

REGULATIONS OF PENITENTIARY LAW IN INDONESIA

Anis Widyawati,

ABSTRACT

Penitentiary law is a law relating to the purpose, working power and organization of penitentiary institutions. Indonesia adheres to a civil law legal system based on codified civil code, which means that the law in the system is prepared in written and was not made by the judge. However, the execution of Penitentiary law is important as material and formal criminal law in law enforcement. It contains what the law enforcer must do after the judge has passed criminal sentence. Penitentiary law will assure that the purpose of a criminal sentence will be effective and efficient. Material criminal law has been codified in the Penal Code (KUHP), while formal criminal law is codified in the Penal Procedure Code (KUHAP), but penitentiary law, its norms or rules are promulgated inside and outside the Penal Code. Therefore, penitentiary law has not been specifically codified in a Law that it will increase the workload of law enforcement officers and will open opportunities for unrest in the community due to the absence of legal certainty. From the background of description above, the problem as the subject of the study is how the regulations on criminal law apply in Indonesia. The purpose of the research is to identify the regulations of penitentiary law that are promulgated in various laws and regulations in Indonesia. The method in this research is juridical sociological content analysis using interactive analysis models with the R & D (Research and Development) constructivism paradigm.

Keywords: Regulation, Law, Penitentiary, Criminal, Indonesia

A. BACKGROUND

Indonesia as part of the former Dutch colony has adopted legal system of civil law based on codified civil code (Qamar, 2010: 16-17), meaning that the law in the system was prepared in written and was not made by the judge (Baker, 2001: 308). Therefore, it is not surprising that material criminal law is codified in the Penal Code (KUHP), while formal criminal law is codified in the Penal Procedure Code (KUHAP). In contrast to the codified material and formal criminal law, criminal procedural law (penitentiary law), its norms or rules are still scattered within and outside the Penal Code and other criminal laws. Even though the criminal procedural law is as important as the material and formal criminal law in law enforcement, it contains what the person must do after the judge has passed a criminal sentence. This means that penitentiary law gives assurance against the criminal imposed by the judge can achieve its objectives effectively and efficiently. (Lamintang, 2010: 2). The researcher argues that the codification of the penitentiary legal regulations is very necessary because of the promulgation of these legal norms. Basically the formation of the Law is a part of the integral as social protection effort (social welfare). (Arief, 2016: 28) Codification in addition to facilitating the supervision process between institutions in penitentiary law also makes it easier for people to do the same. Along with the supervision of various parties, penitentiary institutions carry out their duties without fraud.

B. FORMULATION OF PROBLEM

The problem as the subject of the study from this research is how the regulations on penitentiary law apply in Indonesia?

C. DISCUSSION

In the book P.A.F Lamintang and Theo Lamintang (2010: 7-10) the institutions included or playing a role in execution of criminal sentence consist of criminalization institutions, law enforcement institutions or *maatregel* and policy institutions. Although some Dutch writers only relate penitentiary law solely to the *straf* and *maatregel* or punishment and prosecution. According to P.A.F Lamintang, this opinion is not entirely true, as the actions of the judge who ordered that a defendant shall be returned to their parents or to their guardian were not a *straf* or punishment and are also difficult to refer to as *maatregel* or prosecution. According to him, the action of the judge is more appropriate to state as policy. The following are criminal procedural (penitentiary) institutions and regulations on criminal procedural laws in Indonesia:

A. Institution of Punishment

1. Institution of capital punishment, imprisonment, confinement, financial penalties, and additional punishment

a. Capital Punishment

Capital punishment is regulated in Article 11 of the Penal Code, which reads: "Capital punishment is executed by the executioner on the gallows by entangling the rope tied to the gallows on the neck of the convict and then pulling down the board where the convict is located. The provisions of capital punishment listed in Article 11 of the Penal Code have been revoked and replaced by the Act No. 2 of PNPS of 1964 on the Procedures for the Execution of Capital Punishment, which was ruled down by the Courts in the General

and Military Courts. The Law Number 2 PNPS of 1964 on the Procedures for the Execution of Capital Punishment ruled down by the Courts in the General and Military Courts was stipulated by Law Number 5 of 1969. The Implementation of the Penal Code in Law Number 2 PNPS of 1964 was regulated in Article 2 to Article 16.

