# Effectiveness of the State's Constitutional Duty in Fulfilling Victims' Rights under Law No. 12 of 2022 on Sexual Violence Crimes

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***Abstract***

*This article examines the state's constitutional obligation to fulfil the rights of victims of sexual violence under Law No. 12 of 2022 and assesses the readiness of legal norms and institutions, with attention to North Maluku. It is normative legal research using statutory and conceptual approaches, supported by secondary data. Four dimensions guide the analysis: institutional effectiveness, accessibility, gender responsiveness, and victim-centredness. The 1945 Constitution requires the state to respect, protect and fulfil victims' rights, and the Law translates these duties into rights to treatment, protection, recovery, restitution and a victim assistance fund. Secondary data show gaps: implementing regulations arrived in stages, integrated services are uneven, restitution is hard to enforce, and cost and distance hinder victims in archipelagic regions. The article recommends stronger district-level service units, victim-centred standards, official training and restitution financing.*

## 1. Introduction

Law Number 12 of 2022 concerning Sexual Violence Crimes (TPKS Law) marks a shift in Indonesian criminal law from punishing perpetrators to fulfilling victims' rights (Afrinda et al., 2026; Jundana et al., 2026; Rosari et al., 2026; Simanjuntak et al., 2026). This shift is reflected in the regulation of victims' rights to treatment, protection, and recovery, as well as restitution and victim assistance funds. Therefore, the success of the TPKS Law cannot be measured solely by the number of perpetrators convicted. The key measure is the extent to which the state provides effective, accessible, gender-responsive, and victim-centered services (Adzkia, 2025; Irwansyah & Idaman, 2026).

The scale of the problem is significant. The National Commission on

Violence Against Women's Annual Report (CATAHU) for 2025 recorded 376,529 cases of violence against women throughout 2025, a 14.07 percent increase from 330,097 cases in 2024, with sexual violence being the most common form of violence in the detailed categories, at 24,472 cases. The 2025 SIMFONI PPA data released by the Ministry of Women's Empowerment and Child Protection recorded 35,131 cases of violence with 37,995 victims, including 15,305 victims of sexual violence. The National Commission on Violence Against Women (*Komnas Perempuan*) assesses that the TPKS Law and the Domestic Violence Law have not been implemented consistently (Buamona, 2026).

In North Maluku, these challenges are compounded by the archipelagic geography. The number of cases reported through the DP3A and SIMFONI-PPA increased from 151 in 2020 to 464 in 2024, reaching 246 by September 2025. The National Commission on Violence Against Women (Komnas Perempuan) stated that reporting in the North Maluku archipelago is low because victims must cross islands and incur significant costs. This suggests that existing norms do not guarantee that victims' rights are fully met (Angelina et al., 2026; Anggraini et al., 2026; Irwan et al., 2026; Zusmelia et al., 2026).

Previous research on the TPKS Law generally addressed criminal provisions or specific rights, such as obstacles to restitution for child victims of sexual violence (Firyalfatin, 2026). Studies that position victims' rights as a constitutional obligation of the state and assess them within a multidimensional framework for an archipelagic region like North Maluku are limited. This article fills this gap (A. A. Hidayat et al., 2025; Isra & Faiz, 2021). Based on this description, the formulation of the research problem is:

1. What is the basis and content of the state's constitutional obligations in fulfilling the rights of victims of sexual violence?
2. How do the TPKS Law and its implementing regulations regulate the fulfillment of these rights?
3. How is the gap between norms and their implementation, especially in island regions such as North Maluku, when assessed through the dimensions of institutional effectiveness, accessibility, gender responsiveness, and victim bias?

## 2. Methods

This research is of the normative (doctrinal) juridical type, namely research that examines positive legal norms, principles, and doctrines to address legal issues. The approach used is a statute approach to examine the 1945 Constitution, the TPKS Law, and its implementing regulations, as well as a conceptual approach to examine the concept of state obligations regarding human rights, legal effectiveness, and a victim-centered approach (A. Hidayat, 2024; Purba et al., 2026; Reden et al., 2026; Siahaan et al., 2026; Sidabutar et al., 2026; Tomi et al., 2026).

