

The Quo Vadis Weaknesses in the Corruption Law Enforcement

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Abstract. *The purpose of this study is to determine the Law Enforcement Arrangements for Corruption in Positive Law in Indonesia, and analyze the weaknesses of law enforcement of corruption in Indonesia. The method of approach used in this research is normative legal research. The results of this study are the weaknesses of law enforcement in Indonesia, including the weaknesses of legal substance, namely the existence of the principle of differentiation in the Criminal Procedure Code, many articles are multi-interpreted so that legal certainty is not guaranteed. The weakness of legal structure is the overlapping authority between law enforcement agencies in investigating corruption crimes. The weakness of legal culture is the existence of a legal culture of compromise, peace, patrimonial values and the attitude of the people who consider corruption cases as a breeze and ignorance of the law enforcement procession.*

Keywords: *Enforcement; Corruption; Crime; Law; Weaknesses.*

1. Introduction

Corruption is a disease that burdens developing countries, including Indonesia. In fact, many experts say that the disease of corruption has spread to all levels of the government structure. Corruption has become a central issue, even more popular than any other issue in Indonesia. The trend of corrupt behavior appears to be increasingly endemic, penetrating all aspects of people's lives. Corruption is commonplace and seems to have become a culture in Indonesian society.¹ This

¹ Dwi Atmoko, Penegakan Hukum Terhadap Tindak Pidana Korupsi Ditinjau dari Perspektif Dampak Serta Upaya Pemberantasan, *Binamulia Hukum*, Vol. 11, No. 2, 2022, p. 177-191.

reality is the reason why corruption is difficult to eradicate, coupled with the weak law enforcement of corruption crimes.

The uncontrolled increase in corruption crimes will have an impact not only on state losses and the national economy but also on the life of the nation and state. The act of corruption is a violation of the social and economic rights of the community, so that corruption can no longer be classified as ordinary crimes but has become extra-ordinary crimes. So that in its eradication efforts can no longer be done "in an ordinary way," but "extra-ordinary enforcement methods are required."²

Law enforcement of corruption crimes by corruption still has loopholes to be utilized by irresponsible parties. The formulation in the corruption crime legislation system is less clear, making law enforcers less professional in applying the law in the field of corruption. It appears that corruption as a subject of criminal law is still outside the Criminal Code, as stated in Law No. 31 of 1999 as amended by Law No. 20 of 2001.³

The occurrence of disparity of decisions in cases of abuse of authority of corruption is a serious problem because it involves the value of justice, disparity of punishment is basically a common and natural thing because each case has its own characteristics that are not the same from one case to another, but what becomes a problem is when the disparity of punishment has a large difference in punishment between one case and another which can raise suspicions in society so as to cause injustice.⁴

One of the efforts to eradicate corruption is related to improving the legal substance, especially regarding laws and regulations.⁵ A systematic and procedural effort is needed with an integral approach in formulating national policies that are oriented towards preventing or punishing corruption if involved in corruption crimes. A clear direction is needed in the enforcement of the criminal law of corruption by corruption, and is not only oriented towards reforming the legal substance, but reforms in order to strengthen synergy

² Mochamad Ramdhan Pratama, Upaya Non-Penal Dalam Pemberantasan Tindak, *Jurnal Ius Constituendum*, Vol. 5, No. 2, 2020, p. 235-255

³ Sabrina Hidayat, Kewenangan Badan Pemeriksa Keuangan (BPK) dan Badan Pemeriksa Keuangan dan Pembangunan (BPKP) dalam Menentukan Kerugian Keuangan Negara, *Halu Oleo Legal Research*, Vol. 5, No. 2, 2023, p. 592-604

⁴ Tri Novita Sari Manihuruk, Penerapan Peraturan Mahkamah Agung Nomor 1 Tahun 2020 Tentang Pedoman Pemidanaan Pasal 2 Dan Pasal 3 Undang-Undang Pemberantasan Tindak Pidana Korupsi Di Pengadilan Negeri Pekanbaru, *Jurnal Ilmiah Penegakan Hukum Desember*, Vol. 9 No. 2, 2022, p. 162-169