Law No. 2 of the PNPS of 1964 was revoked by the entry into force of the Indonesian National Polices Kakorbrimob. Letter No. Pol.: Skep/122/VIII/2007 on the Guidelines for Execution of Capital Punishment. The procedure for execution of capital punishment is regulated in the Regulation of the Chief of the Indonesian National Police Number 12 of 2010 on the Procedures for the Execution of the Capital Punishment. The execution of capital punishment is stated in Article 15.

Capital Punishment is also regulated in the draft of Penal Code (KUHP) Article 67 which categorizes capital punishment as a specific principal punishment and is always threatened alternatively. Article 89 clarifies that capital punishment is imposed as last resort to protect the community.

The execution of capital punishment is regulated in Article 90, stipulating that:

1. Capital punishment is executed by shooting the convicts to death by the firing squad
2. Execution of capital punishment as referred to in paragraph (1) shall not be executed in public.
3. Execution of capital punishment on pregnant women or mentally ill people is postponed until the woman gives birth or the mentally ill person is cured.
4. Capital punishment can only be executed after the clemency application has been rejected by the President.

Execution of capital punishment in the draft of Penal Code is not much different from the Law Number 2 PNPS of 1964. The difference lies in the execution of capital punishment that can be postponed by a probationary period of 10 (ten) years stipulated in Article 91, with the following conditions:

- a. The public reaction to the convict is not overly high;
- b. The convict shows remorse and there is hope for improvement;
- c. Position of the convict in the inclusion of criminal act is insignificant; and
- d. Mitigating reasons

Paragraph (2) states if the convict during the probationary period of 10 (ten) years reflects commendable attitudes and actions, capital punishment can be changed to lifetime imprisonment or imprisonment for maximum of 20 (twenty) years by taking into account the minister's decision in administering government affairs in law and human rights. Paragraph (3) states if the convict during the probationary period as referred to in paragraph (1) shows no commendable attitudes and actions and there is no hope for improvement, capital punishment can be executed at the order of the Attorney General.

Article 90 states if the clemency application for the death row convicts is rejected and capital punishment is not carried out for 10 (ten) years other than the convict runs away, the capital punishment can be converted into a lifetime imprisonment by Presidential Decree.

b. Imprisonment

1.1 Regulation of imprisonment in:

1. Stb. 1917 on Imprisonment Regulations:

- (1) The term of imprisonment in this regulation is defined as all houses used or will be used by the State as places of imprisoned people and so-called central prisons for European groups, correctional center for European groups, incarceration of women, place for those who sentenced to forced labor, State prison, prison support, detention home for non-military people, and other names.
- (2) District prisons and detention home are not considered as the imprisonment referred to in this regulation

2. Penal Code includes Article 12 to article 17, Article 20 to article 22, Article 24 to Article 29, Article 33, Article 33a and Article 34.

1.2 Regulation of imprisonment in special laws and regulations outside the Penal Code, for example:

1. Anti-Corruption Law (Law Number 31 of 1999 jo. Law Number 20 of 2001). In Article 2 set forth a minimum of 4 years specifically, while Article 3 set forth a minimum of 1 year.
2. The TPPU Law (Law Number 15 of 2003) in Article 3 letter (g) regulates a minimum of 5 years.

1.3 Procedures for Execution of Imprisonment

1. Regulated in Law Number 12 of 1995 on the Corrections in Articles 10 to 17.
2. Draft of Penal Code Article 55 paragraph (1), Article 55 paragraph (2), imprisonment is regulated in Article 70, Article 71, Article 72.

