



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/>



Prosecutor as *Legal Attaché*: Normative Reconstruction of the Authority of the Functional Position of Prosecutor in Diplomatic Functions at Indonesian Diplomatic Missions

(Jaksa sebagai Legal Attaché: Rekonstruksi Normatif Kewenangan Jabatan Fungsional Jaksa dalam Fungsi Diplomatik di Perwakilan Republik Indonesia)

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History:

Submitted: 23-07-2026

Revised: 24-08-2026

Accepted: 26-08-2026

Keywords:

Legal Attaché; Normative Reconstruction; Normative Vacuum; Prosecutor Functional Position; Prosecutorial Attaché.



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Abstract

Prosecutors assigned to Indonesian diplomatic missions abroad, in practice, perform functions that the Minister of Foreign Affairs Regulation Number 6 of 2024 categorizes as exclusive duties of the Diplomat Functional Position, namely protecting Indonesian citizens, reporting local legal conditions, and promoting inter-state legal cooperation. This normative legal research examines the absence of adequate legal foundation in applicable Prosecutorial regulations for prosecutors performing such functions, notwithstanding that both the Diplomat and Prosecutor positions belong to the same functional-position category under the 2023 State Civil Apparatus Law. No applicable Prosecutorial regulation explicitly recognizes such authority on behalf of the institution. Normative reconstruction requires two complementary tracks: in the short term, adding explicit authority clauses to applicable Prosecutorial organizational regulations; and in the medium term, enacting a single unified Prosecutorial Regulation for all overseas posting locations, encompassing definitions of diplomatic functions, coordination mechanisms with diplomatic mission heads, and a functional credit-point conversion mechanism.

Abstrak

Jaksa yang ditugaskan pada Perwakilan Republik Indonesia di luar negeri secara faktual menjalankan fungsi-fungsi yang oleh Peraturan Menteri Luar Negeri Nomor 6 Tahun 2024 dikategorikan sebagai tugas eksklusif Jabatan Fungsional Diplomat, yakni

melindungi warga negara Indonesia, melaporkan kondisi hukum negara setempat, dan mempromosikan kerja sama hukum antarnegara. Penelitian hukum normatif ini mengkaji kekosongan landasan hukum dalam regulasi Kejaksaan bagi Jaksa di Perwakilan RI untuk menjalankan fungsi-fungsi tersebut, sekalipun Jabatan Fungsional Diplomat dan Jabatan Fungsional Jaksa sama-sama tergolong jabatan fungsional dalam sistem Aparatur Sipil Negara. Meskipun regulasi Kejaksaan tentang Atase dan Konsul Kejaksaan telah berkembang sejak 1979, tidak satu pun ketentuan yang berlaku secara eksplisit mengakui kewenangan Jaksa untuk menyelenggarakan fungsi perlindungan, pelaporan, dan promosi kerja sama hukum atas nama Kejaksaan. Rekonstruksi normatif perlu ditempuh melalui penambahan klausul kewenangan dalam regulasi Kejaksaan yang berlaku dan penyusunan satu Peraturan Kejaksaan terpadu untuk seluruh lokasi penugasan, guna memberikan kepastian hukum bagi Jaksa yang bertugas di Perwakilan RI.

A. INTRODUCTION

1. Background

The presence of prosecutors at Indonesian diplomatic missions abroad is not a new phenomenon. Since 1979, the Attorney General's Office has regulated such postings through Decree of the Attorney General Number KEP-047/J.A/7/1979 concerning the Duties of the Prosecutorial Attaché Abroad, which was subsequently revoked and replaced by Decree of the Attorney General Number KEP-050/J.A/7/1986 concerning the Duties and Functions of the Prosecutorial Attaché. The 1986 regulation was in turn revoked by Decree of the Attorney General Number KEP-108/J.A/10/1994 concerning the Duties and Functions of the Prosecutorial Attaché at Indonesian Diplomatic Missions Abroad, which was eventually superseded by the four location-specific Attorney General Regulations currently in force.¹ Throughout this period, prosecutors serving at Indonesian diplomatic missions as Prosecutorial Attachés or Prosecutorial Consuls have,

¹Decree of the Attorney General of the Republic of Indonesia Number KEP-047/J.A/7/1979 concerning the Duties of the Prosecutorial Attaché Abroad. This regulation was revoked and replaced by Decree of the Attorney General Number KEP-050/J.A/7/1986 concerning the Duties and Functions of the Prosecutorial Attaché (art. 9). KEP-050/1986 was in turn revoked by Decree of the Attorney General Number KEP-108/J.A/10/1994 concerning the Duties and Functions of the Prosecutorial Attaché at Indonesian Diplomatic Missions Abroad (art. 9). KEP-108/1994 was subsequently revoked by Attorney General Regulations PER-005/A/JA/03/2012 and PER-006/A/JA/03/2012 in 2012.

as a matter of fact, performed functions of a diplomatic character: providing legal assistance to Indonesian citizens implicated in criminal cases, coordinating with the law-enforcement authorities of the receiving state, reporting developments in the local legal situation to Headquarters, and supporting mutual legal assistance mechanisms. The state's obligation to protect its citizens abroad is both constitutional and juridical in nature, such that the presence of prosecutors at Indonesian diplomatic missions constitutes one concrete manifestation of that responsibility.

