JURNAL MEDIA HUKUM

Vol. 30, No. 2, December 2023
P-ISSN: 0854-8919, E-ISSN: 2503-1023
Nationally Accredited Journal, Decree MoHE No. 148/E/KPT/2020.

Shifting Polri's Law Enforcement Strategy: Restorative Justice for Public Trust

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ARTICLE INFO

Keywords:
Community; Justice; Paradigm; Policing; Restorative

How to cite:
Firdaus, M., Dwilaksana, C., Onielda, M.D.A. (2023). Shifting Polri's Law Enforcement Strategy: Restorative Justice for Public Trust. *Jurnal Media Hukum, 30(2),* 153-170.

Article History:
Received: 23-05-2023
Reviewed: 09-07-2023
Revised: 15-07-2023
Accepted: 06-10-2023

ABSTRACT

Restorative justice has gained importance within the Indonesian National Police (Polri) as a means of law enforcement and security services in the era of globalization and modernization. This approach offers a humane alternative that focuses on the recovery of victims and offenders, aiming to prevent crime and resolve conflicts. The police have transitioned from a purely punitive approach to embracing restorative justice principles. Community policing is crucial for reducing crime rates and fostering public trust. The problem of shifting the law enforcement paradigm towards restorative justice and implementing community policing to build public trust. The research methodology involves normative legal research with an empirical approach, employing a descriptive-analytical nature. Secondary and primary data are used for analysis. Qualitative analysis and deductive conclusions are drawn. Findings indicate that the integration of restorative justice within community policing is an effective solution to improve the relationship between the community and the police. The police should introduce the restorative justice approach in their community policing programs, thereby shifting the law enforcement paradigm and fostering public trust. This research emphasizes the significance of restorative justice in the context of community policing and its potential impact on law enforcement practices and public perception of the police.

DOI: https://doi.org/10.18196/jmh.v30i2.18628

1. Introduction

The use of a restorative justice approach in law enforcement and security services by the Indonesian National Police (Polri) is becoming increasingly important in the current era of globalization and modernization.[1] The concept of restorative justice offers a more humane

[1] Agus Haerul & Zainuddin Zainuddin, 'Restorative Justice: An Approach in the Settlement of Land Crimes in the Indonesian National Police', *European Journal of Law and Political Science,* 2.2 (2023), 46-52. http://dx.doi.org/10.24018/ejpolitics.2023.2.2.78

alternative that focuses on the recovery of both victims and offenders as part of crime prevention and conflict resolution efforts.[2] Meanwhile, the understanding and trust of the community in the police as law enforcers and providers of security are also crucial aspects in the development of a democratic and stable nation and society. Therefore, efforts to create strategies such as community policing have become even more important in ensuring public security and trust in the police.[3] In this context, this research aims to discuss how the restorative justice approach can be implemented in community policing policies and provide added value in strengthening public trust.[4]

Based on general information that can be found through preliminary research, Polri has taken various efforts to strengthen law enforcement based on legal principles and prevent abuse of power. This is demonstrated by various Polri reform programs, such as Prevention and Enforcement of Corruption within Polri,[5] Investigation Management System based on Regulation of the Indonesian National Police No. 06 of 2019 on Criminal Investigation, and the use of information and communication technology in public services and handling criminal cases based on Regulation of Indonesian National Police No. 16 of 2010 on Procedures for Public Information Services within the Environment of the Indonesian National Police, in conjunction with Regulation of the Indonesian National Police No. 15 of 2010 on the Establishment of the National Criminal Information Center within the Environment of the Indonesian National Police. However, there are still ongoing challenges and issues that need to be continuously addressed, such as the handling of law violations by certain police officers. Therefore, the role of the community in supervision and reporting cases of power abuse needs to be enhanced so that Polri can continue to improve its performance and maintain its integrity as a law enforcement agency.

The legal basis for Community Policing by the Polri is as follows:

1. Law No. 2 of 2002 on the Indonesian National Police, Article 1 point 10 emphasizes that the task of the Indonesian National Police is not only to maintain security and public order but also to serve the community.
2. Regulation of the Indonesian National Police No. 1 of 2021 on Community Policing. This regulation explains that Community Policing aims to establish a partnership between Polri and the community based on a mutual agreement to address and solve problems that pose potential disturbances to security and public order.
3. Regulation of the Indonesian National Police No. 8 of 2021 on Handling Criminal Acts Based on Restorative Justice. This regulation requires Polri to resolve legal issues in society by prioritizing a restorative justice approach, which involves bringing together the complainant and the offender in a familial context.

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[2] Siti Marziah Zakaria, Juliana Rosmidah Jaafar, Nor Hazila Mat Lazim, 'Employment Issues Among Ex-Offenders: Difficulties in Securing Employment and Barriers of Employment', *International Journal of Studies on Children, Women, Elderly and Disabled,* 5 (2018).

[3] Elvi Alfian, 'Tugas dan Fungsi Kepolisian Untuk Meningkatkan Kepercayaan Publik Terhadap Penegak Hukum', *Legalitas: Jurnal Hukum, 12*.1 (2020), 27-37. http://dx.doi.org/10.33087/legalitas.v12i1.192

[4] Kyle Peyton, Michael Sierra-Arévalo, and David G. Rand, 'A field experiment on community policing and police legitimacy', *PNAS, 116*.40 (2019), 19894-19898. www.pnas.org/cgi/doi/10.1073/pnas.1910157116.