Primary legal materials include the 1945 Constitution, Law Number 12 of 2022 concerning TPKS, Law Number 39 of 1999 concerning Human Rights, Law Number 7 of 1984 concerning Ratification of CEDAW, Law Number 13 of 2006 as amended by Law Number 31 of 2014 concerning Protection of Witnesses and Victims, Presidential Regulation Number 55 of 2024 concerning UPTD PPA, and Supreme Court Regulation Number 1 of 2022 concerning Procedures for Settling Applications and Granting Restitution and Compensation to Victims of Crime (Juliyah, 2026). Secondary legal materials include books, journal articles, institutional publications, and news reports containing data. Tertiary legal materials include legal dictionaries and encyclopedias. Materials were collected through literature studies and online document searches (Harefa et al., 2026; Jannah, 2026).

Secondary data on implementation, including the National Commission on Violence Against Women's (Komnas Perempuan) CATAHU (Human Rights Watch), SIMFONI PPA (PPA Symposium), and case data in North Maluku, were used to compare normative requirements with reported conditions, not to statistically measure effectiveness (PBB, 1985). The data were analyzed descriptively and analytically and qualitatively using deductive reasoning. The analytical framework consisted of four dimensions: institutional effectiveness, accessibility, gender responsiveness, and victim-centeredness. The first dimension is derived from the theory of legal effectiveness, which views legal success as dependent on the substance, structure, and culture of the law, as well as on factors of the apparatus, facilities, and society (Ridwan, 2025). The other three dimensions are derived from state obligations within the framework of human rights and international standards for victims (Azkiya et al., 2026; Putra

et al., 2026a).

This study has limitations. Because it does not use primary data, it does not empirically test effectiveness. Some of the data on North Maluku cases comes from secondary publications, which do not always clarify whether the figures cover all violence against women and children or only sexual violence. Field research through interviews with the UPTD PPA (Women and Child Protection Unit), law enforcement officials, and advocates, as well as analysis of court decisions, is needed to complement the findings (Soekanto & Mamudji, 2015).

## 3. Result And Discussion

### A. The State's Constitutional Obligations to Victims

The 1945 Constitution does not explicitly mention victims of sexual violence, but victims' rights can be formulated from several articles. Article 28A guarantees the right to life, Article 28D paragraph (1) guarantees recognition, guarantees, protection, and certainty of fair law, Article 28G paragraph (1) guarantees personal protection, honor, dignity, and a sense of security, Article 28G paragraph (2) guarantees freedom from treatment that degrades human dignity, Article 28H paragraph (2) guarantees convenience and special treatment for vulnerable groups, and Article 28I paragraph (2) guarantees freedom from discriminatory treatment (Vapniarchuk et al., 2019). Article 28I paragraph (4) emphasizes that the protection, advancement, enforcement, and fulfillment of human rights are the responsibility of the state, especially the government, and paragraph (5) requires that their implementation be regulated in laws and regulations (Tandaseru, 2026).

In human rights theory, these responsibilities are broken down into three obligations: respect (not violating rights), protect (preventing others from violating rights), and fulfill (providing the means for rights to be enjoyed). For victims of sexual violence, the obligation to respect means that authorities do not blame or revictimize the victim; the obligation to protect means that the state prevents and responds to violence and intimidation; and the obligation to fulfill means that the state provides services, redress, and compensation. International standards align with this (Undang-Undang Dasar Negara Republik Indonesia Tahun 1945, 1945). The UN Basic Principles of Justice for Victims require that victims be treated with compassion and respect, and have access to justice and

redress. General Recommendation Number 35 of the CEDAW Committee affirms the state's obligation to guarantee access to justice, protection, and reparation for victims of gender-based violence. Indonesia is bound by CEDAW through Law Number 7 of 1984.

This constitutional obligation is positive. The state cannot simply refrain from violations; it must also provide institutions, budgets, and procedures. Consequently, an assessment of the implementation of the TPKS Law must ask whether the means to fulfill rights are truly available to victims, not just whether perpetrators are punished (Lolong & Timomor, 2020; Sitompul et al., 2025).

## B. Regulations on Fulfillment of Victims' Rights in the TPKS Law

The TPKS Law shifts the victim's position from being a means of evidence to a subject whose rights must be fulfilled. Table 1 maps victims' rights and the state's obligations attached to them.