The urgency of this issue stems from three mutually reinforcing developments. First, the burden of protecting Indonesian citizens abroad continues to grow and demands the active presence of legal officials, as illustrated by the handling of 150 Indonesian citizens facing the death penalty in Malaysia as of December 2025, a case that itself exposed institutional uncertainty as to which party holds the authority to carry out that function.² Second, Indonesia's membership application to the Hague Conference on Private International Law (HCCH), lodged on 4 December 2025, will increase the volume and complexity of cross-border judicial cooperation involving the Attorney General's Office, thereby demanding clarity as to the authority of prosecutors serving at Indonesian diplomatic missions from the very outset.³ Third, as will be elaborated further, the Prosecutorial legal framework governing such postings has not developed to a degree commensurate with the legal framework the Ministry of Foreign Affairs maintains for the Diplomat Functional Position, so that this gap stands to widen as field-level needs continue to grow. These three developments render normative reconstruction not merely an administrative refinement but a pressing requirement for legal certainty and the effective protection of citizens.

Minister of Foreign Affairs Regulation Number 6 of 2024 concerning Implementation and Technical Guidelines for the Diplomat Functional Position defines diplomacy as an activity encompassing six functions, namely *representing, negotiating, protecting, promoting, reporting, and managing*. These six functions serve as the

²Indonesian National Police, "Indonesia's Legal Attaché Handles 150 Indonesians Facing Death Penalty in Malaysia," accessed 1 March 2026, <https://inp.polri.go.id/artikel/indonesias-legal-attache-handles-150-indonesians-facing-death-penalty-in-malaysia>.

³Hague Conference on Private International Law (HCCH), "Indonesia Applies to Become a Member of the HCCH," accessed 1 March 2026, <https://www.hcch.net/en/news-archive/details/?varevent=1124>.

competency benchmark for the Diplomat Functional Position applicable to Ministry of Foreign Affairs personnel. When a prosecutor, as a functional official from an institution outside the Ministry of Foreign Affairs, performs the *protecting, reporting, and promoting* functions in the course of duty at an Indonesian diplomatic mission, he is in substance carrying out activity that Permenlu 6/2024 designates as the exclusive duty of the Diplomat Functional Position, even though the regulation underlying his assignment neither recognizes nor defines those functions within the Prosecutorial legal framework.⁴

Research on the institutional position of the Prosecutorial Attaché and Prosecutorial Consul has affirmed that not a single article in the Attorney General Regulations governing the posting of prosecutors to Indonesian diplomatic missions explicitly states that Prosecutorial Attachés and Consuls are authorized to carry out the function of legal protection for Indonesian citizens. The protective function that has been carried out to date rests on individual appointment decrees rather than on an express authority clause in substantive Prosecutorial regulation.⁵

This matter becomes more complicated when linked to the paradigm shift in state civil apparatus management following the enactment of Law Number 11 of 2021 concerning the Attorney General's Office of the Republic of Indonesia, which affirms that a prosecutor is a functional official vested with authority by statute to act as public prosecutor. The *sui generis* character of the prosecutor's functional position carries the consequence that every exercise of function by a prosecutor, including while serving at an Indonesian diplomatic mission, must rest on a clear normative foundation within the Prosecutorial legal framework itself. The normative tension surrounding the prosecutor's status as a functional position has in fact already drawn separate legal scholarly attention, which concludes that prosecutors, as law-enforcement officers, cannot simply be equated with civil-service functional positions in general, so that

⁴Minister of Foreign Affairs Regulation Number 6 of 2024 concerning Implementation and Technical Guidelines for the Diplomat Functional Position, art. 1(7).

⁵Agus Budijarto and Endang Sulistyaningsih, "Meningkatkan Peran, Fungsi Atase dan Konsul Kejaksaan dalam Upaya Memberikan Perlindungan Hukum terhadap Warga Negara Indonesia yang Melakukan Tindak Pidana di Luar Negeri," *The Prosecutor Law Review* 2, no. 1 (April 2024): 20, <https://doi.org/10.64843/prolev.v2i1.37>. Compare Kadek Bobby Reza Arya Dana, Dewa Gede Sudika Mangku, and Ni Putu Rai Yuliartini, "Perlindungan Hukum bagi WNI di Luar Negeri dalam Perspektif Hukum Internasional (Studi Kasus Hukuman Mati TKI di Arab Saudi, Tuti Tursilawati 2018)," *e-Journal Komunikasi Yustisia Universitas Pendidikan Ganesha* 5, no. 2 (Agustus 2022): 53–67, <https://doi.org/10.23887/jatayu.v5i2.51449>.

distinct rules are required to expressly guarantee prosecutorial independence in the exercise of every duty and authority.⁶ The first academic study to systematically map this issue identified the need to reconstruct the role of the Prosecutorial Attaché and Consul, while introducing the term "attaché in the legal field (*legal attaché*)" to denote prosecutors serving at Indonesian diplomatic missions within Indonesian legal discourse.⁷

