



THE PROSECUTOR LAW REVIEW

DITERBITKAN OLEH PUSAT STRATEGI KEBIJAKAN
PENEGAKAN HUKUM, KEJAKSAAN AGUNG

P - ISSN : 2987 - 7342 E - ISSN : 2987 - 8314

AVAILABLE ONLINE
<https://prolev.kejaksaan.go.id/>



Optimization of the Prosecutor's Civil and Administrative Roles in Public Legal Assistance

Optimalisasi Peran Bidang Perdata dan Tata Usaha Negara Kejaksaan dalam Pemberian Bantuan Hukum bagi Masyarakat

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Article Info

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History:

Submitted: 18-10-2025

Revised: 08-04-2026

Accepted: 14-04-2026

Keywords:

Attorney General's Office; Civil and Administrative Affairs Division; Legal Assistance; State Attorney; Access to Justice.

Kata Kunci:

Kejaksaan; Perdata dan Tata Usaha Negara; Bantuan Hukum; Jaksa Pengacara Negara; Akses Keadilan.



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Abstract

This study aims to analyze the implementation of the Civil and Administrative Affairs Division of the Attorney General's Office of the Republic of Indonesia in providing civil legal assistance, identifying existing obstacles, and formulating optimization strategies to ensure effective public access to justice. The research employs a normative juridical method with statutory, conceptual, and case approaches. The findings reveal that although the legal foundation of the Civil and Administrative Affairs Division's authority is strong, implementation still faces internal barriers such as the limited number of State Attorneys (JPN), lack of continuous training, and insufficient budget, as well as external barriers including low legal awareness and complex administrative procedures. Optimization efforts include institutional strengthening, professional capacity building, digitalization of legal services, and inter-agency coordination to realize inclusive and sustainable access to justice.

Abstrak

Penelitian ini bertujuan untuk menganalisis implementasi peran Bidang Perdata dan Tata Usaha Negara Kejaksaan Republik Indonesia dalam pemberian bantuan hukum perdata, mengidentifikasi hambatan yang dihadapi, serta merumuskan strategi optimalisasi agar akses keadilan bagi masyarakat dapat tercapai secara efektif. Metode penelitian yang digunakan adalah yuridis normatif dengan pendekatan perundang-undangan, konseptual dan kasus. Hasil penelitian menunjukkan bahwa meskipun dasar hukum kewenangan Bidang Perdata dan Tata Usaha Negara telah kuat, implementasinya masih menghadapi hambatan internal berupa keterbatasan jumlah Jaksa Pengacara Negara (JPN), kurangnya pelatihan berkelanjutan, dan keterbatasan anggaran, serta hambatan eksternal seperti rendahnya kesadaran hukum dan prosedur administratif yang kompleks. Upaya optimalisasi meliputi penguatan kelembagaan, peningkatan kapasitas JPN, digitalisasi layanan hukum, dan koordinasi lintas lembaga untuk mewujudkan akses keadilan yang inklusif dan berkelanjutan.

A. INTRODUCTION

1. Background

The Prosecutor's Office is a public institution with a unique position in the legal system in a country. This entity has obligations which go beyond the legal prosecution with the institution having Civil and Administrative Law (Datun) functions which make the institution a principal player in the protection of the state, the administration, and the public.¹ The state's functions are enumerated in Article 30 paragraphs (2) and (3) of Law Number 16 of 2004 regarding the Prosecutor's Office of the Republic of Indonesia as amended by Law Number 11 of 2021 regarding Amendment of Law Number 16 of 2004.² The provisions are the legal basis which gives the prosecutor the powers to act in and outside the courts in defense of legal certainty, order, and protection. This is the fundamental reason as to why the Prosecutor's Office is expected to act as the representative of the state in rendering legal services in a manner that is just and responsive to the community.