[5] Armunanto Hutahaean & Erlyn Indarti, 'Strategi Pemberantasan Korupsi oleh Kepolisian Negara Republik Indonesia (Polri)', *Masalah-Masalah Hukum, 49*.3 (2020), 314-23. http://dx.doi.org/10.14710/mmh.49.3.2020.314-323

4. Telegram from the Chief of the Indonesian National Police regarding the Sector Police (Polsek) as Integrated Community Services, aiming to establish the police as protectors, guardians, and servants of the community.

From the existing legal basis, it can be interpreted that community policing is a form of community development through a caring police approach.[6] The police's duty is not only to maintain security and public order but also to serve the community.[7] In practice, community policing is implemented through various programs, ranging from Sector Police as Integrated Community Services to Community Policing.[8]

Cases involving police officers that undermine public trust in the Indonesian National Police are indeed detrimental to the institution. Some of the cases that have occurred include:

1. A robbery case involving a police officer targeting a minimarket on Nakula Street, Denpasar in 2019. This case went viral and caused disappointment among the public, making them feel unsafe when near the police.[9]
2. Cases of terror committed by police officers against several residents in Klaten in 2021. These police officers were suspected of making threats, physical assaults, and sexual harassment against several individuals.
3. A case of assault by a police officer against a student in Surabaya in 2021.
4. A motorbike theft case involving a police officer in East Lampung in 2023, became viral on social media.
5. The murder case of the aide to the Head of the Professionalism and Security Affairs Division (Kadiv Propam), Inspector General (Pol) Ferdy Sambo, namely Brigadier Nofriansyah Yosua Hutabarat.

These cases significantly affect public trust in the Polri. Therefore, the Polri must strive to respond to these cases, take action against officers who engage in misconduct that harms the public, strengthen ethics and morality, and improve organizational governance.[10] Although there are police officers who tarnish the reputation of the Polri, all members of the police force should still be treated fairly and have the right to legal protection. Efforts to strengthen police governance and improve performance should be carried out diligently and earnestly.

Polri recorded 276,507 criminal cases in Indonesia throughout the year 2022. This figure represents a 7.3% increase compared to the 257,743 cases reported in 2021. For a complete view of the data, please refer to the table diagram below:

[6] Annabelle Dias Felix & Tina Hilgers, 'Community oriented policing theory and practice: global policy diffusion or local appropriation?', *Policing and Society,* (2020), 1-9. https://doi.org/10.1080/10439463.2020.1776280.

[7] Elizabeth V. Aston, Megan O'Neill, Yvonne Hail, Andrew Wooff, 'Information sharing in community policing in Europe: Building Public confidence', *European Journal of Criminology*, (2021), 1-19. https://doi.org/10.1177/14773708211037902.

[8] Katja Eman and Tinkara Bulovec, 'Community Policing in Rural Parts of Slovenia in the time of COVID-19', *International Journal of Rural Criminology, 7*.2 (2023), 175-196.

[9] Dwi Indah Widodo, 'Penegakan Hukum Terhadap Anggota Kepolisian Yang Menyalahgunakan Narkotika dan Psikotropika', *Jurnal hukum Magnum Opus, 1*.1 (2018), 1-10. https://doi.org/10.30996/jhmo.v0i0.1762

[10] Danny Singh, 'The Causes of Police Corruption and Working towards Prevention in Conflict-Stricken States', *Laws, 11*.5 (2022), 69. https://doi.org/10.3390/laws11050069

Table 1. Number of Crimes in Indonesia (2016-2022)

Year	Number of Case
2016	52.539
2017	132.949
2018	204.654
2019	178.207
2020	247.780
2021	257.743
2022	276.507

Source: National Crime Information Center, Indonesian National Police (Pusiknas Bareskrim Polri), 2022.

Based on the table, it can be observed that there has been an increase in criminal cases from year to year, starting from 2016 to 2022. The Polri managed to resolve a total of 200,147 criminal cases, which is equivalent to 73.38% of the total crimes that occurred in Indonesia throughout the year 2021. The number of resolved cases is lower by 1,877 cases or 0.9% compared to the previous year. In 2021, Polri successfully resolved 202,024 cases. According to the National Police Chief, General (Pol) Listyo Sigit Prabowo, the Indonesian National Police has been striving to promote the resolution of criminal offenses using a restorative justice approach. In 2022, there were 15,908 cases resolved through restorative justice approaches, marking an 11.8% increase compared to the previous year.

Regarding the public trust index towards Law Enforcement Agencies (APH), a survey has been conducted by the Indonesian Survey Institute (LSI), as shown in the table below:

Table 2. Public Trust Index Towards Law Enforcement Agencies (APH) (February 2023)

Institution	Trust Index
Indonesian National Police	64%
Prosecutor's Office	72%
Court	71%
Corruption Eradication Commission	71%

Source: Indonesian Survey Institute, Wednesday, 1 March 2023.