In the concept of the Draft of Penal Code Article (RKUHP), it still makes criminal imprisonment as one of the principal punishment threatened on the crime. In the principle of the Draft of Penal Code it is no longer about criminal imprisonment, which according to the patterns of Penal Code it is usually threatened for criminal offenses, type of additional punishment and actions in the RKUHP goes through expansion, among them is explicitly formulated type of additional punishment in the form of fulfilling customary obligations. The formulated customary law is intended to accommodate types of customary sanctions or sanctions according to unwritten law.

c. Confinement

1. Regulated in Stb. December 10, 1917
Confinement has the same meaning as imprisonment, but confinement has *pistole* rights.
2. Confinement is regulated in Articles 18-29 of the Penal Code

The draft of Penal Code does not regulate confinement, and it removes imprisonment as a type of criminal act.

d. Financial Penalties

1. Financial penalties are regulated in Articles 30-31 of the Penal Code;
2. PERPU Number 16 of 1960
3. PERPU Number 18 of 1960
4. PERPU Number 2 of 2012
5. Draft of Penal Code (RKUHP)

Financial penalties are regulated in article 82, specifying the following:

- Financial penalties at least Rp 100,000.00 (one hundred thousand rupiah)
- Financial penalties are mostly set forth based on the following categories:
 - a. Category I Rp. 6.000.000,00 (six million rupiah);
 - b. Category II Rp. 30.000.000,00 (thirty million rupiah);
 - c. Category III Rp. 120.000.000,00 (one hundred twenty million rupiah);
 - d. Category IV Rp. 300.000.000,00 (three hundred million rupiah);
 - e. Category V Rp. 1.200.000.000,00 (one billion two hundred million rupiah); and
 - f. Category VI Rp. 12.000.000.000,00 (twelve billion rupiah).
- Most financial penalties for corporations that commit criminal acts are threatened with:
 - a. Imprisonment maximum of 7 (seven) years to 15 (fifteen) years are financial penalties in category V;
 - b. Capital punishment, lifetime imprisonment, or maximum 20 (twenty) years imprisonment is financial penalties in Category VI
- Minimum financial penalties for corporation is financial penalties in category IV. Article 83 then determines that:
 - a. In the imposition of financial penalties, the capability of the convict must be considered.
 - b. In assessing the capability of the convicts, they must take into consideration to what the convicts can spend in relation to their personal and social circumstances.
 - c. The provisions referred to in paragraph 1 and paragraph 2 does not reduce the minimum requirement for criminal penalties to apply for certain criminal acts.

Regarding the execution of Financial Penalties, the draft of Penal Code is regulated in Article 84 with the following provisions:

1. Financial penalties can be paid by installments in a grace period according to the judge's decision.
2. If the financial penalties referred to in paragraph 1 are not paid in full within the specified payment period, the unpaid financial penalties can be taken from the convict's wealth or income.

Regarding the substitute financial penalties for category I is regulated in Article 85 provided that:

- a. If the taking of wealth or income as referred to in Article 84 paragraph (2) is not possible, the unpaid financial penalties is substituted by community service, supervision or imprisonment, with the provision of financial penalties shall not exceeding financial penalties in Category I.
- b. The length of the substitute punishment as referred to in paragraph (1): a. For the substitute community service, provisions as referred to in Article 88 paragraph (3) and paragraph (4) apply; b. For supervision, minimum of 1 (one) month and maximum of 1 (one) year; c. For imprisonment, minimum of 1 (one) month and maximum of 1 (one) year that can be aggravation for maximum of 1 (one) year 4 (four) months, if there is aggravation of financial penalty due to concursus or due to aggravation of punishment as referred to in Article 134.
- c. Calculating duration of the substitute punishment is based on the size for each penalty of Rp. 15,000.00 (fifteen thousand rupiahs) or less, in line with: a. One hour of substitute community service; b. One day of supervision or imprisonment.
- d. In the event that after undergoing the substitute punishment, a portion of the financial penalty will be paid, the length of the substitute punishment will be reduced according to the equivalent size in accordance with the provisions referred to in paragraph (3).