In a democratic rule-of-law state, justice should be accessible to all citizens on an equal footing. Social realities, however, signal a continuing unevenness of legal services, especially between groups with lower economic status or limited legal literacy.³ Citizens with limited familiarity with legal norms are often in disadvantageous positions vis-à-vis the vindication of their civil claims, including housing and tenancy disputes, contracts, control over assets, and procedures regarding the administration of public services. These groups actually need the presence of the state to prevent any weakening of their legal position. Hence, the Datun function represents a crucial state mechanism that functions as an affirmative action measure to ensure the realization of substantive justice for society.⁴

The two main forms of service undertaken in implementing civil legal assistance by the Prosecutor's Office are litigation and non-litigation.⁵ Litigation involves the

¹ Attorney General's Office of the Republic of Indonesia. *Legal Basis and Functions of the Datun Division*.

² Law Number 16 of 2004 concerning the Prosecutor's Office of the Republic of Indonesia in conjunction with Law Number 11 of 2021.

³ Central Bureau of Statistics. "Percentage of Poor Population in March 2025 Declines to 8.47 Percent." Accessed 21 October 2025, 13.19 WIB, from <https://www.bps.go.id/id/pressrelease/2025/07/25/2518/persentase-penduduk-miskin-maret-2025-turun-menjadi-8-47-persen-.html>

⁴ Attorney General's Office of the Republic of Indonesia. *Implementation Report of Datun Functions*.

⁵ Ibid.

representation of state or public interests by prosecutors in civil court proceedings, while non-litigation services refer to legal consultations, administrative assistance, mediation, negotiation, and the drafting of legal opinions. It is aimed at resolving disputes not solely through formal mechanisms but also to expedite legal resolutions, avoid unnecessary expenses, and ensure that restoration of community rights is effectively implemented.⁶ It is also a principle well reflected in international human rights instruments and national policy frameworks on access to effective remedy.

By incorporating digital technology, particularly the Online Legal Service, the Prosecutor's Office has advanced the modernization of its legal services. Because of the flexibility and affordability of the technology to provide state services to customers regardless of location, it embodies the principles of accessibility and availability.⁷ Also, digitization streamlines the tracking of administrative processes and enhances transparency within institutions. This is the first such development in the prosecution's office's administrative modernization efforts, allowing it, at least in part, to keep up with the evolving requirements of today's society.

However, the performance of the Datun mandate has also been greatly influenced by internal constraints. Specifically, the small number of State Attorneys with specialized competencies in civil law, negotiation, mediation, and legal drafting is a structural issue that must be addressed systematically. Professional competencies for civil prosecutors cannot be equated with those of criminal prosecutors because both need different procedural and analytical competencies. Moreover, training and capacity-building programs have yet to be standardized at the national level⁸, which might cause differences in quality among services at the regional level. Furthermore, budget cuts pertinent to the Datun sector remain far from being proportional to the working load, leading to constraints on the operational capacity of such sectors, lack of supervision, and sluggish development in terms of legal services based on technology.

External constraints also stem from the community. Low levels of legal awareness and limited understanding of the Datun function by the public often leave citizens unable to make full use of legal assistance from the state. Administrative procedures perceived to be complicated add to the barriers faced particularly by groups with limited capabilities

⁶ Ibid.

⁷ Ibid.

⁸ Attorney General's Office of the Republic of Indonesia. *Implementation Report of Datun Functions*.

to handle official documents. Even the digital divide⁹ shows that online services are far from being inclusive, which means that technological innovations introduced by the government may remain accessible only to certain strata of society. Poor cooperation within institutions, such as land administration offices or civil registration agencies, also leads to obstacles in the resolution of disputes requiring verification of documents across different authorities.