Of the four law enforcement agencies based on the table above, the prosecutor's office obtained the highest score, which is 72%. That percentage represents the combination of the 'very trust' and 'quite trust' levels. With the same calculation, the second and third positions are held by the courts and the Corruption Eradication Commission (KPK) with an equal proportion of 71%. The institution with the lowest level of trust is the Indonesian National Police, with only 64%.

The previous paper on "Transforming Polri's Law Enforcement Paradigm: Restorative Justice for Community Policing and Public Trust", has not been conducted. However, several journals discuss improving public trust in law enforcement, written by Elvi Alfian, "*Tugas dan Fungsi Kepolisian Untuk Meningkatkan Kepercayaan Publik Terhadap Penegak Hukum*", *Legalitas: Jurnal Hukum 12*.1, June (2020).[11] The problem lies in the tasks and functions of the police in enhancing public trust in Polri in the context of law enforcement. The difference with this

[11] Elvi Alfian, 27-37.

paper lies in the perspective of criminal policy. The scope of Elvi Alfian's paper focuses on the study of law enforcement, while this paper is in the context of non-penal policy.

The problem of this paper is: How to shift the paradigm of law enforcement with a restorative justice approach as a form of community policing implementation by Polri to foster public trust? The aim is to determine how law enforcement with a restorative justice approach as a form of community policing implementation can foster public trust. Therefore, this paper is titled: "Shifting Polri's Law Enforcement Strategy: Restorative Justice for Public Trust."

2. Research Method

This writing method is normative legal research.[12] The nature of the research is descriptive-analytical. The data sources used are secondary data and primary data collected using data collection methods, including literature study (library research) and interviews. Literature study involves reading books, articles, journals, and relevant documents that have been published and using the information available to support the argumentation. Interviews are conducted with relevant parties or experts in their fields, such as Police Officials, or Community Leaders, to obtain the informant's views on the role of Polri in shifting from a repressive law enforcement paradigm to a predictive,[13] responsible, transparent, and fair law enforcement approach.[14]

3. Result and Discussion

3.1. Literature Review

3.1.1. Restorative Justice

The restorative justice approach is an alternative method in addressing criminal issues, particularly in the rehabilitation of repeat offenders.[15] There are several reasons why this approach is important in this regard.

Firstly, the restorative justice approach recognizes that in certain circumstances, offenders must be held accountable for their actions.[16] However, this method also recognizes the importance of repairing the harm that has occurred and acknowledges that both the offender

[12] Tunggul Ansari Setia Negara, 'Normative Legal Research in Indonesia: Its origins and approaches', *Audito Comparative Law Journal*, 4.1 (2023), 1-9. https://doi.org/10.22219/aclj.v4i1.24855

[13] Bambang Dwi Baskoro, Nina Mirantie Wirasaputri and Irma Cahyaningtyas, 'Efforts to Create Integrated Criminal Justice Systems: Judicial Management Approach', *IOP Conf. Series: Earth and Environmental Science, 175* (2018), 012178. https://doi.org/10.1088/1755-1315/175/1/012178. *Also see*. Ernst Hirsch Ballin, 'The Value of International Criminal Justice: How Much International Criminal Justice Can the World Afford?', *International Criminal Law Review, 19* (2019), 201-213. https://doi.org/10.1163/15718123-01806003

[14] Elda Yulia Ryandini, Oikurema Purwati, & Suharsono, 'Are Peer Feedback Activity Essential in Online Argumentative Writing?', *ETERNAL, 5*.1 (2019), 101-118. https://doi.org/10.24252/Eternal.V51.2019.A9.

[15] Mark B. Sholl & Christopher B. Townsend, 'Restorative justice: A humanistic paradigm for addressing the needs of victimes, offenders, and communities', *Journal of Humanistic Counseling* (2023), 1-17. https://doi.org/10.1002/johc.12204

[16] M. Sahputra, 'Restorative Justice Sebagai Wujud Hukum Progresif Dalam Peraturan Perundang-Undangan di Indonesia', *Jurnal Transformasi Administrasi, 12*.1 (2022), 87-96. https://doi.org/10.56196/jta.v12i01.205

and the victim have a right to restoration.[17] Moreover, after serving a prison sentence, many repeat offenders face significant challenges in reintegrating into the broader community.[18] This includes meeting requirements to obtain employment, securing suitable housing, and accessing social support.[19] Concerning this, the restorative approach can help facilitate the social reintegration of repeat offenders.[20] This is achieved by strengthening the relationship between the offender and the community living alongside them, as well as assisting the offender in rebuilding a healthy social and psychological context.

The restorative approach can also help protect the community from potential violence by repeat offenders. This can be achieved by providing attention to the education, vocational training, and social support needed by individuals to shield them from negative influences and environments that exacerbate their situation. In this context, rehabilitating repeat offenders is not only about helping them readjust to society but also addressing the root causes of their criminal behavior. The restorative approach takes into account psychological, emotional, and educational factors that are key in addressing criminal issues.[21]

In conclusion, using a restorative justice approach in rehabilitating repeat offenders can help rebuild the relationship between the offenders and the community. This can be achieved by repairing the harm and facilitating the reintegration of offenders into the wider society.[22] Meanwhile, these steps are reinforced by actions that hold offenders accountable and assist in rebuilding a healthy social and psychological context.[23] In this way, it is expected that the restorative justice approach will help reduce the rate of recidivism in the future.