⁵ Marten Bunga, Urgensi Peran Serta Masyarakat Dalam Upaya Pencegahan Dan Pemberantasan Tindak Pidana Korupsi, *Law Reform*, Vol. 15, No. 1, 2019, p. 85-97,

between institutions or agencies, so that national policies can really touch the economic field, social field, political system and state administration.⁶

Based on Ingka Harsani's research with a journal entitled "Gratification Reporting System in the Prevention of Corruption Associated with the Corruption Act" that "the weaknesses of the criminal law apparatus in combating criminal acts of corruption, concerning 2 factors, namely Cultural Factors and Structural Factors."⁷ Another research from Ade Adhari in a journal entitled "Community Service Activities to Increase Understanding of the Urgency of Prolegnas Ruu Regarding the Eradication of Corruption as a Priority during the Covid-19 Pandemic" that "the many weaknesses in the current Corruption Law must be responded to with the spirit of renewing a strong urgency to reform the policy of formulating criminal law norms in the Corruption Law."⁸

Based on the description above, the purpose of this research is to find out the Law Enforcement Arrangements for Corruption in Positive Law in Indonesia, and analyze the weaknesses of law enforcement for corruption in Indonesia.

2. Research Methods

The method of approach used in this research is normative legal research covering research on law enforcement of corruption crimes. Normative law is part of positive law, which consists of regulations and legal norms established by the state or the authorities. In practice, normative law functions to regulate community behavior in realizing predetermined social goals. The type of research used in completing this research is descriptive research method, which is research conducted by examining library materials (secondary data) or library legal research.

3. Results and Discussion

3.1. Regulation of Law Enforcement of Corruption Crime in Positive Law in Indonesia

Law enforcement is a familiar term in society, especially in relation to the problem of applying criminal law. It is not surprising that law enforcement in

⁶ Widayati Widayati, Penegakan Hukum Dalam Negara Hukum Indonesia yang Demokratis, *Jurnal Hukum Dan Keadilan*, Vol. 1 No. 1, 2022, p. 19-31

⁷ Ingka Harsani Nasution, Sistem Pelaporan Gratifikasi dalam Pencegahan Tindak Pidana Korupsi Dikaitkan Dengan Undang-Undang Tindak Pidana Korupsi, *Jurnal Indonesia Sosial Teknologi*, Vol. 2, No. 8, 2021, p. 1356-1375.

⁸ Ade Adhari, Kegiatan Pengabdian Kepada Masyarakat Untuk Meningkatkan Pemahaman Urgensi Prolegnas Ruu Tentang Pemberantasan Tindak Pidana Korupsi Menjadi Prioritas Di Masa Pandemi Covid-19, *Prosiding Seri Seminar Nasional*, Vol. 2 No. 1, 2022, p. 1565-1572

Indonesia still appears vague. In addition, law enforcement also means the application of criminal law in the settlement of criminal cases.⁹ Thus, law enforcement as part of the criminal justice system requires a unity of law enforcement officials in charge of cracking down on criminal law violators. This means that as a law enforcement process, it must consist of several stages starting from investigation and inquiry, arrest, detention, preliminary examination, prosecution and trial, as well as the implementation of punishment in correctional institutions.¹⁰

Law enforcement against corruption is very different from other crimes, including because of the number of institutions authorized to conduct judicial proceedings against corruption crimes as mentioned in the first paragraph.¹¹ This condition is a logical consequence of the predicate placed on the crime as an extra ordinary crime. As a criminal act categorized as an extra ordinary crime, corruption has an extraordinary destructive power and damages the life of a state and nation. The impact of corruption can be seen in the occurrence of various natural disasters and environmental damage such as floods. The negative consequences of corruption are very damaging to the order of the nation's life, corruption also deprives the Indonesian people of their economic and social rights.¹²

Criminal law enforcement, like the law enforcement process in general, involves at least three related factors, namely the legislation factor, the factor of law enforcement officers or bodies and the legal awareness factor. These three factors can be related to the division of the three components of the legal system, namely legal substance, legal structure and legal culture.¹³

In order to enforce the law on corruption, the State of Indonesia has 65 laws and regulations related to the eradication of corruption.¹⁴ One of the laws and regulations governing the eradication of corruption is Law No. 31 of 1999 concerning the Eradication of Corruption in conjunction with Law No. 20 of 2001

⁹ Candlely Pastorica Macawalang, Penerapan Dan Pengaruh Keadilan Restoratif Sebagai Alternatif Penyelesaian Tindak Pidana Dalam Sistem Peradilan Pidana Di Indonesia, *Lex Crimen*, Vol. 10, No. 5, 2021, p. 142-150

¹⁰ Iskandar Iskandar, Pre-Trial Justice Dalam Sistem Peradilan Pidana Untuk Perlindungan Hak-Hak Tersangka, *Maqasidi: Jurnal Syariah Dan Hukum*, Vol. 3, No. 1, 2023, p. 15-28.