The substitute financial penalties exceeding Category I are regulated in Article 86 with the following provisions:

1. If the withdrawal of wealth or income as referred to in Article 84 paragraph (2) cannot be executed, unpaid financial penalties for category I shall be replaced with imprisonment for minimum of 1 (one) year and the longest as threatened for criminal offenses concerned.
2. Provisions as referred to in Article 85 paragraph (4) also apply to paragraph (1) insofar as it relates to the substitute imprisonment. In the draft of Penal Code, there are general minimum, special minimum and special maximum financial penalties. The general minimum is IDR 1,500.00 (one thousand five hundred rupiahs). Special maximum threats are divided into six categories. The special minimum financial penalties can be determined based on the six categories. The special maximum financial penalties are as follows:
 - Very light offense weight is no imprisonment and the penalty is category 1/2.
 - Light offense weight is 1 to 2 years imprisonment and the penalty is category 3.
 - Medium offense weight is 2 to 4 years imprisonment and the penalty is category 4.
 - Heavy offense weight is 4 to 7 years imprisonment and the penalty is category 4.

- Very serious offense weight in terms of imprisonment over 7 years, thus it will no penalties for people, while corporations will be imposed to category 5.
- From the above pattern, that according to the Penal Code and the draft of Penal Code, there is no general maximum for financial penalties.

e. Additional Punishment

Additional punishment in the form of revocation of certain rights, confiscation of certain objects and announcement of the judge's decisions (regulated in Article 10 letters (a) and (b) of the Penal Code)

2. Institution for Detention

- a. Detention sentence is regulated in Act 20 of 1946:

Article 1 'Apart from the principal punishment in article 10 letter (a) of the Penal Code and Article 6 letter (a) of the Penal Code is the new principal punishment, which is the detention sentence, which replaces imprisonment referred to in article 2.'

Article 2 'In prosecuting a person who commits a crime, threatened with imprisonment, as incited by venerable intention, the judge may impose punishment of detention. The regulation in paragraph 1 does not apply if the act, which constitutes a crime or the method of committing an act or the result of this act, is as such that the judge argued that the prison sentence was in place.

Article 3: (1) Whosoever is sentenced with detention shall carry out the work ordered to him according to the regulations set forth under article 5. (2) The Minister concerned or the appointed employee has the right for the convicts' request to hold harmless of the obligation referred to in paragraph 1.

Article 4 'All regulations related to imprisonment also apply to detention sentence, if the regulations do not conflict with the specific nature or regulation of the detention sentence.'

Article 5: (1) The place for serving a detention sentence, procedures of the sentence execution and all necessary things to execute this law are regulated in government regulations. (2) Administrative regulations or rules of home for execution of the detention sentence are regulated by the Minister of Justice with the approval of the Minister of Defense.

Article 6 This law shall come into force on the day of its promulgation.

- a. Law Number 8 of 1946 on Detention Home, arrangements of Detention Home in articles 1 to 12.
b. Draft of Penal Code (RKUHP)

Detention sentence is regulated in Article 78 of the Draft of Penal Code, provided that:

1. The convict who commits a crime that is threatened with imprisonment, considering his personal circumstances and acts can be subject to detention sentence.
2. Detention sentence as referred to in paragraph (1) can be imposed on the convict who committed a crime as he was incited by venerable intention.
3. Provisions as referred to in paragraph (2) do not apply, if the procedures or consequences of such actions are such that the convict is more appropriate to be sentenced for detention.

3. Institutions for Suspended Sentence

- a. Regulated in articles 1 to 5 of Ordinance Number 487 of 1926 on the Implementation of Suspended Sentences.
- b. Stb. 337 of 1934 in Chapter I on Supervision Article 1 to Article 5, Chapter II on the Assistance in fulfilling Special Conditions article 6 to article 17, Chapter III Suspended Sentence for Military consisting articles 17-21, is not included herein as The Military Penal Code and concerned with *Leger Commandant* and *Commandant* Unit concerned.
- c. Regulated in Article 14 (a) paragraph (1) to paragraph (6) of the Penal Code
- d. Draft of Penal Code (RKUHP)
Draft of Penal Code uses the term of Criminal Supervision to replace the term of Suspended Sentence. It is regulated in articles 79-81.