At the level of international diplomatic law, the concept of *legal attaché* is in fact no stranger to diplomatic practice. A number of states have long placed law-enforcement officials within their diplomatic missions abroad, with the United States as the most mature example through the Federal Bureau of Investigation's *legal attaché* program, which is administered on a layered legal basis comprising executive orders, federal statute, bilateral treaties, and internal Attorney General guidelines as its operational foundation. The absence of a comparable framework within the Indonesian Prosecutorial legal system is the point of departure for this research.⁸

Earlier studies on the Prosecutorial Attaché and Consul have focused predominantly on the dimension of ideal role and function, while the more fundamental question of whether an adequate normative foundation exists within the Attorney General's own regulations, including the structural standing of the Prosecutor Functional Position relative to the Diplomat Functional Position within one and the same State Civil Apparatus system, has not received proportionate attention. This research fills that gap by specifically analyzing the existing normative vacuum and formulating the reconstruction required, as the novelty that distinguishes this research from existing studies.

⁶Ibnu Sahal, "Menggugat Jaksa Sebagai Jabatan Fungsional," *Jurnal Hukum Progresif* 9, no. 1 (April 2021): 45, <https://doi.org/10.14710/jhp.9.1.37-49>.

⁷Agus Budijarto, "Rekonstruksi Peran Atase dan Konsul Kejaksaan dalam Upaya Memberikan Perlindungan Hukum terhadap Warga Negara Indonesia yang Melakukan Tindak Pidana di Luar Negeri" (Disertasi Doktor Ilmu Hukum, Universitas Sebelas Maret, Surakarta, 2020), 19, <https://digilib.uns.ac.id/dokumen/detail/83410>.

⁸Federal Bureau of Investigation, "International Operations," accessed 26 February 2026, <https://www.fbi.gov/about/leadership-and-structure/international-operations>.

2. Problem Statement

On the basis of the background set out above, this research formulates two legal problems as follows. First, is there an adequate normative foundation within the applicable Prosecutorial legal framework for prosecutors at Indonesian diplomatic missions to perform the *protecting, reporting, and promoting* functions as defined in Minister of Foreign Affairs Regulation Number 6 of 2024? Second, what normative reconstruction is required so that the exercise of diplomatic functions by prosecutors at Indonesian diplomatic missions rests on a clear legal foundation, without blurring the boundary of authority between the Prosecutor Functional Position and the Diplomat Functional Position?

3. Research Method

This paper is a normative legal study examining the consistency, completeness, and clarity of norms within the applicable system of laws and regulations. The approaches used are the statute approach and the conceptual approach. Primary legal materials comprise all laws and regulations governing the posting of prosecutors to Indonesian diplomatic missions together with related diplomatic-law instruments. Secondary legal materials comprise academic literature, indexed scholarly journals, dissertations, and verifiable scholarly publications. The analysis is conducted qualitatively using systematic interpretation and legal comparison techniques to map the existing normative vacuum.

B. DISCUSSION

1. The Legal Framework of the Prosecutor Functional Position and Posting to Indonesian Diplomatic Missions

Within the Indonesian legal system, the prosecutor occupies a *sui generis* position. This *sui generis* character rests on the concept of *dominus litis*, which in the Continental European criminal law tradition casts the prosecutor as the sole controller of a case's progress, holding monopoly authority to prosecute and to decide whether the legal process continues or is discontinued based on the prosecutor's own assessment.⁹ Law Number 11 of 2021 concerning the Attorney General's Office of the Republic of Indonesia affirms that a prosecutor is a functional official vested with authority by statute, meaning

⁹ Rudi Pradisetia Sudirdja, "5 Bentuk Diskresi Jaksa: Solusi Mengatasi Kepadatan Lapas Indonesia," *The Prosecutor Law Review* 1, no. 2 (2023): 93.

that a prosecutor's authority originates from statute and adheres to the individual as office-holder wherever he is posted. Prosecutorial Regulation Number 11 of 2019 concerning Career Management of Prosecutorial Personnel opens the possibility of posting prosecutors to Indonesian diplomatic missions abroad through Article 47 paragraph (1), which states that personnel have the opportunity to be nominated for posting to an Indonesian diplomatic mission abroad in accordance with the competency and needs of the relevant institution.¹⁰

The prosecutor's standing as a functional official does not exist in isolation within the state civil-service system. Law Number 20 of 2023 concerning the State Civil Apparatus classifies Non-Managerial Positions within the State Civil Apparatus into two categories, namely functional positions and executing positions, with a functional position defined as a position responsible for providing services and carrying out work in accordance with particular expertise and/or skills.¹¹ This single provision covers both the Prosecutor Functional Position and the Diplomat Functional Position as fellow categories of functional position holding equal standing within the State Civil Apparatus system, such that the distinction between the two lies in field of expertise rather than in hierarchy or institutional legitimacy. This categorical equivalence is reinforced by the talent-mobility provisions in Articles 46 and 47 of the State Civil Apparatus Law, which expressly recognize the movement of State Civil Apparatus personnel between government institutions, including to executive, judicial, and legislative bodies, as a legitimate part of talent and career development.¹² At the technical level, Regulation of the Minister of Administrative and Bureaucratic Reform Number 62 of 2020 goes so far as to specifically govern the assignment of civil servants to carry out Position Duties at Indonesian Diplomatic Missions Abroad.¹³ That regulation defines Position Duty as a duty whose performance remains connected to the office held at the officer's home institution,

¹⁰Undang-Undang Nomor 11 Tahun 2021 tentang Perubahan atas Undang-Undang Nomor 16 Tahun 2004 tentang Kejaksaan Republik Indonesia, art. 1(1); Peraturan Kejaksaan Republik Indonesia Nomor 11 Tahun 2019 tentang Manajemen Karier Pegawai Kejaksaan Republik Indonesia, art. 47(1).