**Table 1. Victims' rights and state obligations according to the TPKS Law and related regulations**

| Victim's rights | Basis in the TPKS Law and related regulations | Inherent state obligations |
|---|---|---|
| Handling, protection and recovery | Articles 66–70 of the TPKS Law | Providing support, medical and psychological services, protection from intimidation, and guaranteeing confidentiality of identity |
| Evidence that does not harm the victim | Article 25 of the TPKS Law: the victim's statement is sufficient with one other valid piece of evidence. | The authorities apply a standard of proof that gives weight to the victim's statement. |

| Victim's rights | Basis in the TPKS Law and related regulations | Inherent state obligations |
|---|---|---|
| Free from extrajudicial settlements | Article 23 of the TPKS Law: TPKS cases cannot be resolved outside the judicial process, except for child perpetrators. | The authorities did not direct the victim to peace or mediation. |
| State restitution and compensation | Articles 30–35 of the TPKS Law; Supreme Court Regulation Number 1 of 2022 | The court granted the restitution, the prosecutor and LPSK assisted with the application, and the state covered the shortfall. |
| Victim relief fund | Article 35 of the TPKS Law; Government Regulation Number 29 of 2025 concerning the TPKS Victim Assistance Fund | The government manages funds to cover restitution shortfalls and finance recovery. |
| Integrated and affordable services | Presidential Decree Number 55 of 2024 concerning UPTD PPA | Provincial and district/city governments establish and finance UPTD PPA |
| Officers who have a victim perspective | Presidential Decree Number 9 of 2024 concerning integrated education and training | The government trains law enforcement officers and service personnel |

Implementing regulations were issued in stages. In April 2024, two years after the TPKS Law was enacted on May 9, 2022, only the Presidential Regulation on Integrated Education and Training (No. 9 of 2024) and the Presidential Regulation on the UPTD PPA (No. 55 of 2024) were enacted, while five other regulations were still in process, including the Draft Government Regulation on the Victim Assistance Fund. Dandapala reported that the Victim Assistance Fund was then regulated in Government Regulation No. 29 of 2025 (Putra et al., 2026b; Qurniawan et al., 2026). Hukumonline noted that three years after its enactment, the implementing regulations still lagged behind the law (Marvo & Jamba, 2026; Yusrianti et al., 2025). This lag is crucial because rights recognized by law cannot be enjoyed until the implementation mechanisms are in place.

### C. Four-Dimensional Evaluation Framework

Effectiveness, accessibility, gender responsiveness, and victim-centeredness are interrelated. Services that are available but difficult to access fail to fulfill victims' rights, services that are affordable but lack a gender perspective risk revictimization, and systems that fail to prioritize victims' interests fail to restore victims (Marvo & Jamba, 2026; Yusrianti et al., 2025). Therefore, all four are assessed together. Table 2 summarizes the normative benchmarks and findings from secondary data.

**Table 2. Four-dimensional framework and secondary data findings**

| Dimensions | Normative benchmark | Findings from secondary data |
|---|---|---|
| Institutional effectiveness | UPTD PPA is functioning, officers and assistants are trained and certified, budget is adequate, cross-sector coordination | UPTD and PPA units are not yet evenly distributed across all districts/cities; training and certification of companions have not been optimal; and the PPA and PPO Directorates of the Indonesian National Police are only present in 11 provinces and 22 districts/cities. |

| Dimensions | Normative benchmark | Findings from secondary data |
|---|---|---|
| Accessibility | Easy reporting procedures, affordable costs, services reach remote areas and vulnerable groups. | Reporting in North Maluku is low because victims must travel across islands at great expense; [1]the National Human Rights Commission (Komnas HAM) has highlighted limited access in the archipelago. |
| Gender responsiveness | Trauma sensitive approach, no victim blaming, victim's testimony is given due weight | The police reported that the prosecutor demanded a conviction from the judge even though Article 25 stipulates that the victim's statement plus one piece of evidence is sufficient. |
| Victim's bias | Restitution decided and paid, full restoration, identity protection | Most victims have not received restitution; the application procedures are complicated and the enforcement of the judgments is uncertain. |

### *D. Gap between Norms and Implementation in North Maluku*

Reported data show that the caseload in North Maluku continues to increase (Table 3).