3.1.2. Implementation of Restorative Justice in Criminal Case Handling

Restorative Justice is a form of approach in law enforcement that aims to achieve the desired restorative justice as desired by the community. The basic principle of Restorative Justice is to restore the victims of crimes through compensation or achieve reconciliation through agreements between offenders and victims. The implementation of this method by law

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[17] George Pavlich & Lori Thorlakson, 'Recalibrating victimhood in the European Union and Canada', *Restorative Justice, 5*.3, (2017), 345-351. https://doi.org/10.1080/20504721.2017.1391002.

[18] Rowan Sweeney, 'Restorative Pedagogy in the University Criminology Classroom: Learning about Restorative Justice with Restorative Practices and Values7', *Laws,* 11.58 (2022), 1-17. https://doi.org/10.3390/laws11040058.

[19] Esther Galletta, Tomas J. Fagan, David Shapiro, & Lenore E. Walker, 'Societal Reentry of Prison Inmates With Mental Illness: Obstacles, Programs, and Best Practices', *J. Correct Health Care, 27*.1 (2021), 58-65. https://doi.org/10.1089/jchc.19.04.0032

[20] Sohail Amjad & Nagina Riaz, 'The concept and scope of restorative justice system: Explaining history and development of the system for the immediate need of society', *International Journal of Law Vol.* 5.5, September (2019), 100-104. *Also see*. Patrick Gerkin, John Walsh, Joseph Kuilema, Ian Borton, 'Implementing Reestorative Justice Under the Retributive Paradigm: A Pilot Program Case Study', *SAGE Open,* (2017) 1-10. https://doi.org/10.1177/2158244017691.

[21] Bailey Maryfield, Roger Przybylski, & Mark Myrent, 'Research on Restorative Justice Practices', *JRSA: Justice Research and Statistics Association*, (2020), 1-11. *Also see*. Masahiro Suzuki & Akinori Otani, 'Myths of restorative features in the Japanese justice system and society: The role of apology, compensation and confession, and application of reintegrative shaming', *Restorative Justice 5*.2 (2017), 1-33. https://doi.org/10.1080/20504721.2017.1339955. *Also see*. Masahiro Suzuki, 'From 'what works' to 'how it works' in research on restorative justice conferencing: the concept of readiness', *The International Journal of Restorative Justice, 3*.3, (2020) 356-373. https://doi.org/10.5553/IJRJ.000049.

[22] Yvon Dandurrand, 'Alternative Approaches to Preventing Recidivism: Restorative Justice and the Social Reintegration of Offenders', *Springer International Publishing Switzerland*, (2016), 283-299. https://doi.org/10.1007/978-3-319-28424-8_11

[23] Liam J. Leonard, 'Can Restorative Justice Provide a Better Outcome for Participants and Society than the Courts?', *Laws,* 11.14 (2022), 1-12. https://doi.org/10.3390/laws11010014

3.2. Discussion

3.2.1. A Comparison of the Implementation of Restorative Justice in Criminal Case Handling

A Comparison of Restorative Justice Approaches in Criminal Case Handling by the Police and the Prosecutor's Office: Analysis of Authority and Resolution Models.

3.2.1.1. Implementation of Restorative Justice by the Police

The implementation of restorative justice in criminal case handling by the police has been carried out in accordance with the Indonesian National Police Regulation No. 8 of 2021 regarding the handling of criminal offenses based on restorative justice. In the process of criminal investigation and inquiry, the police have the authority to designate someone as a suspect in a criminal offense. As a law enforcement agency, the police have the power to conduct investigations and inquiries.[29] Furthermore, based on the police regulations regarding the handling of criminal offenses based on restorative justice, the police also have the right to determine the approach of restorative justice in the handling of criminal offenses. In Indonesian National Police Regulation No. 8 of 2021, which governs the handling of criminal offenses based on restorative justice, it is mentioned that restorative justice approach involves the participation of the perpetrator, victim, perpetrator's family, community leaders, religious leaders, traditional leaders, or stakeholders in the resolution of criminal offenses.[30]

In an effort to achieve fair resolution through reconciliation and restoration of the original state, it is stated in Article 1 Paragraph 3 of the general provisions that the aim of case resolution is the restoration of the original state. Thus, it can be concluded that in the resolution of criminal cases using the restorative justice approach, punishment is not the primary focus, but rather emphasis is placed on the restoration of the original state.[31]

The Indonesian National Police has the authority to take investigative and inquiry actions to uncover alleged criminal incidents. Investigation is a step taken by investigators in accordance with the laws and regulations to search for and gather evidence that indicates the occurrence of a criminal offense. With these two authorities, the police, based on the Indonesian National Police Regulation, have the right to handle criminal cases using the restorative justice approach. The Indonesian National Police Regulation serves as the legal basis for the police to implement the restorative justice approach.[32]

Article 2 Paragraph 1 explains that the handling of criminal offenses based on the restorative justice approach is carried out in the context of implementing investigation and inquiry functions in criminal investigation. The investigative and inquiry functions carried out by the police are part of the authority to apply the restorative justice approach in accordance with the

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[29] Mohammad Thoha, Abdul Haq Syawqi, Mohammad Zaini Yahaya, Dimas Danar Septiadi, M Haris Hidayatulloh, 'Can Indonesia's Decentralized Education Technology Governance Policy: Evidence from Muslim Countries', *Bestuur*, 11.2 (2023), 220. https://dx.doi.org/10.20961/bestuur.v11i2.78320.

