. Meanwhile, criminal sanctions represent a form of legal accountability that can only be imposed through the state criminal justice system. This clarity is crucial to prevent the expansion of administrative authority beyond constitutional limits.

In the perspective of the constitutional obligation of the state (Dorsey, 2017, p. 180), The state remains primarily responsible for enforcing criminal law and protecting victims' rights. Universities do not have the authority to replace the state in determining criminal responsibility. Therefore, regulatory harmonization must ensure that campus administrative procedures remain within the framework of the national legal system. This approach is crucial for maintaining the supremacy of the country's criminal justice system.

Strengthening constitutional safeguards within the PPKS Task Force mechanism is also a crucial requirement for regulatory harmonization. One form of this strengthening is the development of uniform standardized examination procedures across all higher education institutions. These standards should encompass examination procedures, protection of the rights of related parties, and mechanisms for verifying examination results. With national standards, disparities in treatment across higher education institutions can be minimized.

Furthermore, regulatory harmonization also requires establishing standards of evidence in Task Force examinations (Hudha Bagus Setyadi & Indah Sri Utari, 2025, p. 730). The use of digital evidence, victim statements, and other evidence must be based on clear and accountable parameters. These evidentiary standards are crucial to prevent

subjectivity and potential arbitrariness in the investigation process. This will ensure the Task Force's investigation mechanism is more accountable.

Protection of the procedural rights of the reported party also needs to be strengthened through more detailed regulations. Every party investigated must have the right to be heard, to receive information about the investigation, and to receive legal representation. Furthermore, regulations should provide a mechanism for objections and appeals against the Task Force's investigation results. These provisions are crucial to ensure procedural fairness within campus administrative mechanisms.

Strengthening the oversight and evaluation mechanisms of the PPKS Task Force is also crucial for regulatory harmonization. Oversight cannot rely solely on internal university mechanisms but also requires the involvement of independent external parties. With external oversight, the Task Force's investigation process can be more transparent and accountable. This is crucial for strengthening constitutional accountability in the Task Force's implementation.

Reconstructing the independence of the PPKS Task Force is also necessary to minimize conflicts of interest. The selection mechanism for Task Force members must be transparent and involve independent elements outside the university. Furthermore, campus leadership intervention in the audit process needs to be strictly limited by regulations. This institutional reform is crucial to enable the Task Force to carry out its audit function more objectively.

**Table 4. A harmonization model for handling sexual violence in higher education based on constitutional due process**

Aspect	Current Regulations	Harmonization Model
Task Force Authority	Quasi-judicial without clear limits	Administrative with clear limits of authority
Standard of Proof	Different between campuses	National standards
Procedural Rights	Not yet uniform	<i>Procedural safeguards are clear</i>
Relationship to Criminal Proceedings	Overlap	Coordinative and complementary
Supervision	Internal campus	Internal and external

Source: Author's Analysis

This harmonization model demonstrates that reforming the PPKS regulations cannot simply strengthen victim protection. Reform must also be directed at strengthening procedures, accountability, and legal certainty within the Task Force's investigation mechanisms. This way, victim protection can be aligned with respect for the procedural rights of all parties. This approach is crucial for building a more equitable system for handling sexual violence.

From a constitutional governance perspective, handling sexual violence in higher education must be understood as part of protecting citizens' constitutional rights. Universities are not only academic spaces but also constitutional spaces that must uphold the principles of the rule of law and human rights. Therefore, every mechanism for handling sexual violence must be implemented based on the principle of constitutionalism. This approach is crucial to ensure that victim protection maintains strong legal legitimacy.

A balance between a victim-centered approach and due process is at the heart of harmonizing regulations for handling sexual violence in higher education. Victim protection must remain a top priority, but it must not be carried out at the expense of the principle of procedural justice. Overly repressive handling mechanisms without constitutional oversight have the potential to create new problems in a state governed by the rule of law. Therefore, regulatory harmonization must be directed towards creating a balanced and constitutional protection system. Thus, harmonizing the handling of sexual violence in higher education is an urgent need to strengthen constitutional due process and legal certainty. The disharmony between campus administrative regulations, criminal law, and constitutional principles demonstrates the need for more comprehensive reform of the sexual violence handling system. This reform should be directed at strengthening constitutional safeguards, clarifying the limits of the Task Force's authority, and strengthening institutional accountability. Through regulatory harmonization based on constitutional due process, it is hoped that the handling of sexual violence in higher education will be more fair, effective, and in line with the principles of the rule of law.

## **Conclusion**

The handling of sexual violence in higher education through the Sexual Violence Prevention and Handling Task Force (Satgas PPKS) represents a significant development in the victim protection system within the higher education environment. The enactment of Minister of Education, Culture, Research, and Technology Regulation No. 30 of 2021 and Minister of Religious Affairs Regulation No. 73 of 2022 strengthens the responsibility of higher education institutions to prevent, handle, support, and provide recovery for victims of sexual violence. These regulations also position the PPKS Task Force as an institutional mechanism responsible for receiving reports, conducting investigations, and recommending administrative sanctions. However, these regulations still demonstrate unclear boundaries of the Task Force's authority in relation to the national criminal justice system.

The implementation of the PPKS Task Force in practice has given rise to various due process problems related to institutional independence, standards of proof, protection of procedural rights, and constitutional accountability mechanisms. The PPKS Task Force functions like a quasi-judicial institution without adequate constitutional safeguards. Furthermore, the lack of uniform standards for examination and proof across universities has the potential to create legal uncertainty and disparities in case handling. Another issue arises when campus administrative resolution is perceived as having resolved the case and therefore not being pursued criminally, even though sexual violence remains within the jurisdiction of the state's criminal justice system.

Therefore, harmonization of regulations for handling sexual violence in higher education institutions needs to be implemented through a constitutional due process approach. This harmonization should be directed at affirming the limits of the administrative authority of the PPKS Task Force, strengthening procedural safeguards, standardizing examination and evidence mechanisms, and strengthening institutional oversight and accountability mechanisms. Furthermore, the relationship between campus administrative mechanisms and the criminal justice system must be built in a coordinated and complementary manner to ensure that victim protection remains effective without neglecting the principles of the rule of law, legal certainty, and the constitutional rights of all parties. Thus, handling sexual violence in higher education institutions can be implemented in a more just, accountable manner, and in line with the principles of constitutional governance.

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#### **DECLARATION OF CONFLICT OF INTEREST**

The authors declare that they have no conflicts of interest in the publication of this article.

#### **FUNDING INFORMATION**

None

#### **ACKNOWLEDGMENTS**

The authors thank the anonymous reviewers of this article for their valuable comments and feedback. The author also acknowledges the use of several artificial intelligence technologies, such as Gemini, ChatGPT, Grammarly, and Elicit, in the final stages of this article's development. These tools assisted in developing ideas, mapping key issues, refining the research focus, improving the language structure, and enhancing the overall linguistic quality of the manuscript. Nevertheless, the entire content, arguments, and any errors or limitations in this article are the sole responsibility of the authors.

#### **ARTICLE HISTORY**

Submitted : 24 May 2026  
Revised : 30 May 2026  
Accepted : 01 June 2026  
Published : 06 June 2026