¹¹ Rizki Pedana Putra, *Penegakan Hukum Tindak Pidana Korupsi*, Deepublish, Sleman, 2020, p. 4

¹² Fitria Ramadhani Siregar and Nanang Tomi Sitorus, Analisis Hukum Terhadap Pertimbangan Hakim Atas Vonis Nihil Kepada Pelaku Tindak Pidana Korupsi, *Jurnal Ilmiah Penegakan Hukum*, Vol. 9 No. 2, 2022, p. 200-206

¹³ Yuni Savira, Kebijakan Penegakan Hukum Dalam Sistem Peradilan Pidana Indonesia, *Consensus Jurnal Ilmu Hukum*, Vol. 1, No. 4, 2023, p. 261-271

¹⁴ Rizkika Maharani Loventa. 2021. "Analisis Putusan Pengadilan Negeri Kasus Tindak Pidana Korupsi oleh Kepolisian Republik Indonesia (Studi Kasus Putusan Nomor01/Pid.Sus.TPK/2017/PM.Mdn)". *Jurnal Combines*. Vol. 1, No. 1, 2021. p. 1-12

concerning Amendments to Law No. 31 of 1999 concerning the Eradication of Corruption. In these laws and regulations, there are types of punishment imposed by judges for corruption crimes, such as life imprisonment, imprisonment for a specified period of time, fines and death penalty.¹⁵

In its development, the rules regarding the crime of corruption are also accommodated by the Law of the Republic of Indonesia Number 1 of 2023 concerning the Criminal Code (National Criminal Code) which was passed on January 2, 2023 as the National Criminal Code replacing the old Dutch Criminal Code that has been used for more than a century. The National Criminal Code which adheres to the Double track system, the judge's decision can be imposed in the form of punishment and action.¹⁶

If examined closely, matters concerning the crime of corruption regulated in the National Criminal Code have also been regulated in the Anti-Corruption Law. The purpose of the inclusion of articles on corruption in the National Criminal Code is to codify national criminal law. This is done by uniting the development of criminal offenses that are outside the Criminal Code, so that national criminal law becomes integrated. The codification process does not eliminate the special nature in handling corruption cases. Thus, the Anti-Corruption Law still applies, which is listed in the National Criminal Code only the main offenses.

Indonesia has several institutions tasked with enforcing the law. In the context of the criminal justice system, the police, prosecutors, judges and correctional institutions have an important role in creating optimal law enforcement in an integrated criminal justice system. In the eradication of corruption, the government has also established the Corruption Eradication Commission (KPK), Ombudsman Commission, BPK, BPKP, PPATK and involved various institutions to break the chain of corruption in Indonesia.¹⁷

Law enforcers who have the authority to examine, try and decide cases of abuse of authority committed by state officials or state bodies in order to create justice, peace and order in the state and society. To achieve the success of law enforcement on corruption crimes, good commitment and cooperation are needed.

¹⁵ Rae, Gradios Nyoman Tio, *Good Governance dan Pemberantasan Korupsi*. Saberro Inti Persada, Jakarta, 2020. p. 4

¹⁶ Anita Zulfiani, Pengaturan tindak pidana korupsi sebelum dan sesudah berlakunya Undang-Undang nomor 1 tahun 2023 tentang KUHP, Dalam Upaya Menurunkan Angka Korupsi Pada Sektor Swasta, *Unes Law Review*, Vol. 5, Issue, 4, 2023, p. 4303-4325

¹⁷ Mohd. Yusuf Daeng, Penegak Hukum Dalam Sistem Peradilan Pidana Di Indonesia (Studi Terhadap Advokat, Kepolisian, Kejaksaan Dan Hakim), *Jurnal Pendidikan dan Konseling*, Vol. 5 No.2, 2023, p. 2911–2920.