[30] Arief Budiono, Ayesha Hendriana Ngestiningrum, Dewi Iriani, Abdullah Al Mamun, Rizka Rizka, Marisa Kurnianingsih, 'Legal Protection Policy for Obstetricians-Gynecologists in Cases of Maternal, Perinatal, and Neonatal Mortality', *Jurnal Hukum Novelty*, 14.1 (2023), 12. http://dx.doi.org/10.26555/novelty.v14i1.a25637.

[31] Virginia Garcia, Hari Sutra Disemadi, Barda Nawawi Arief, 'The Enforcement ofRestorative Justice in IndonesiaCriminal Law', *Legality: Jurnal Ilmiah Hukum*, 28.1 (2020), 23. http://dx.doi.org/10.22219/ljih.v28i1.10680.

[32] M. Wildan Humaidi, Inna Soffika Rahmadanti, 'Constitutional Design of State Policy as Guidelines on Indonesia's Presidential System Development Plan', *Volksgeist: Jurnal Ilmu Hukum dan Konstitusi*, 6.1 (2023), 64. https://doi.org/10.24090/volksgeist.v6i1.7981.

existing legal basis. In addition, there are several requirements that must be met in the handling of criminal offenses based on restorative justice. These requirements are regulated in the Indonesian National Police Regulation and are divided into general requirements and specific requirements. The general requirements emphasize the restorative justice approach in general, while the specific requirements relate to the implementation of investigation and inquiry.[33]

The general requirements, as regulated in the Indonesian National Police Regulation, include material and formal requirements. In the context of restorative justice case handling as explained in Article 4 letter a, there are several material requirements that must be fulfilled. These requirements include not causing unrest in society, not triggering future social conflicts, not involving discussions on the unity of the Republic of Indonesia, not involving radicalism, not being repeat offenders, not related to terrorism offenses, and not involving crimes against state security and others. These requirements are of a material nature.[34]

Formal requirements include the requirement of peace between the parties, except in cases of drug offenses, as well as the fulfillment of the rights of the victim and the responsibilities of the perpetrator, except in cases of drug offenses. The handling of criminal offenses using the restorative justice approach does not apply to drug offenses. This is regulated in Article 6 Paragraph 1 of the Indonesian National Police Regulation No. 8 of 2021 regarding the handling of criminal offenses based on restorative justice. The Indonesian National Police has the authority to apply the restorative justice approach in the resolution of minor criminal cases. Furthermore, the restorative justice approach, as regulated in the Indonesian National Police Regulation No. 8 of 2021, can also be used in the discontinuation of investigation or inquiry.[35]

To avoid pursuing the case to the prosecution stage, it can be resolved through dialogue, agreement, and the goal of restorative justice, which is the restoration of the original state. The Indonesian National Police regulations also regulate supervision of the resolution of minor criminal offenses based on restorative justice. This supervision is carried out by the police as part of community guidance through supervision or existence. In addition, supervision of investigation and inquiry is also carried out by the police based on restorative justice in the handling of criminal offenses conducted by investigators.[36]

The Indonesian National Police Regulation No. 8 of 2021 regarding the handling of criminal offenses based on restorative justice is a new regulation that requires implementation in accordance with the provisions as a legal basis to achieve restorative justice. The restorative justice approach conducted by the police is an effective approach in achieving restorative justice and ensuring compliance with the applicable laws, with a focus on the restoration of the original state.[37]

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[33] Uswatun Hasanah, Bakhouya Driss, 'The Policy on Tourism MSMEs in Indonesia and Algeria: Sustainability and Challenges', *Journal of Human Rights, Culture and Legal System*, 3.3 (2023), 385. https://doi.org/10.53955/jhcls.v3i3.131.

[34] Andi Fariana, 'Legal Politics as A Catalyst in Forming Sharia Economic Legal System in The Indonesia's New Order and Reform Era', *Ijtihad: Jurnal Wacana Hukum Islam dan Kemanusiaan*, 21.2 (2021), 200. https://doi.org/10.18326/ijtihad.v21i2.197-212.

[35] Muhammad Ikbal, 'Implementation of Discretion Perspective of Penal Policy (Study of Yogyakarta Police Department)', Journal of Indonesian Legal Studies, 3.1 (2018), 81. https://doi.org/10.15294/jils.v3i01.23208.

[36] Angkasa Angkasa, Filep Wamafma, Ogiandhafiz Juanda, Bhanu Prakash Nunna, 'Illegal Online Loans in Indonesia: Between the Law Enforcement and Protection of Victim', *Lex Scientia Law Review*, 7.1 (2023), 120. https://doi.org/10.15294/lesrev.v7i1.67558.

[37] Willy Naresta Hanum, 'Setting of Earth Oil Management in Old Wells Based on the Principle Social Justice", *Bestuur*, 8.2 (2020), 77. https://dx.doi.org/10.20961/bestuur.v8i2.42789.