These conditions demonstrate that civil legal assistance managed by the Prosecutor Office is supported by a solid policy foundation, including the Law on the Prosecutor Office contained in Undang Undang Nomor 16 Tahun 2004 and its amendments through Undang Undang Nomor 11 Tahun 2021, as well as the Attorney General Regulation PER 006/A/JA/07/2017 on the Organization and Work Procedures of the Prosecutor Office of the Republic of Indonesia, which was last amended by Peraturan Kejaksaan Republik Indonesia Nomor 3 Tahun 2024.¹⁰ However, the current implementation still shows a noticeable gap between regulatory expectations and practical outcomes. Thus, there is a need for optimization to ascertain the extent to which the Datun function serves the purposes of public justice. That improvement involves greater compromise of the systems of the institutions, professional upskilling, digitization of processes, better interagency coordination, and wider distribution of legal information.¹¹

Increasing the efficiency of the legal services involves the work of the Datun area as well. This also concerns the initiatives to restore the people's confidence in the law enforcement agencies.¹² Debatably, the state and its legal organs, especially the Datun Prosecutor's Office, shall be perceived as protecting the weaker segments of the society. This analysis is of the utmost importance, as it will examine the functionality of the Datun in providing civil legal aid, assess the internal and external parameters affecting the functionality of the Datun, and formulate the legal aid to be more integrated, responsive, and provide justice in a durable way.¹³

2. Research Question

Based on the background of this study, the research problems to be examined include the following questions:

⁹ Ibid.

¹⁰ The Law on the Prosecutor's Office; Regulation of the Attorney General Number PER-006/A/JA/07/2017.

¹¹ Attorney General's Office of the Republic of Indonesia. *Strategy for Optimizing Datun Functions*.

¹² Ibid.

¹³ Ibid.

1. How is the Prosecutor Office's Civil and Administrative Law Division (Datun) carrying out its responsibility to offer civil legal aid as a means of public legal protection?
2. What internal and external obstacles prevent the Prosecutor Office's Datun division from providing civil legal assistance?
3. How can the Prosecutor Office's Datun division optimize civil legal assistance to increase its efficacy and fortify community legal protection?

3. Method

The method used in this research is the normative juridical method, where the perspective of law is seen as an ordering system of norms in social life. This research focuses on the analysis of legal principles, legal theory, and positive law related to the implementation of civil legal assistance by the Prosecutor Office of the Republic of Indonesia. The approaches used here are the statutory approach, the conceptual approach, and the case approach. The statutory approach is conducted by studying Article 30 paragraphs (2) and (3) of the Law on the Prosecutor Office together with the Attorney General Regulation PER 006/A/JA/07/2017 as an operational guide. The conceptual approach is used to explain the position of civil legal assistance within the framework of legal protection and access to justice for the community. The case approach is utilized to see the practice of civil legal assistance in various regions for the assessment of the effectiveness of Datun authority in an actual implementation.

The information was obtained by doing library research, including secondary materials such as academic writings and research result reports, primary legal materials like acts and documents from the Prosecutor's Office, and tertiary legal materials such as legal encyclopedias and online publications. Empirical data such as civil court case statistics was used to further analyze service patterns and service efficiency. The data was analyzed by the qualitative method, descriptive and correlational, by relating legal norms and non-legal to the practical conditions in the assessment of the balance of the State Attorney's powers to the norms of legal certainty, equity, and utility. This research highlights the presence of structural and cultural obstacles that hinder the efficiency of the Prosecutor's Office in the provision of civil legal assistance and builds fact-based proposals aimed at the enhancement of effective access to justice.

B. DISCUSSION

1. Implementation of Civil Legal Assistance by the Datun Division of the Prosecutor Office

The Datun division of the Prosecutor Office assists in civil legal matters as an example of the state function providing legal aid social services especially toward the poor and the uneducated in legal matters.¹⁴ The Datun's authority comes from Articles 30 paragraphs (2) and (3) of the Law on Prosecutor Office, which states that the institution can take actions in and out of the court on behalf of the state, the government, and the society.¹⁵ In practice, Datun division assists in two main types of services which are either litigation or non litigation assistance.¹⁶ In the context of litigation, assistance entails legal representation and sponsorship in civil court. Non litigation services, on the other hand, comprise legal advice, mediation, negotiation, and drafting legal documents.¹⁷ These two forms of assistance serve different orientations. Litigation focuses on the settlement of concrete disputes, whereas non litigation emphasizes prevention and the pursuit of efficient, peaceful solutions.¹⁸

In the context of access to justice, both kinds of assistance play the role of state instruments in guaranteeing equal opportunities for all citizens, but most importantly those in vulnerable conditions, to obtain fair, effective, and nondiscriminatory dispute resolution. This is in line with the models set by the United Nations Development Programme on access to justice by the public.¹⁹ It should also be reiterated that the Office of the Prosecutor is not a singular entity that provides civil legal aid. Ideally, its services are complemented by Legal Aid Organizations, pro bono advocates, and civil society groups who have long been involved in community legal empowerment.²⁰ Clear harmonization and division of roles are essential to prevent overlapping authority and to ensure that access to legal assistance is more evenly distributed.