Under the Indonesian legal system, corruption investigations and inquiries are carried out by police investigators. However, after entering the reform era where corruption was increasingly rampant, the Corruption Eradication Commission (KPK) was formed. KPK has an authority relationship with Police Investigators and Public Prosecutors, namely to investigate, investigate and prosecute corruption crimes. The relationship of authority between the three institutions does not have a special division. All three take legal action against perpetrators of corruption crimes based on reports of alleged corruption.¹⁸

Coordination between all law enforcement officials in the justice system is a step that can accelerate the resolution of corruption cases, which are usually quite complex cases because corruption always involves public officials who have power and are able to influence politics, so that the creative process takes a lot of time and energy. For this reason, coordination and cooperation between law enforcement agencies is an important effort to prove the criminal offense committed by the suspect as part of the investigation process.¹⁹

3.2. Weaknesses of Corruption Law Enforcement in Indonesia

Along with the times, the role of written law with its rigidity and the principle of legal certainty is unable to place the right position in accordance with the changing needs in an ever-evolving society, which will clearly cause new problems. The written law is only a sign without meaning, and the legal text is only a language game, so that those who are not fluent in legislation tend to get unsatisfactory and disappointing results. The number of cases that are poorly resolved and satisfactory causes the law to be increasingly distrusted as a tool to find justice.²⁰

The criminal law formulation policy in an effort to tackle the current criminal act of corruption has actually undergone various changes, which changes are made considering the rapid development of corruption. In fact, according to several experts or experts in criminal law and criminology as described in Chapter I and Chapter II, corruption is described as a disease that in its development not only damages or harms the state's finances and economy, but has exceeded these

¹⁸ Faisal Santiago. Penegakan Hukum Tindak Pidana Korupsi oleh Penegak Hukum untuk Terciptanya Ketertiban Hukum. *Jurnal Pagaruyuang Law*. Vol. 1, No.1, Juli 2017, p. 23-43

¹⁹ Alvionita Damayanti, Implementasi Sinergitas Aparat Penegak Hukum Dalam Proses Penyidikan Tindak Pidana Korupsi di Indonesia, *Jurnal Pendidikan dan Konseling*, Vol. 5, No. 1, 2023, p. 6009-6013

²⁰ Sebastian Sindarto, Kebijakan Penyelamatan Keuangan Negara Dari Tindak Pidana Korupsi Berdasarkan Perspektif Hukum Progresif, *Jurnal Reformasi Hukum*, Vol. 25, No. 2. p. 182-201.

limits, namely damaging or harming the people's economy.²¹ The following are the weaknesses of Corruption Law Enforcement in Indonesia:

a. Weakness of Legal Substance

Legal substance is the substantial part that determines whether or not the law can be implemented. Substance also means the products produced by the people in the legal system which includes the decisions they issue, or the new rules they draft. Substance also includes living law, not just the rules in the statute book. As a country that still adheres to the Civil Law System or Continental European system (although some laws and regulations have also adopted the Common Law System or Anglo Saxon), it is said that the law is written rules while unwritten rules are not declared law.²²

In the author's opinion, there are several substantial weaknesses in law enforcement in Indonesia. Among them:

The principle of compartmentalization of functions, especially in investigations in the Criminal Procedure Code. The principle of compartmentalization of functions, especially in investigations conducted by investigators and prosecutions conducted by public prosecutors in the Criminal Procedure Code. These functions are not integrated between one function and another. The principle of functional differentiation adopted in KUHAP has the potential to cause significant problems in the future, especially for the Public Prosecutor's Office. The Prosecutor's Office, which only examines the results of the investigation and is not allowed to participate directly in the investigation, can become an obstacle in proving in court.²³ The effect of the principle of functional differentiation is illustrated in several cases where the Panel of Judges rendered not guilty verdicts because the witness/defendant revoked the Minutes of Examination.