4. Institution for aggravation of confinement

Institution for aggravation of confinement due to aggravation, *recidive*, or due to criminal act that the civil servant has committed by tarnishing his special duty obligations stipulated in Article 18 paragraph 2 of the Penal Code: "If there is a crime due to concursus or repetition or due to the provisions of the article 52, confinement can be increased to one year and four months."

5. Institutions for execution of punishment

Regulated in Ordinance Number 708, it is also known as the *Gestichtenreglement* or regulation on Correctional Institution. In Indonesian positive law, it is regulated in Law Number 12 of 1995 on Penitentiary. The Penitentiary Law regulates matters relating to Correctional Institutions starting from prisoner rights, prisoner obligations, and other matters relating to Correctional Institutions.

B. Institution of Enforcement

1. Institutions for placement under the government supervision

Regulated in Article 45 of the Penal Code:

"In the case of criminal prosecution of an immature person for committing an act before the age of sixteen, the judge may determine: ordering that the convict shall be returned to his parents, guardian or caretaker, without

any punishment; or ordering that the convict shall be handed over to the government without any punishment, if the act is a crime or one of the infringements based on articles 489, 490, 492, 496, 497, 503 - 505, 514, 517 - 519, 526, 531, 532, 536, and 540 and have not passed two years since being found guilty of committing a crime or one of the infringements mentioned above, and the decision has become permanent; or imposing a sentence on the convict.

2. **Institution for forced confinement (*afzonderlijk oplusting*)**
Regulated in Article 35 paragraph (3) Ordinance Number 10 of 1917:
“If there is a suspicion that one is suffering from an infectious disease, then he is immediately separated from other people while waiting for a doctor's examination and if possible is confined in the intended room for the sole purpose.”
3. **Institution for self-confinement inside the jail with iron bars**
Regulated in Article 49 (1) Ordinance dated December 10, 1917:
“The people in prison are divided into four classes.”
4. **Institution for forced education**
Regulated in Ordinance dated December 21, 1917
5. **Institution for placement in state employment agency**
Regulated in Ordinance dated March 24, 1936

C. Institution of Wisdom

1. **Institution for returning the defendants to parents/guardians**
 - a. Regulated in Article 45 of the Penal Code:
 - b. Law Number 3 of 1997 on Juvenile Justice
 - c. Law Number 11 of 2012 on the Juvenile Justice System
2. **Parole institution**
Regulated in Article 15 - Article 17 of the Penal Code:
3. **Institution gives license for the convicts to live freely in Correctional Facility after working hours**
Regulated in Article 20 paragraph (1) of the Penal Code:
“The judges who impose sentences of imprisonment or confinement for maximum of one month, may stipulate that prosecutors can allow the convicts to move freely outside of prison after work time.”
4. **Institutions attempting self-improvement**
This provision applies to those sentenced to confinement. Regulated in Article 23 of the Penal Code:
“Those who are sentenced to imprisonment, at their own expense may just alleviate their fate according to the rules that will be determined with Constitution.”

The criminal justice system is a network system using material criminal law, formal criminal law and criminal procedural law. The integrated significance in the integrated criminal justice system is based on synchronization and harmony in the relation between law enforcement institutions (legal structures), substance of law and legal culture in living out the views, attitudes and philosophy that thoroughly underlie operation of the criminal justice system. The integrated concept emphasizes that each institution has different functions and stands alone but must have the same goal that it has the strength and binding of the Police, Prosecutors, Courts, and Correctional Institutions. Supporting sub-systems in the criminal justice system include:

1. **Detention House**
Provisions regarding detention houses are regulated in:
 - a. Law Number 12 of 1995 on Correctional Institutions
 - b. Government Regulation Number 58 of 2010 on Implementation of Law Number 8 of 1983 on Penal Procedure Code (KUHAP)
2. **Storage of Confiscated Items (Rupbasan)**
Provisions regarding Rupbasan are set forth in:
 - a. Law of the Republic of Indonesia Number 8 of 1981 on Criminal Procedure Law, Law of the Republic of Indonesia Number 12 of 1995 on Correctional Facilities (LN. 1995 Number 77 Supplementary LN. Number 3668);
 - b. Government Regulation of the Republic of Indonesia Number 27 of 1983 dated August 1, 1983 on Implementation of the Penal Procedure Code ;
 - c. Decree of the Minister of Justice of the Republic of Indonesia No. M.04-PR.07.03 of 1985 on the Organization and Procedure of Detention Houses and Storage of State Confiscated Items;
 - d. Ministerial Regulation of Law and Human Rights of the Republic of Indonesia No. M-HH-05.OT.01.01 of 2010 on the Organization and Procedures of the Ministry of Law and Human Rights as amended by Government Regulation No.19 of 2013 on Amendments to Regulation of the Minister of Law and Human Rights No. M-HH-05.OT.01.01 of 2010 on the Organization and Procedures of the Ministry of Law and Human Rights;
 - e. Ministerial Regulation of Law and Human Rights of the Republic of Indonesia No. 28 of 2014 on Organization and Procedures of Regional Offices of the Ministry of Law and Human Rights;
 - f. Decree of the Minister of Justice of the Republic of Indonesia No. M.04-PR.07.03 of 1985 on Organization and Procedures of State Detention Houses and Storage of State Confiscated Houses;
 - g. Decision of the Directorate General of Corrections of the Ministry of Law and Human Rights Republic of Indonesia No. PAS-140.PK.02.01 2015 on Implementation Guidelines for Management of State Confiscated Items and State Goods Expropriation;
 - h. Ministerial Regulation of Law and Human Rights of the Republic of Indonesia No. 16 of 2014 on Procedures for Management of State Confiscated Items and State Goods Expropriation in Storage of State Confiscated Items;
3. **Correctional Institutions**

4. Provisions regarding Correctional Institutions are regulated in:
Law Number 12 of 1995 on Penitentiary
5. Correctional Center
6. Provisions regarding the Correctional Center are regulated in:
 - a. Law No.12 of 1995 on Penitentiary
 - b. Amendment of the BISPA Hall Nomenclature into BAPAS in 1997 based on the Decree of the Minister of Justice of the Republic of Indonesia No.M.01.PR.07.03 Dated 12-2-1997
 - c. Circular of the Director General of Penitentiary dated March 7, 1997 RI No.M.01.PR.07.17 of 1997
 - d. Law Number 3 of 1997 on Juvenile Justice.
 - e. Government regulations Number: 31 of 1999 on Guidance and Development for the Inmates
 - f. Government regulations Number 32 of 1999 on Terms and Procedures for the Rights of Assisted Inmates
 - g. Penitentiary Number 28 of 2006 on Amendments to Government Regulation Number: 32 of 1999 on Terms and Procedures for the Implementation of Correctional Assisted Inmates' Rights.

D. CONCLUSION

The existence of penitentiary law codification is expected to ease the burden of law enforcement officers that the costs incurred by the state in law enforcement efforts can be minimized. Thus, legal certainty will provide protection, benefit and a sense of justice to the community. Basically, the written legal codification has three objectives, as follows:

1. obtain legal certainty as the law has been written in a Law;
2. simplification of the law, making it easier for the public to obtain (possess) and learn it;
3. legal unity, so as to prevent confusion of the legal understanding concerned, the possibility of misuse of its implementation, and the protracted state of the law-blind society.

Whereas the modern era, codification of the law has the following objectives: (ICJR, 2015: 7-10)

1. design and simplify differences in laws and regulations into one group with the intention of facilitating legal practitioners;
2. make systematization of material law and legal unification, that inter-related arrangements are interconnected;
3. establish new legal system based on legal political fundamentals, that each legal institution mutually supports to achieve a unified system.

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Draft of Penal Code 2018

Anis Widyawati,
Regulations of Penitentiary Law in Indonesia.
Universitas Negeri Semarang
Email: anis@mail.unnes.ac.id