¹⁴ Mulyadi, Lilik. The Role of the Prosecutor's Office in Law Enforcement in Indonesia. *Journal of Law and Development*, Vol. 51 No. 3, 2021.

¹⁵ Law Number 16 of 2004 concerning the Prosecutor's Office of the Republic of Indonesia in conjunction with Law Number 11 of 2021 (the Prosecutor's Office Law).

¹⁶ Sari, Dian Paramita. *Implementation of Datun Functions in Providing Legal Protection for the Public*. *Journal of Legal Science Legalitas*, Vol. 14 No. 2, 2022.

¹⁷ Ibid.

¹⁸ Harahap, Rahmat. *Litigation and Non-Litigation in the Indonesian Legal System*. *Progressive Law Journal*, Vol. 10 No. 1, 2020.

¹⁹ United Nations Development Programme (UNDP). *Access to Justice Guidelines*. Accessed 21 October 2025, from <https://www.undp.org>

²⁰ Attorney General's Office of the Republic of Indonesia. *Report on Collaboration with Legal Aid Institutions*.

In the process of modernizing its services, the Prosecutor Office introduces the Online Legal Service, which enables the public to ask for legal assistance without needing to physically come to the office.²¹ People can upload documents, request consultations online, and monitor the case process in real time through this platform.²² This means that partial digital optimization, which was conceptual in the past, has been concretely realized. The development of digital services is in line with the principles of availability, affordability, and accessibility within a broad framework of access to justice, making sure that legal services are reachable even to communities in very remote areas.²³ However, this would continue to be effective provided infrastructure readiness, competent human resources, and adequate public outreach are in place to guarantee that digitized services reach the people as much as possible. Next, despite these developments, efforts like the Online Legal Service still face various obstacles. There remains a significant problem with the digital divide, especially in communities where internet access and technological literacy are barely sufficient.²⁴ The capacity of human resources in each Prosecutor's Office to handle technology-based services differs from region to region, which also means that digitalization's potentials have not been further developed to increase accessibility to legal aid.

Data from the Jakarta High Prosecutor Office shows that in 2025, the Datun division handled approximately 19.985 non-litigation civil matters and 1.015 litigation cases. Meanwhile, within the first one hundred days of the Prabowo Subianto-Gibran Rakabuming Raka administration—from October 2024 to January 2025—records show 20.829 non-litigation cases and 783 litigation cases, with completion at only about 10%.²⁵ These numbers show that even though the number of cases handled by the Datun section increased, case resolution was not yet optimal. One of the contributing factors is that the increasing volume of legal assistance requests widens the gap with the division's capacity for case resolution, limited by human resources and work systems that have not yet been

²¹ Attorney General's Office of the Republic of Indonesia. *Online Legal Service (OLS)*. Accessed 21 October 2025, 13.30 WIB, from <https://halojpn.kejaksaan.go.id>

²² Ibid.

²³ Ibid.

²⁴ Prasetyo, Bimo. *Challenges in the Implementation of E Government in the Legal Sector*. Journal of Law and Technology, Vol. 5 No. 1, 2022.

²⁵ Jakarta High Prosecutor's Office. Performance Achievement Report of the Datun Division, 2025; *East Java High Prosecutor's Office. One Hundred Days of Performance in the Civil and State Administration Division of the East Java Prosecutor's Office (October 2024 to January 2025)*.

fully efficient. In fact, access to justice requires dispute resolution to be timely and effective, so that people receive tangible benefits when seeking legal protection..