3.2.1.2. Implementation of Restorative Justice by the Prosecutor's Office

The prosecutor's office is a law enforcement agency with the authority to prosecute in accordance with applicable laws and regulations. Additionally, the prosecutor's office also has the authority to implement the restorative justice approach, where case resolution is carried out without undergoing the criminal process. The current implementation of the restorative justice approach by the Prosecutor's Office is often conducted as an alternative that provides justice for the community and aims to restore the community to its original state. The handling of cases using the restorative justice approach in the Prosecutor's Office has its own legal basis as regulated in the Indonesian Prosecutor's Office Regulation No. 15 of 2020 regarding the termination of prosecution based on restorative justice. In carrying out law enforcement, the Prosecutor's Office has implemented this approach by prioritizing restorative justice and setting aside criminal punishment, allowing perpetrators, victims, families, and the community to obtain restorative justice.[38]

In the Indonesian Prosecutor's Office Regulation No. 15 of 2020 regarding the termination of prosecution based on restorative justice, it is explained in the general provisions of Article 1 Paragraph 1 that restorative justice is the resolution of criminal cases involving perpetrators, victims, perpetrator's families, victim's families, and other relevant parties working together to seek a fair solution with a focus on restoring the original state and not seeking revenge. This indicates that the restorative justice approach with restorative justice is an approach that involves justice for the involved community, rather than simply retaliatory punishment against the perpetrator.[39]

In the Criminal Justice System, the prosecutor's office has the authority to prosecute, including the authority to terminate prosecution based on the principles of restorative justice as regulated in the Indonesian prosecutor's office regulations. The regulations state that the restorative justice implemented by the Prosecutor's Office must be based on the principles of justice, public interest, proportionality, the use of criminal punishment as a last resort, and a fast, simple, and cost-effective process. This is stated in Article 2 of the regulation, which provides a strong legal basis for the Prosecutor's Office to terminate prosecution based on restorative justice. Furthermore, there are provisions regarding case closure for public interest. As public prosecutors, prosecutors have the special authority to close cases related to public interest. Prosecutors also have the authority to resolve cases outside the court, but this must be in accordance with the Indonesian prosecutor's office regulations governing the resolution of cases outside the court. The resolution of cases outside the court is carried out based on the authority of the Prosecutor's Office, including the termination of prosecution, which has requirements that must be fulfilled in its implementation.[40]

Article 4 Paragraph 1 states that the termination of prosecution and the application of restorative justice are carried out by considering the interests of the victim and other protected legal interests, avoiding negative stigma, avoiding revenge thinking, responding to and considering the interests of the community, and adhering to moral values and public order. In

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[38] Ibnu Sina Chandranegara, Syaiful Bakhri, 'Institutional Arrangements of the Political Party Wing on the Functions of Political Parties', *Jurnal Hukum Novelty*, 12.2 (2021), 158. http://dx.doi.org/10.26555/novelty.v12i2.a17870.

[39] Nur Putri Hidayah, 'Comparative Study of Legal Protection for Migrant Workers in Participation of Social Security Programs in Indonesia and Singapore', *Legality: Jurnal Ilmiah Hukum*, 28.1 (2020), 49. http://dx.doi.org/10.22219/ljih.v28i1.11786.

[40] Ema Mar'ati Sholecha, Ahmat Saiful, Sheilla Yunika, Hariyanto Hariyanto, Norhaiden Unsil, 'Justice Collaborator's Position and Function on Witness Protection's Rights as a Suspect from the Perspective of Criminal Law in Indonesia', *Volksgeist: Jurnal Ilmu Hukum dan Konstitusi*, 6.1 (2023), 140. https://doi.org/10.24090/volksgeist.v6i1.7246.

the termination of prosecution based on restorative justice, prosecutors must pay attention to the points mentioned in Article 4 Paragraph 1. The provisions regarding the authority to terminate prosecution, as regulated in the Indonesian prosecutor's office regulations No. 15 of 2020, are explained in chapter 4 concerning the procedure of reconciliation.

It should be emphasized that efforts to achieve restorative justice through reconciliation cannot be done arbitrarily, but must be based on legal rules that serve as the basis for the implementation of the restorative justice approach by the Prosecutor's Office. There are several steps taken, such as offering reconciliation proposed by the public prosecutor to the victim and the suspect in resolving the case. This approach must be carried out voluntarily without coercion, pressure, or intimidation on the perpetrator and the victim. The restorative justice approach must involve the agreement of both parties to achieve reconciliation, so that restorative justice can be achieved outside the court and not through the criminal process. These agreements are usually made before the trial stage.

There are several stages of reconciliation based on the Indonesian prosecutor's office regulations No. 15 of 2020, where these stages are carried out voluntarily through dialogue without coercion, pressure, or intimidation on the perpetrator and the victim. The prosecutor, as the public prosecutor, acts as a facilitator in reconciling the parties involved in the criminal case to achieve restorative justice. The reconciliation process is usually conducted at the Prosecutor's Office, unless there are specific situations that require a different location as agreed upon. This is regulated in the Indonesian prosecutor's office regulations No. 15 of 2020 regarding the termination of prosecution based on restorative justice.