¹¹Undang-Undang Nomor 20 Tahun 2023 tentang Aparatur Sipil Negara, art. 18(1)–(2).

¹²Undang-Undang Nomor 20 Tahun 2023 tentang Aparatur Sipil Negara, arts. 46–47; see also the Elucidation to art. 46(3)(b), which states that inter-institutional talent mobility includes ASN mobility for ASN positions in executive, judicial, and legislative bodies.

¹³Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Nomor 62 Tahun 2020 tentang Penugasan Pegawai Negeri Sipil pada Instansi Pemerintah dan di Luar Instansi Pemerintah, art. 4.

rather than a duty that replaces or converts the officer's original position.¹⁴ Accordingly, when a prosecutor is posted to an Indonesian diplomatic mission, he is not required to convert into a holder of the Diplomat Functional Position; he continues to carry the authority of the Prosecutor Functional Position from his home institution, in the same manner that applies to functional officials from other ministries or agencies assigned across institutional lines. The normative vacuum that is the focus of this research is therefore not a matter of the absence of a structural basis for the presence of prosecutors at Indonesian diplomatic missions, but rather the failure of the Attorney General's Office's own technical regulations to keep pace in expressly formulating the substantive authority that should accompany such postings.

Article 47 of Attorney General Regulation Number 11 of 2019 is *enabling* in character (it opens the possibility of posting) without regulating the substance of what authority a prosecutor may or must exercise at an Indonesian diplomatic mission. This vacuum becomes still more apparent upon examining Prosecutorial Regulation Number 3 of 2021 concerning the Assignment of Prosecutorial Personnel to Government Institutions and Outside Government Institutions. The provisions of that regulation do not set out any substantive authority that a prosecutor may exercise while serving at an Indonesian diplomatic mission. From the standpoint of legislative science, the absence of an operative authority clause of this kind provides no certainty as to which norm serves as the reference point for a prosecutor in carrying out duties abroad.¹⁵

The four regulations governing posting to specific locations, namely Attorney General Regulation PER-005/A/JA/03/2012 for the Indonesian Embassy in Bangkok, Attorney General Regulation PER-006/A/JA/03/2012 for the Indonesian Consulate General in Hong Kong, Attorney General Regulation PER-003/A/JA/07/2015 for the Indonesian Embassy in Riyadh, and Prosecutorial Regulation Number 16 of 2020 for the Indonesian Embassy in Singapore, do regulate the duties and functions of Prosecutorial officials at each location in greater detail. However, these four regulations cover only four posting locations, so that prosecutors placed at other diplomatic missions have no

¹⁴Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Nomor 62 Tahun 2020, art. 1(6).

¹⁵Peraturan Kejaksaan Republik Indonesia Nomor 3 Tahun 2021 tentang Penugasan Pegawai Kejaksaan Republik Indonesia pada Instansi Pemerintah dan di Luar Instansi Pemerintah.

specific legal basis for posting from the Attorney General's Office. Presidential Decree Number 108 of 2003 concerning the Organization of Indonesian Diplomatic Missions Abroad, which recognizes the concept of "Technical Attaché," has not yet been specifically implemented in Prosecutorial regulation to fill this gap.¹⁶¹⁷

What has been overlooked to date is that the shift in regulation from KEP-108/1994 to the four location-specific Attorney General Regulations of 2012 onward in fact constitutes a normative regression in the scope of authority. Decree of the Attorney General Number KEP-108/J.A/10/1994, in Article 4 letter f, contained a clause that expressly recognized two sources of authority for the Prosecutorial Attaché at once: the Attorney General "and/or" the local Head of the Indonesian Diplomatic Mission. That clause provided that the Prosecutorial Attaché functions to "provide advice and consideration to the Attorney General and/or the Head of the Indonesian Diplomatic Mission and carry out other duties assigned by the Attorney General and/or the local Head of the Indonesian Diplomatic Mission." This formulation normatively recognized that the Prosecutorial Attaché could receive direct assignment from the Head of Mission (in practice, the Ambassador or Consul General) as part of the authority of the office.¹⁸

When KEP-108/1994 was replaced by the location-specific Attorney General Regulations of 2012, that open delegation clause was not carried forward. Attorney General Regulation Number PER-005/A/JA/03/2012 concerning the Bangkok Embassy and Attorney General Regulation Number PER-006/A/JA/03/2012 concerning the Hong Kong Consulate General each contain only two residual clauses in their respective Article 4: "assistance to the Indonesian Diplomatic Mission" and "provision of advice and opinion to the Indonesian Diplomatic Mission." The phrases "assistance" and "advice and opinion" are normatively passive and reactive in character; a prosecutor merely assists when requested and advises when needed, a position far removed from the 1994 clause that actively recognized the prosecutor as one who "carries out other duties assigned" by the

¹⁶Keputusan Presiden Nomor 108 Tahun 2003 tentang Organisasi Perwakilan Republik Indonesia di Luar Negeri, art. 1(5). The four location-specific Attorney General Regulations referred to are: PER-005/A/JA/03/2012 (Bangkok), PER-006/A/JA/03/2012 (Hong Kong), PER-003/A/JA/07/2015 (Riyadh), and Prosecutorial Regulation of the Republic of Indonesia Number 16 of 2020 (Singapore).