These facts indicate that the implementation of civil legal assistance by the Datun division of the Prosecutor Office has been carried out structurally and functionally, including through the development of digital service innovations such as the Online Legal Service. However, its fulfillment as an instrument of accessing justice requires further balanced facilities, increased professional competence, and enhanced governance of legal services that are oriented toward public justice.²⁶ The strengthening of cooperation between institutions and overcoming digital barriers will further enable the Prosecutor Office to play a more strategic and effective role in securing meaningful access to justice for communities in need.

2. Obstacles and Impeding Factors in the Implementation of Civil Legal Aid by the Datun Division of the Prosecutor's Office

The various challenges to implementing civil legal aid can be generally divided into internal and external factors. Looking internally, the key problems revolve around human resources and institutional capacity.²⁷ The number of State Attorneys with specialist knowledge in civil law and administrative law remains limited, since most prosecutors have strong backgrounds in criminal prosecution.²⁸ Their technical capacity in civil litigation, contract drafting, and mediation still needs to be substantially developed. Professional development of State Attorneys is not currently regulated by a structured system. Existing training programs are mostly incidental, and technical needs such as modern civil dispute resolution methods, commercial contract drafting, interest-based negotiation skills, and professional mediator certification have yet to be met.²⁹

Moreover, there is no national competency curriculum that all State Attorneys have to follow as a standardized benchmark of professionalism. Furthermore, the budget allocation of the Datun Division still remains relatively small compared to the general or special criminal divisions, which limits the availability of funding for training, system development, and operational support for legal aid services.³⁰ Various internal problems

²⁶ Attorney General's Office of the Republic of Indonesia. *Evaluation of the Implementation of Datun Functions*.

²⁷ Ibid.

²⁸ Simanjuntak, Denny. *Professionalism of State Attorneys in Handling Civil Cases*. *Responsive Law Journal*, Vol. 11 No. 1, 2021.

²⁹ Ibid.

³⁰ Ibid.

are also found in the development of the legal information systems. Even though there is already an Online Legal Service platform, system integration among the central and regional offices has not been fully optimized. Several regions still rely on manual systems, which retard reporting, evaluation, and case monitoring.³¹ The absence of detailed performance indicators also makes it difficult to assess the effectiveness of the program in an objective way. Furthermore, the Prosecutor's Office is not free from a dominant role as a criminal prosecutor of the state, which could raise potential conflicts of interest with the public when providing assistance on civil issues that may conflict with governmental interests or other state actors. Without a well-defined division of roles and responsibilities, this dual function can lead to conflicts of interest that may undermine the legitimacy of the Datun Division as an independent provider of civil legal aid. These structural limitations will directly impact the ability of the state to meet its commitment for ensuring access to inclusive and responsive justice.

From an external point of view, the most important barrier is the lack of legal awareness on the part of the public.³² Many people still do not know that the Prosecutor's Office gives civil legal aid because it is often viewed as an agency that handles criminal cases. The coordination within the Prosecutor's Office and other relevant institutions, such as the Directorate General of Population and Civil Registration or the National Land Agency, remains inadequate, thereby complicating the process of document verification and case disposition at the administrative level of validation.³³

Digital services, such as the Online Legal Service platform, have not been able to reach all segments of society because digital inequality is still ongoing, the level of technological literacy is still low, and internet access is still unequal, especially in remote areas. These conditions make it so that digital innovations, which are meant to accelerate service delivery, cannot be utilized effectively by the community who needs state legal assistance most. Such a situation illustrates how barriers to justice impede the access of low-income groups to legal services, hindering the realization of the principle of equality before the law. These are external obstacles that strengthen the necessity of cross-sector collaboration so that legal services within the Datun Division can be efficient and

³¹ Ibid.

³² Ibid.

³³ Nugroho, Arif. *Interagency Coordination in the Resolution of Civil Disputes*. State Administration Journal, Vol. 13 No. 2, 2023.

responsive, allowing the right of the public to legal aid not to be obstructed by disproportional administrative processes.