The Indonesian prosecutor's office regulations have emphasized that in order to ensure the implementation of restorative justice in case handling, the prosecutor's office conducts technical guidance, education, and training. This is regulated in Article 16 of the Indonesian prosecutor's office regulations No. 15 of 2020 regarding the termination of prosecution based on restorative justice. The regulations provide a legal basis for the Prosecutor's Office to carry out restorative justice that aims to restore the situation to its original state and minimize criminal decisions against the perpetrator. With the restorative justice approach, criminal cases can be resolved outside the court based on the legal basis held by the prosecutor's office.

3.2.1.3. Similarities and Differences in the Implementation of Restorative Justice by the Police and the Prosecutor's Office

The handling of criminal cases by the police and the prosecutor's office involves both similarities and differences. In a comparative study, the analysis of these similarities and differences is conducted with the aim of addressing potential gaps in the understanding and application of restorative justice between the police and the prosecutor's office. Despite the differences, both the police and the prosecutor's office have legal foundations and authorities that allow them to implement the restorative justice approach. The law grants these law enforcement agencies equal authority in handling criminal cases with a restorative justice approach.

This approach must adhere to applicable laws and regulations, including the Indonesian Police Regulations and the prosecutor's office regulations that govern the handling of criminal issues or cases using the restorative justice approach. Both the police and the prosecutor's office have strong legal foundations that enable them to have broader authority in implementing restorative justice. The goal of this approach is to enhance restorative justice by

restoring the situation to its original state without causing harm to the parties involved in the criminal issue through agreements.[41]

When discussing the similarities between the police and the Prosecutor's Office in handling criminal cases with a restorative justice approach, clear differences can be identified. Although both have the same goal of achieving restorative justice, differences arise based on the respective authorities of each institution. The police have the authority in conducting investigation and inquiry, while the prosecutor's office is responsible for prosecution. These differences underlie the differences in the legal foundations held by the two institutions. In the restorative justice approach, there are notable differences between the authority of the police and the prosecutor's office, especially in terms of the underlying legal aspects. For example, the prosecutor's office has introduced a new formula in handling corruption cases with a restorative justice approach, supported by a strong legal basis.[42]

On the other hand, the police also have a strong foundation in resolving criminal cases with a restorative justice approach. The police have the right to terminate investigations or inquiries as a negotiation effort among the parties involved in a particular criminal act, with the aim of achieving restorative justice involving the victim, perpetrator, and the community in resolving legal issues. The legal basis for both the police and the prosecutor's office is the Indonesian National Police Regulation No. 8 of 2021 regarding the handling of criminal acts based on restorative justice, and the Indonesian prosecutor's office regulation No. 15 of 2020 regarding the termination of prosecution based on restorative justice. Both of these legal bases hold equal positions in the hierarchy of legislation, but their implementation by the two institutions has their respective authorities. The police have the authority in investigations and inquiries to be terminated with a restorative justice approach, while the prosecutor's office has the authority in prosecution to be terminated by prioritizing a restorative justice approach.[43]

This issue poses a challenge for the police in conducting investigations and inquiries to gather sufficient evidence to designate someone as a suspect and subsequently send them to the prosecutor's office. On the other hand, the prosecutor's office uses its authority to terminate prosecution with a restorative justice approach. This creates a new gap in case handling in Indonesia. Therefore, synergy between the Indonesian prosecutor's office regulations and the Indonesian National Police Regulations regarding the use of the restorative justice approach is needed, so that their legal positions do not overlap in law enforcement with a restorative justice approach.

In this context, it is necessary to establish boundaries of authority and identify the strengths and weaknesses of both institutions in law enforcement, especially in handling criminal cases with a restorative justice approach. The restorative justice approach is considered the best approach in resolving criminal cases. However, if there are overlaps in the existing legal framework, changes to the legal rules need to be made to clearly regulate law enforcement in

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[41] Sheila Kusuma Wardani Amnesti, Jundiani Jundiani, Siti Zulaichah, Mohd Shahid Mohd Noh, Lailatul Fitriyah, 'Higher Education with Disabilities Policy: Ensuring Equality Inclusive Education in Indonesia, Singapore and United States', *Journal of Human Rights, Culture and Legal System*, 3.3 (2023), 416. https://doi.org/10.53955/jhcls.v3i3.135.

[42] Yordan Gunawan, Zulfiani Ayu Astutik, 'The Importance of Bilateral Agreement on Mandatory Consular Notification for Indonesia: Tuti Tursilawati Execution', *Jurnal Hukum Novelty*, 10.2 (2019), 98. http://dx.doi.org/10.26555/novelty.v10i2.a13530.

[43] Fahrul Fauzi, Amatullah Asma Ashilah, Maisaroh Maisaroh, 'The Polemic of The Controversial Articles on The Family Resilience Bill from The Perspective of Islamic Law, Psychology, and Social Communication', *Ijtihad: Jurnal Wacana Hukum Islam dan Kemanusiaan*, 20.1 (2020), 134. http://dx.doi.org/10.18326/ijtihad.v20i1.115-146.

Indonesia. This aims to prevent gaps between law enforcement agencies, both the police and the prosecutor's office, in handling criminal cases using the restorative justice approach.