¹⁷Peraturan Presiden Nomor 66 Tahun 2025 tentang Susunan Organisasi Kejaksaan Republik Indonesia.

¹⁸Keputusan Jaksa Agung Republik Indonesia Nomor KEP-108/J.A/10/1994 tentang Tugas dan Fungsi Atase Kejaksaan pada Perwakilan Republik Indonesia di Luar Negeri, art. 4(f).

Head of Mission. This normative involution is not merely a drafting matter: it reflects a narrowing of the scope of authority that in fact weakens the prosecutor's capacity within the diplomatic mission, precisely at a time when developments in international law demand a more active role from legal liaison officials at Indonesian diplomatic missions.¹⁹

2. Normative Asymmetry between the Prosecutor Functional Position and the Diplomat Functional Position

Minister of Foreign Affairs Regulation Number 6 of 2024 builds a detailed and systematic framework for the Diplomat Functional Position, ranging from the definition of diplomacy, the particulars of duties, performance-assessment mechanisms, and credit-point conversion, to special assignment outside the Ministry of Foreign Affairs. When a prosecutor serving at an Indonesian diplomatic mission performs the *protecting* function toward Indonesian citizens facing legal difficulties, the *reporting* function concerning the local legal situation to Headquarters, and the *promoting* function of law-enforcement cooperation with the authorities of the receiving state, he is in substance carrying out diplomatic activity. Nevertheless, that prosecutor is not a holder of the Diplomat Functional Position, is not appointed under the Diplomat Functional Position mechanism, is not evaluated against Diplomat Functional Position performance standards, and does not earn Diplomat Functional Position credit points.²⁰

This asymmetry gives rise to at least three interrelated normative problems. First, an authority vacuum: not a single article in Prosecutorial regulation expressly states that prosecutors at Indonesian diplomatic missions are authorized to carry out diplomatic functions on behalf of the Attorney General's Office. The functions carried out to date are recognized as a manifestation of the role of attaché in the legal field, with duties, role, and function as a prosecutor placed at an Indonesian diplomatic mission office, yet without explicit normative legitimacy from the side of the Attorney General's Office's own regulations.²¹

¹⁹Peraturan Jaksa Agung Nomor PER-005/A/JA/03/2012 tentang Organisasi dan Tata Kerja Pejabat Kejaksaan pada Perwakilan Negara Republik Indonesia di Bangkok, art. 4(f)–(g); Peraturan Jaksa Agung Nomor PER-006/A/JA/03/2012 tentang Organisasi dan Tata Kerja Pejabat Kejaksaan pada Perwakilan Negara Republik Indonesia di Hong Kong, art. 4(f)–(g).

²⁰Peraturan Menteri Luar Negeri Nomor 6 Tahun 2024 tentang Petunjuk Pelaksanaan dan Petunjuk Teknis Jabatan Fungsional Diplomat, arts. 1(7), 14, and 15.

²¹Budijarto and Sulistyaningsih, "Meningkatkan Peran, Fungsi Atase," 8–9.

Second, a career-assessment gap. Permenlu 6/2024 regulates a credit-point conversion mechanism and a special performance-assessment scheme for Diplomats undertaking postings abroad. No equivalent structured system exists within Prosecutorial regulation. Prosecutorial Regulation Number 3 of 2021 provides that performance assessment of prosecutors serving at Indonesian diplomatic missions is conducted by the receiving institution, yet no mechanism exists to convert the results of that assessment into Prosecutor Functional Position credit points. A prosecutor who serves abroad for three years faces uncertainty as to how his performance achievements contribute to the development of his functional-position career.²²

Third, terminological overlap. The term "Attaché" in Permenlu 6/2024 refers to the lowest tier of the Diplomat Functional Position, namely Junior Diplomat Functional Position at the rank of Penata Muda (III/a). By contrast, "Prosecutorial Attaché" requires a minimum rank of Group IV/a under the four location-specific Attorney General Regulations currently in force. This dual use of the term "attaché" within a single legal system, attached to strikingly different position hierarchies, has the potential to generate confusion in normative interpretation, particularly for practitioners who interact with both systems. Uncertainty as to who holds authority and how coordination is to be conducted has proven to weaken the effectiveness of protection for Indonesian citizens in the field. Evidence of this is available in reporting on the handling of the case in Malaysia as of December 2025, in which 150 Indonesian citizens facing the death penalty were handled by an Indonesian mission team referred to as *legal attaché*²³ without adequate institutional clarification as to whether the function was carried out by a prosecutor under the Attorney General's Office's authority, or by another official acting in a diplomatic capacity under Permenlu. This lack of clarity is a direct consequence of the normative vacuum analyzed in this research.²⁴

²²Peraturan Kejaksaan Republik Indonesia Nomor 3 Tahun 2021, art. 16; Peraturan Menteri Luar Negeri Nomor 6 Tahun 2024, arts. 15–16.