There are many articles that have multiple interpretations so that legal certainty is not guaranteed. For example, multiple interpretations or differences in understanding related to the recovery of state financial losses. In this regard, Article 4 of the PTPK Law clearly stipulates that the return of state financial losses or the state economy does not eliminate the criminalization of the perpetrators of corruption. This means that even though a corruption suspect returns state financial losses due to the corruption crime he committed, he is still

²¹ Herman, Handrawan. Kebijakan Aplikasi Pengembalian Keuangan Negara oleh Kejaksaan. *Halu Oleo Legal Research*, Vol. 5, No. 1, 2023, p. 76–89.

²² Hasaziduhu Moho, Penegakan Hukum Di Indonesia Menurut Aspek Kepastian Hukum, Keadilan Dan Kemanfaatan, *Jurnal Warta*, Vol. 13, No, 1, 2019. p. 1-13

²³ Jan S. Maringka, *Reformasi Kejaksaan Dalam Sistem Hukum Nasional*, Sinar Grafika, Jakarta, 2019, p. 5

prosecuted accordingly. However, in practice, the return of state financial losses has caused the investigator to issue an SP3 regarding the alleged corruption case for various reasons, one of which is insufficient evidence because the state financial losses have been returned so that the state financial losses are not proven because they no longer exist. In addition, corruption is no longer a formal offense but has turned into a material offense. This means that the offense that talks about the consequences arising in the criminal act of corruption.²⁴ Another example is that in the provisions of Articles 2 and 3 of the Law on the Crime of Corruption, the element of mens rea or malicious intent or the inner attitude of the perpetrator of the criminal act in the unlawful element, whether intentionally, whether negligently, is not visible and is not explicitly explained. So this certainly creates legal loopholes that can determine that someone has committed a corruption crime, when in fact it is not a corruption crime. So that administrative procedures are ignored or there are other elements beyond mens rea or malicious intent which are considered as elements in Articles 2 and 3 of the Corruption Act.²⁵

b. Weakness of Legal Structure

Structure is likened to a machine in which there are institutions that make and enforce laws, such as the DPR, Executive, Legislative, Police, Prosecutors and Courts. In Indonesia itself, it is still a big homework for this country to improve the existing legal structure. The number of people involved in corruption cases greatly hampers the running of the law in Indonesia. starting from the ranks of law enforcement, to the legislative and executive governments are often caught in corruption cases. With the poor condition of the legal structure, the law will be difficult to enforce and justice will be difficult to achieve.²⁶

Based on Article 43 of Law No. 31/1999, a new institution called the Corruption Eradication Commission (KPK) was established, which in the implementation of its duties and authorities is independent. The independence of the KPK is mentioned in conducting investigations and prosecutions of corruption crimes and can take over the handling of corruption cases from the police and prosecutors based on Law Number 30 of 2002. However, it needs to be

²⁴ Zul Firman, Kebijakan Publik Melihat Produk Hukum Undang-Undang Pemberantasan Tindak Pidana Korupsi Serta Implementasinya Dalam Praktek Penegakan Hukum Di Indonesia, *Jurnal Panah Keadilan*, Vol. 2, No. 2, 2023, p. 38-49

²⁵ Billy Pahlevy Islamy, Kelemahan Normatif Pengaturan Tindak Pidana Dalam Pasal 2 Dan Pasal 3 Undang-Undang Nomor 31 Tahun 1999 Tentang Pemberantasan Tindak Pidana Korupsi Dan Perubahannya Serta Upaya Penyempurnaannya Dalam Rangka Pemenuhan Kewenangan Direksi Bumd Yang Berbentuk, *Legal Spirit*, Vol. 4, No. 1, 2020, p. 1-15

²⁶ Bernika Resvia, Implementasi Peraturan Mahkamah Agung Nomor 02 Tahun 2012 Terhadap Pencurian Di Perusahaan Ritel (Studi Kasus Polsek Ilir Barat I), *Marwah Hukum*, Vol. 1 No. 1, 2023, p. 1-10

explained that the presence of the KPK does not remove the duties and authority of existing law enforcement officials (police and prosecutors) in handling corruption cases, but rather to encourage the performance of these law enforcement officials in improving the handling of corruption cases. The KPK will only act to take over the handling of corruption cases from the police and prosecutors if there are indications of inaction or collusion in the handling of the corruption case. Therefore, the regulation of the investigative authority of the Corruption Eradication Commission (KPK) in Law Number 30 of 2002 is carried out more carefully so that there is no overlap of authority with the various agencies referred to.²⁷