3.2.2. Shifting Law Enforcement Strategy of the Indonesian National Police: Restorative Justice for Public Trust

Shifting the law enforcement strategy of the Indonesian National Police (Polri) towards restorative justice is a step aimed at enhancing public trust. This strategy reflects a paradigm shift in law enforcement, moving from a focus on punishment to restoration and reconciliation. Restorative justice is an approach that focuses on repairing relationships damaged by criminal acts. This strategy involves the participation of offenders, victims, and the community in the resolution process, with the goal of achieving holistic justice and restoring social balance.

This shift is driven by several factors. First, there is an awareness of the limitations of traditional approaches that primarily focus on punishment as the main solution. Punishment often fails to provide adequate satisfaction to victims and does not address the underlying issues that led to the criminal acts. Second, this shift is also influenced by social and cultural changes occurring in society. There is a growing understanding of the importance of reconciliation, restoration, and peace in addressing conflicts and crimes.[44]

In its implementation, Polri has adopted a restorative approach through various policies and programs. They involve the police, victims, offenders, and the community in the case resolution process. This approach includes mediation, dialogue, restitution, social work, and other restoration efforts, with the aim of repairing the harm caused, promoting a sense of justice, and building public trust.

Through this strategic shift, Polri strives to enhance community participation, reduce stigmatization of offenders, and produce fair and sustainable solutions. By building public trust through restorative justice, Polri hopes to improve the effectiveness of law enforcement, strengthen relationships with the community, and create a safer and more harmonious environment.[45]

However, this strategy shift also faces challenges. It requires an increase in the capacity of law enforcement officers to implement the restorative approach, ensure the protection of victims' rights, and build broader community support. Additionally, this shift must be supported by organizational cultural changes, supportive policies, and good coordination among law enforcement agencies.

The shift in law enforcement strategy by Polri towards restorative justice is a necessary step to enhance public trust. By implementing this approach, Polri aims to repair relationships damaged by criminal acts, promote holistic justice, and create a safer and more harmonious environment. However, the implementation of this strategy requires strong support, capacity building, and coordination among law enforcement agencies.

Some ways to shift law enforcement by Polri towards restorative justice in the resolution of criminal cases that can enhance public trust include:[46]

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[44] Dani Muhtada, Ridwan Arifin, 'Penal Policy and the Complexity of Criminal Law Enforcement', *Journal of Indonesian Legal Studies*, 4.1 (2019), 4. https://doi.org/10.15294/jils.v4i01.30189.

[45] Yordan Gunawan, Yovi Cajapa Endyka, 'The Protection of Small and Medium Enterprises in Yogyakarta: The Challenges of ASEAN Economic Community', *Pertanika J. Soc. Sci. & Hum*, 25.1 (2017), 204. http://www.pertanika.upm.edu.my/

[46] Ni Luh Gede Astariyani, I Nyoman Prabu Buana Rumiartha, Ni Ketut Ardani, Thomas John Kenevan, 'Policy on the Right to Education of Refugees in Indonesia and Australia', *Lex Scientia Law Review*, 7.1 (2023), 250. https://doi.org/10.15294/lesrev.v7i1.62964.

1. Training and Education: Polri can conduct training and education programs that strengthen the understanding and skills of personnel regarding restorative justice approaches. This will ensure that Polri personnel have the necessary knowledge and skills to effectively implement this approach.
2. Public Awareness: Polri needs to increase public awareness of the concept of restorative justice and its benefits in resolving criminal cases. Through public campaigns, seminars, and discussions with the community, Polri can educate the public about the importance of active participation in restorative approaches and how it can improve the relationship between the community and the police.
3. Collaboration with Relevant Institutions and Stakeholders: Polri needs to establish close cooperation with relevant institutions and stakeholders, such as the prosecution office, legal institutions, NGOs, and civil society organizations. This collaboration will enable the exchange of knowledge, experiences, and resources that can strengthen the implementation of restorative justice and expand its reach.
4. Evaluation and Monitoring: Polri needs to regularly evaluate and monitor the implementation of restorative justice in law enforcement. This will allow for the identification of successes, challenges, and areas for improvement to enhance the effectiveness of this approach.
5. Research and Development: Polri can support research and development related to restorative justice to strengthen the theoretical foundation, methodologies, and best practices in implementing this approach. Through robust research, Polri can gain a deeper understanding of the impact and effectiveness of restorative justice in law enforcement.

By implementing these approaches, Polri is expected to strengthen the use of restorative justice in law enforcement to enhance public trust in the police institution. This will create a more just, harmonious, and safe environment for the community.

4. Conclusion

The shift in Polri's strategy towards utilizing restorative justice is an important step in improving relations with the community and enhancing public trust. By involving the community in the resolution of criminal cases and providing opportunities for healing and reconciliation, Polri demonstrates its commitment to building holistic justice. Through this approach, Polri acts as a mediator and community builder, creating a safer and more harmonious environment that positively impacts law enforcement effectiveness. With stronger public trust, Polri becomes a respected partner and can carry out its duties more effectively for the benefit of all parties involved. The strategies employed by Polri to utilize restorative justice in enhancing public trust include personnel training and education, raising public awareness, collaborating with relevant institutions and stakeholders, evaluation and monitoring, as well as research and development. By implementing these strategies, it is hoped that Polri can enhance public trust in the police institution.

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