²³Indonesian National Police, "Indonesia's Legal Attaché Handles 150 Indonesians Facing Death Penalty in Malaysia," accessed 1 March 2026, <https://inp.polri.go.id/artikel/indonesias-legal-attache-handles-150-indonesians-facing-death-penalty-in-malaysia>.

²⁴Surwandono, "Mengevaluasi Kebijakan Diplomasi Perlindungan WNI melalui Paradigma Duty of Care," *Jurnal Politica Dinamika Masalah Politik Dalam Negeri dan Hubungan Internasional* 13, no. 2 (2022): 268, <https://doi.org/10.22212/jp.v13i2.3499>.

Such an asymmetry could in fact be avoided, given that the general framework for cross-institutional mobility within the State Civil Apparatus already anticipates the need for performance conversion. Regulation of the Minister of Administrative and Bureaucratic Reform Number 62 of 2020 generally provides that Duty Assignments at Indonesian diplomatic missions remain connected to the position held at the officer's parent institution, which implicitly assumes a performance-assessment mechanism that can be aligned with the career system at the institution of origin. The specific gap affecting the Prosecutor Functional Position is therefore not an automatic consequence of the State Civil Apparatus system in general, but rather the result of that principle not yet having been carried through into the Attorney General's Office's own technical regulations.

3. The Concept of *Legal Attaché* in International Diplomatic Law as a Comparative Framework

From the perspective of international diplomatic law, the concept of *legal attaché* is not an unfamiliar term. The Vienna Convention on Diplomatic Relations of 1961, ratified by Indonesia through Law Number 1 of 1982 concerning Ratification of the Vienna Convention on Diplomatic Relations and its Optional Protocol, recognizes the possible presence of technical and administrative staff members of a diplomatic mission who are not career diplomats of the sending state's Ministry of Foreign Affairs. This international framework provides the basis of legitimacy for states that place non-diplomat law-enforcement officials within their diplomatic missions.²⁵

Law Number 37 of 1999 concerning Foreign Relations, in Article 8, provides the legal basis for the Minister of Foreign Affairs to appoint officials from other government departments or agencies to be placed at Indonesian diplomatic missions in order to carry out duties falling within the authority of that department or agency.²⁶

The phrase "duties falling within the authority" in Article 8 of Law Number 37 of 1999 is the key to understanding this provision. The posting of prosecutors to Indonesian diplomatic missions is intended to enable them to carry out Attorney General's Office

²⁵Undang-Undang Nomor 1 Tahun 1982 tentang Pengesahan Konvensi Wina mengenai Hubungan Diplomatik beserta Protokol Opsionalnya. The Vienna Convention on Diplomatic Relations of 1961, art. 7 in conjunction with art. 1(e), recognizes the possibility of mission staff members who are not career diplomats of the sending state's Ministry of Foreign Affairs.

²⁶Undang-Undang Nomor 37 Tahun 1999 tentang Hubungan Luar Negeri, art. 8.

duties relevant to performance abroad, namely cross-border law-enforcement coordination, mutual legal assistance, and legal protection of Indonesian citizens implicated in criminal matters.²⁷ These duties are substantively diplomatic in character, yet Prosecutorial regulation has never expressly defined them as part of the authority a prosecutor may exercise abroad. Research on the Attorney General's Office's authority as *central authority* under the mutual-legal-assistance mechanism has affirmed that the Attorney General's Office's role in international legal cooperation is not matched by adequate normative arrangements for its mechanism of implementation in the field.²⁸ This contrast becomes sharper still when one notes that the Labor Attaché, as part of the system for protecting Indonesian citizens abroad, already possesses an explicit legal basis under Law Number 18 of 2017, including a structured coordination mechanism among the central government, Indonesian diplomatic missions, and counterparts in destination states; the Prosecutorial Attaché still lacks such a framework under the applicable Prosecutorial regulations.²⁹

Comparison with international practice offers an instructive illustration. The FBI's *legal attaché* program operates on a layered legal basis: executive orders, federal statute, bilateral treaties, and internal Attorney General Guidelines. Every operational aspect of the program is thus grounded in a legal basis that can be held accountable both internally and externally.

Each *legat* serves under the authority of the head of the diplomatic mission, yet his substantive authority as a law-enforcement officer continues to derive from internal FBI provisions and the statutory mandate governing his authority. This layered model draws a clear line between diplomatic protocol authority and functional law-enforcement

²⁷Tiurma M. P. Allagan, Salsabila Salfa, and Agnes Galuh Sekarlangit, "Legal Protection of Indonesian Citizens in Mixed-Marriage with Rohingya Refugees," *Indonesian Journal of International Law* 17, no. 2 (2020), <https://doi.org/10.17304/ijil.vol17.2.787>.