**Table 3. Reported cases in North Maluku**

| Year | Reported cases |
|---|---|
| 2020 | 151 |
| 2021 | 290 |
| 2022 | 396 |
| 2023 | 410 |

[1]Firyalfatin, 2026, "Implementation of the TPKS Law is Not Even Yet".

| Year | Reported cases |
|---|---|
| 2024 | 464 |
| January–September 2025 | 246 |

This increase needs to be read carefully. According to the National Commission on Violence Against Women (Komnas Perempuan), the introduction of the TPKS Law encourages victims to report because of the legal guarantees, so the increase in numbers may reflect increased reporting, not simply increased violence (Nurlis et al., 2023). This reading aligns with findings that reporting in island regions is still hampered by costs and distance, so official figures likely underestimate the true incidence (Hamdi et al., 2025; Maksum et al., 2026). Reports of alleged sexual violence by a teenager against a 15-year-old on Morotai Island in August 2026 indicate that handling through the UPTD PPA relies on coordination between the police and the family, while activists demand interagency coordination and transparent investigations. This incident is still under investigation and is considered an allegation, so it should only be used to illustrate the context (Ismail et al., 2024; Wibowo, 2025).

Institutional effectiveness and accessibility. The obligation to fulfill victims' rights demands accessible services. In island provinces, services that are only available in certain provincial or district capitals incur crossing costs, time, and risks for victims and their families (Rainy & Chowdhury, 2022). Presidential Decree Number 55 of 2024 provides the basis for the establishment of UPTD PPA in provinces and districts/cities, but their formation and funding depend on local governments. Affairs of women's empowerment and child protection are included in mandatory non-basic service government affairs according to Law Number 23 of 2014 concerning Regional Government, so their budget priorities tend to compete with basic service matters. Under these conditions, the state's constitutional obligations in Article 28I paragraph (4) are at risk of not being realized in regions with limited fiscal capacity, unless the central and provincial governments provide support, for example, mobile services, telecounseling, and strengthening service posts on remote islands (Azkiya et al., 2026; Murdiana et al., 2026).

Gender responsiveness. There is no systematic data showing how often victims in North Maluku experience blaming from authorities. This lack of data should not be interpreted as the absence of a problem. National findings suggest that differences in perspective between investigators and prosecutors, as well as demands from prosecutors that investigators convince judges, even though Article 25 already simplifies the evidentiary process, indicate that changes in norms have not been accompanied by changes in institutional working methods (Male et al., 2022). Integrated training based on Presidential Decree No. 9 of 2024 and certification of companions are prerequisites, but their implementation has not been optimal. Field research on victim examination practices in North Maluku is needed to directly assess this dimension (Murdiana et al., 2026).

Victim support. Restitution is the clearest test of this support. Normative studies have identified three obstacles: complex administrative procedures, a lack of sensitivity on the part of officials in calculating losses, and the perpetrator's financial inability. Failure to execute restitution is considered a form of secondary victimization by the state (Ismail et al., 2024). The judge writing in Dandapala reported that most victims have not received restitution and that restitution is still rarely awarded in district courts. The Deputy Chairperson of the LPSK cited the complexity of filing and enforcing decisions and fear of meeting the perpetrator as reasons why victims do not seek restitution. (Marzuki, 2017) The victim assistance fund, through Government Regulation No. 29 of 2025, is a normative response, and its success needs to be tested through disbursement data, which is not yet available in the sources reviewed (Pamungkas et al., 2024).

Synthesis findings. The state's constitutional obligations to victims are well-established, but their fulfillment relies on three unevenly distributed elements: gradually issued implementing regulations, integrated services at the regional level, and victim-centered officials (Santri et al., 2022). In North Maluku, the island setting exacerbates all three through cost and distance, so the gap between norms and implementation is most likely to emerge in the dimensions of accessibility and victim-centeredness.

## 4. Conclusion

First, the 1945 Constitution, specifically Articles 28A, 28D, 28G, 28H, and 28I, imposes an obligation on the state to respect, protect, and fulfill the rights of victims of sexual violence. This obligation is positive and therefore requires institutional, budgetary, and procedural provisions. Second, the TPKS Law and its implementing regulations translate this obligation into the right to treatment, protection, recovery, restitution, and victim assistance funds. However, the implementing regulations were issued in stages, resulting in some rights being enjoyed only later. Third, secondary data shows a gap between norms and implementation across four dimensions: unequal integration of services, access hampered by costs and distance in archipelagic regions, changes in the working methods of officials that have not kept pace with changing norms, and restitution that is difficult to enforce. In North Maluku, the number of reported cases increased from 151 in 2020 to 464 in 2024, while reporting is still hampered by the island's nature.

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