In certain corruption crimes, the Police cannot conduct investigations and investigations at the field level, placing a counter-productive situation for the image of the police. Problems in law enforcement of corruption crimes must be resolved properly, it is necessary to harmonize between institutions handling corruption crimes, meaning that corruption handling institutions know their respective duties and authorities in eradicating and enforcing corruption laws.²⁸

c. Weakness of Legal Culture

Legal culture is the relationship between social behavior and its relation to the law. For this reason, efforts are needed to form a good community character in order to implement the principles and values contained in a legislation (legal norms). The utilization of other norms outside the legal norm is one alternative to support the implementation of legal norms in the form of laws and regulations.²⁹

The legal culture of Indonesian society shows two opposing positions, on the one hand declaring war on corruption, hating the actions of corruptors, even condemning corruptors, but on the other hand, the community actually shows support for corruption. This support is shown by giving bribes to government officials and giving preferential treatment to bureaucrats. In the recruitment of government employees, there are still many people who are willing to pay a certain amount of money to "insiders" in order to be accepted as either civil servants or contract workers. In order to work in the government sector, people even sell their land to pay the bribe.

²⁷ Kartika S. Wahyuningrum, Independensi Komisi Pemberantasan Korupsi: Benarkah Ada?, *Refleksi Hukum: Jurnal Ilmu Hukum*, Vol. 4, No. 2, 2020, p. 239-258

²⁸ Derry Angling Kesuma, Sinergitas Kewenangan Lembaga Penegak Hukum Terhadap Tindak Pidana Gratifikasi Dalam Struktur Hukum pidana di Indonesia, *Lex Librum: Jurnal Ilmu Hukum*, Vol. 6, No. 1, 2019, p. 119-130

²⁹ Bernika Resvia, Implementasi Peraturan Mahkamah Agung. *Op. Cit*, p. 1-12

The legal culture in Indonesia in terms of conflict resolution has its own characteristics that are based on certain values. Compromise and peace are values that receive strong support from society. These values tend to emphasize personal relationships, communal solidarity and the avoidance of disputes. One aspect of people's attitudes towards the law or legal officials is more people-oriented than the law itself. Law officers are obeyed for reasons that have little to do with adherence to state law. The legal culture of compromise and peace and patrimonial values can be an obstacle in the participation of the community to participate in combating corruption.

The attitude of the people who consider corruption cases as a breeze and are ignorant of the law enforcement procession. Corruption is seen as a chronic disease that is difficult to cure or it can even be said that it has become a system that is integrated with the administration of state government and even the government will be destroyed if the law is truly enforced. This pattern of behavior is due to the public's view that has believed that the resolution of corruption crimes is not fully consistent (there are always permissions and compromises). Enforcement is seen only as a formality.³⁰

The weaknesses of law enforcement in Indonesia include the weakness of legal substance, namely the existence of the principle of differentiation in the Criminal Procedure Code, many articles are multi-interpreted so that legal certainty is not guaranteed. The weakness of legal structure is the overlapping authority between law enforcement agencies in investigating corruption crimes. The weakness of legal culture is the existence of a legal culture of compromise, peace, patrimonial values and the attitude of the people who consider corruption cases as a breeze and ignorance of the law enforcement procession.

4. Conclusion

Criminal law enforcement, like the law enforcement process in general, involves at least three related factors, namely the legislation factor, the factor of law enforcement officials or bodies and the legal awareness factor. In the context of law enforcement of corruption, the State of Indonesia has 65 laws and regulations related to the eradication of corruption. The weaknesses of law enforcement in Indonesia include the weakness of legal substance, namely the existence of the principle of differentiation in the Criminal Procedure Code, many articles are multi-interpreted so that legal certainty is not guaranteed. The weakness of legal structure is the overlapping authority between law enforcement agencies in investigating corruption crimes. The weakness of legal culture is the existence of a legal culture of compromise, peace, patrimonial

³⁰ Fakhruddin Odhy, *Perspektif Budaya Hukum Dalam Perkembangan Kasus Korupsi di Indonesia*, *Dharmasiswa*, Vol. 1, Article 30. 2021, p. 185-196

values and the attitude of the people who consider corruption cases as a breeze and ignorance of the law enforcement procession.

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