²⁸Agus Budijarto and Endang Sulistyaningsih, "Kewenangan Kejaksaan RI sebagai Central Authority/Otoritas Pusat terhadap Penanganan Perkara Tindak Pidana Lintas Negara Terorganisasi melalui Mekanisme Bantuan Hukum Timbal Balik dalam Masalah Pidana," *The Prosecutor Law Review* 1, no. 3 (2023): 48–71, <https://prolev.kejaksaan.go.id/kejaksaan/article/view/26>.

²⁹Ludfie Jatmiko and Andi Fariana, "Perjanjian Kerja Sebagai Upaya Perlindungan serta Pemenuhan Hak-Hak Asasi Manusia untuk Pekerja Migran Indonesia," *The Prosecutor Law Review* 3, no. 1 (April 2025): 109–110, <https://doi.org/10.64843/prolev.v3i1.71>.

authority, while at the same time providing legal certainty for the *legal attaché* in carrying out his duties.³⁰

Normative uncertainty in the regulation of the prosecutor's position, whether within the domestic or the international framework, has proven to affect the effectiveness of duty performance and career development. It is also relevant to note that at the official ceremony marking Indonesia's registration as an HCCH member on 4 December 2025, the HCCH was represented by Dr. Louwrens Kiestra in his capacity as *Legal Attaché to the Secretary General*, a fact confirming that the position of *legal attaché* is not merely a bilateral United States practice but a position recognized and operated within the organizational structure of a leading multilateral international-law body.³¹ The question of the prosecutor's position at Indonesian diplomatic missions is, at its root, an extension of a more fundamental institutional problem within the Attorney General's Office's functional-position system as a whole. The term *legal attaché* has itself already been used officially by Indonesian officials in diplomatic practice, including in a statement by the Chargé d'Affaires of the Indonesian Embassy in Kuala Lumpur referring to *legal attachés* in connection with the handling of 150 cases of Indonesian citizens facing the death penalty in Malaysia in December 2025³², without ever clarifying whether this meant personnel of the Attorney General's Office, members of the Indonesian National Police, or officials of the Ministry of Foreign Affairs. This fact confirms that Indonesia already needs and uses the concept of *legal attaché* in practice, yet still lacks a normative framework affirming the prosecutor's role within it.³³

4. Normative Reconstruction of Prosecutorial Authority in Diplomatic Functions

The normative vacuum described above calls for a reconstruction that is not merely technical and administrative but must address the conceptual dimension of the prosecutor's standing within the national legal system. The normative reconstruction in question must satisfy three criteria: providing explicit recognition of a prosecutor's

³⁰Federal Bureau of Investigation, "International Operations."

³¹Hague Conference on Private International Law (HCCH), "Indonesia Applies to Become a Member of the HCCH."

³²Indonesian National Police, "Indonesia's Legal Attaché Handles."

³³Johannes Ronald Elyeser Roparulian Hutagalung, "Personnel Regulation at the Secretariat of the Attorney Commission of the Republic of Indonesia," SIGn Jurnal Hukum 5, no. 1 (2023): 221–234, <https://doi.org/10.37276/sjh.v5i1.286>.

authority to perform diplomatic-character functions at Indonesian diplomatic missions; establishing a clear coordination mechanism between the prosecutor's authority and the authority of the Ministry of Foreign Affairs' Diplomat Functional Position where the two intersect in the same case involving an Indonesian citizen; and providing a mechanism for recognizing a prosecutor's diplomatic performance within the Prosecutor Functional Position career-development system. These three criteria are consistent with the spirit of Regulation of the Minister of Administrative and Bureaucratic Reform Number 62 of 2020, which promotes more systematic governance of cross-institutional assignment.³⁴

Three options for normative reconstruction may be considered. The first option is the drafting of a single, unified Prosecutorial Regulation applicable to all posting locations, replacing the three Attorney General Regulations (Bangkok, Hong Kong, Riyadh) and Prosecutorial Regulation Number 16 of 2020 (Singapore) that have thus far been partial and location-specific in character. This unified Prosecutorial Regulation should govern: the definition and scope of diplomatic functions a prosecutor may exercise on behalf of the Attorney General's Office; a coordination mechanism with the Head of the Diplomatic Mission and the Ministry of Foreign Affairs; a procedure for performance assessment and its conversion into Prosecutor Functional Position credit points; and requirements and posting mechanisms applicable to all locations, not limited to the four locations currently covered. Regulation at the level of a Prosecutorial Regulation is considered more responsive, as it can be issued more quickly than a Government Regulation or Presidential Regulation, while remaining within the authority of the Attorney General as head of the Attorney General's Office.