3. Efforts to Optimize the Role of the Datun Division in Providing Civil Legal Aid

The efforts that have been made by the Prosecutor's Office to enhance the performance of the Datun Division have started to show progress through the development of digital service platforms such as the Online Legal Service and community-oriented programs like *Jaksa Sahabat Masyarakat*³⁴, which focus on legal education. However, for all these initiatives to work properly, there is a need for more comprehensive and systematic strategies. First, from an institutional perspective, strengthening the organizational framework of the Datun Division is very important.³⁵ The establishment of an Integrated Legal Service Unit within every District and High Prosecutor's Office would be relevant in the division of litigation and non-litigation services and provide a centralized hub for online and offline legal aid. Second, from the human resources perspective, continuous improvement of State Attorneys' competencies is very important. This involves additional training on technical aspects of civil law, mediation, and current methods of civil litigation.³⁶ A system based on social defense and reward is also suggested for recognizing prosecutors who undertake casework for social defense purposes and have done so efficiently. Thirdly, with respect to social defense and increasing legal awareness, the Prosecutor's Office ought to design legal education programs using social networks in partnership with universities and community associations.³⁷ Such programs will be instrumental to some people in attaining knowledge of their legal rights to the legal assistance provided by the state.

In conclusion, these are ways to make certain Datun services exemplify genuine access to justice; legal assistance ought to be more than a theoretical construct; it must be accessible, comprehensible, and functional especially for poorer and socially at-risk individuals.³⁸ Together with continued efforts and regular assessments, it can transform the Prosecutor's Office into a flexible, professionally adept institution that provides real equal access to justice for all members of the community.³⁹

³⁴ Attorney General's Office of the Republic of Indonesia. *Jaksa Sahabat Masyarakat Program*.

³⁵ *Ibid.*

³⁶ *Ibid.*

³⁷ *Ibid.*

³⁸ Astuti, Ratna. *Optimization of the Datun Division's Functions in Realizing Access to Justice*. *Journal of Law and Social Development*, Vol. 8 No. 1, 2024.

³⁹ *Ibid.*

C. CONCLUSION

Public legal initiatives undertaken by the civil and Administrative Division of the Prosecutor's Office serve to further protect the right to legal representation and protect the right to access justice. In accordance with the provisions of the Law on the Prosecutor's Office Number 30 of 2004 Article 30 paragraphs 2 and 3, the Datun Division is authorized to represent the state and the government in civil matters, both litigation and non-litigation. This legal framework, at least in theory, should place the Prosecutor's Office in a very appropriate position to act on behalf of the general public. Indeed, however, civil legal aid is not fully effective. There is a growing gap between the number of cases and the resources available to serve the cases; therefore, the result does not fully achieve the goal of substantive legal protection.

In implementing civil legal assistance, both internal and external issues arise. Internally, there are insufficient state attorneys who are experts and routinely practice civil and administrative law, there are no sustained training sessions for attorneys, and there are low budget allocations for civil legal assistance. Externally, there is low public knowledge about their rights and responsibilities, there is low public knowledge of the role of the Prosecutor's Office in civil legal assistance, there are inefficient and lengthy administrative processes, and there are inequities in technological resources among different areas. Although more users would benefit from Online Legal Service because it is a new service, there is still more demand than supply because there is still no complete connectivity to the integrated legal services.

To improve Functionality of Datun Division, Integrative Legal Service Unit recommendation is proposed to every District and High Prosecutor's Office, differentiating litigation and non-litigations service and furthering to integrate legal data. Datun's budget policy allocation needs improvement while prioritizing State Attorneys to be trained/professionally developed to attain certain credentials, implement interventions, and construct a Case Management System merging with developed national data systems such as Dukcapil, ATR, or BPN, as described. Lastly, widening the outreach and improving the effectiveness of civil legal service requires increasing community legal education, coordination at the intersection of diverse fields, and developing academic collaborations. With the surrounding, Datun Division is expected to

build public confidence in legal entities and improve priorities to provide an inclusive responsive and sustainable system of justice available to all members of the community.

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