The second option is the drafting of a Government Regulation integrating the assignment of non-diplomatic functional officials at Indonesian diplomatic missions within a single cross-ministerial legal framework. This option has the advantage of normative hierarchy, enabling it to bind both the Ministry of Foreign Affairs and the Attorney General's Office within one unified and equal mechanism. The third option, of a short-term character, is to add an authority clause to the Attorney General's Office's applicable organizational regulation, namely Presidential Regulation Number 66 of 2025,

³⁴Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Nomor 62 Tahun 2020, preambular "Menimbang" clause.

expressly stating that prosecutors posted to Indonesian diplomatic missions are authorized to exercise the function of legal protection for Indonesian citizens, the function of cross-border law-enforcement coordination, and the function of promoting international legal cooperation on behalf of the Attorney General's Office of the Republic of Indonesia.³⁵

Of these three options, a combination of the first and third appears most realistic for implementation within a measurable timeframe. Adding an authority clause to applicable regulation can serve as a normative bridge that promptly fills the vacuum, while a single unified Prosecutorial Regulation for all posting locations is prepared with greater care. Research on state protection of citizens abroad shows that unclear inter-institutional coordination mechanisms are in fact the principal obstacle to achieving optimal protection.³⁶ Strengthening the Attorney General's Office's internal legal infrastructure is a precondition for the contribution of prosecutors as Indonesia's *legal attaché* to rest on a firm and legally accountable basis of authority.³⁷

It must be emphasized that clarity of normative foundation is not merely a technical-administrative interest. Public trust in law-enforcement institutions is heavily determined by transparency and accountability, both of which can only be realized where institutional authority rests on clear and accountable regulation. In the prosecutor's position at Indonesian diplomatic missions, the absence of a firm authority framework places the prosecutor in a normatively precarious situation: carrying out the duty of protecting Indonesian citizens without a firm basis of authority from his own institution, such that neither the legitimacy of his actions nor public trust in him rests on firm ground.

³⁵Noni Sitirahmah and Mayla Putri Dini, "Peran Kejaksaan dalam Penegakan Hukum Pidana Illegal, Unreported, and Unregulated Fishing (Studi Kasus Konflik Maritim di Zona Ekonomi Eksklusif Indonesia)," *The Prosecutor Law Review* 3, no. 3 (Desember 2025): 31–46, <https://doi.org/10.64843/prolev.v3i2.76>.

³⁶H.D. Sekarwangi, "Perlindungan Negara atas Pelaut di Luar Negeri (Studi Kasus Pelaut Indonesia yang Disandera Kelompok Abu Sayyaf)," *Jurist-Diction* 2, no. 5 (2019): 1723–1744, <https://doi.org/10.20473/jd.v2i5.15240>.

³⁷Johannes Ronald Elyeser Roparulian Hutagalung and Diajeng Herika Hermanu, "The Effect of Dialogical Communication and Responsiveness of Complaint Services on Public Trust," *Jurnal Spektrum Komunikasi* 13, no. 4 (2025): 527–543, <https://doi.org/10.37826/spektrum.v13i4.1094>.

C. CONCLUSION

The Prosecutorial legal framework currently in force does not provide an adequate normative foundation for prosecutors at Indonesian diplomatic missions to perform the *protecting, reporting, and promoting* functions as defined in Permenlu 6/2024. The absence of a substantive authority clause in the four location-specific Attorney General Regulations currently in force, their coverage limited to four out of many posting locations, and the absence of a mechanism for converting diplomatic performance into the Prosecutor Functional Position career system, together constitute a normative vacuum that has persisted for a considerable time without systematic resolution, even though the Prosecutor Functional Position and the Diplomat Functional Position hold structurally equal standing within the State Civil Apparatus system, and the applicable cross-institutional mobility framework ought to be capable of accommodating such postings.³⁸

The normative reconstruction required is a combination of two sequential steps. In the short term, the Attorney General's Office of the Republic of Indonesia is advised to add an explicit authority clause to Presidential Regulation Number 66 of 2025 or an equivalent applicable organizational regulation, so that prosecutors posted to Indonesian diplomatic missions promptly obtain an explicit legal basis for the functions of legal protection of Indonesian citizens, cross-border law-enforcement coordination, and the promotion of international legal cooperation. In the medium term, it is recommended that a single Prosecutorial Regulation of the Republic of Indonesia be drafted, applicable uniformly to all posting locations, containing a definition of the prosecutor's diplomatic functions, a formal coordination mechanism with the Head of Mission and the Ministry of Foreign Affairs, and a procedure for converting performance into Prosecutor Functional Position credit points. This reconstruction is not intended to displace the function of the Diplomat Functional Position, but rather to affirm that the prosecutor, as Indonesia's *legal attaché*, exercises an authority of his own originating from the Attorney General's Office, consistent with the equal standing of the two functional positions within the State Civil Apparatus system. The Attorney General's Office of the Republic of Indonesia should

³⁸Anas Puji Istanto, "Penyelesaian Konflik Norma berdasarkan Sistem Hukum Indonesia dalam Kaitannya dengan Keuangan Negara BUMN," *Jurnal Magister Hukum Udayana (Udayana Master Law Journal)* 13, no. 2 (Juli 2024): 418–447, <https://doi.org/10.24843/JMHU.2024.v13.i02.p11>.

make the drafting of this unified Prosecutorial Regulation a priority item on its legislative agenda in the near-term legal planning period, so that prosecutors serving at Indonesian diplomatic missions, including those handling the growth of international judicial cooperation following Indonesia's HCCH membership, obtain legal certainty equal to that of other functional officials within Indonesian diplomatic missions.

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