



The Existence of *Bale Kerta Adhyaksa* as an Instrument for Resolving General Legal Cases in Bali

I Nyoman Sumardika¹ | Anak Agung Sagung Laksmi Dewi¹ | Ni Made Puspasutari Ujianti¹
| Anak Agung Ngurah Adhi Wibisana¹

1. Faculty of Law, Universitas Warmadewa, Indonesia

Correspondence Address to:
I Nyoman Sumardika, Faculty of Law, Universitas Warmadewa
Email address:
istayuan@yahoo.co.id

Abstract. The paper entitled “The Existence of Bale Kerta Adhyaksa as an Instrument for Resolving General Legal Cases in Bali” was prepared in connection with the enactment of the Draft Regional Regulation of the Province of Bali concerning Bale Kerta Adhyaksa into a Regional Regulation, which will take effect following the implementation of Law Number 1 of 2023 on the Criminal Code on 2 January 2026. This paper examines and discusses two legal issues relevant to the existence of Bale Kerta Adhyaksa, namely: (1) the authority of Bale Kerta Adhyaksa in Bali, and (2) the scope of the substantive provisions of the Regional Regulation on Bale Kerta Adhyaksa in Bali. The writing method is grounded in the doctrine of legislative law, thereby adopting a normative research type which utilizes normative or non-empirical research materials with a statutory approach and a conceptual approach, drawing from both primary and secondary legal materials. The analysis employs the concept of regulatory impact assessment and consistency analysis, applied both at the stage when the regulation was still in draft form and after its stipulation as a Regional Regulation of Bali Province. This analysis is carried out using systematic interpretation through inductive and deductive reasoning, presented in a structured and coherent manner. The authority of Bale Kerta Adhyaksa in Bali is to resolve general legal cases occurring within the jurisdiction of customary villages. Institutionally, it is expected to resolve cases by prioritizing a win-win solution, particularly for minor criminal cases and minor civil cases. Meanwhile, the scope of the substantive content of the Regional Regulation on Bale Kerta Adhyaksa in Bali includes the realization of an effective, efficient, comprehensive, and conclusive system for resolving general legal cases, as well as the reduction of the frequency of minor criminal and civil cases within customary villages areas. The formulation of case resolution is embodied in the form of a “Peace Statement Letter or Deed” and a “Peace Agreement Letter or Deed”, which are recorded in a mutual agreement between the parties, signed by them, and must be carried out in good faith. The decisions are final and binding.

Keywords: Bale kerta adhyaksa; general legal cases.



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Introduction

This paper was prepared as a form of participation by higher education institutions, particularly the Faculty of Law at Warmadewa University, in disseminating regional legal products to the public, specifically in Jati Luwih Village, Tabanan Regency. Through such dissemination, it is expected that public awareness and compliance will improve, particularly in resolving general legal cases that may arise, so that they can be settled using principles consistent with the substantive provisions regulated in the Regional Regulation of the Province of Bali on *Bale Kerta Adhyaksa*.

On 14 August 2025, the Regional Government of the Province of Bali enacted the Regional Regulation on *Bale Kerta Adhyaksa*, which will come into effect after the enforcement of Law Number 1 of 2023 on the Criminal Code (KUHP), commencing on 2 January 2026.

The underlying rationale for the establishment of *Bale Kerta Adhyaksa* in Bali cannot be separated from the emergence of customary cases (*wicara*) and general legal cases within the jurisdiction of customary villages. These disputes naturally arise from social interactions related to *parhyangan*, *pelemahan*, and *pawongan*, involving *krama adat* (customary members), interactions between *krama adat* and *krama tamiu* (non-members residing in the village), between *krama adat* and *prajuru* (customary officials), between *prajuru* themselves, and even between different customary villages.

General legal cases that occur within *customary village* consist of civil or criminal disputes among *krama adat*, between *krama adat* and *krama tamiu*, among *krama tamiu*, or between external legal subjects and those within the *customary village*. Such cases inevitably affect not only the disputing parties but also the overall social relations within the *customary village* community.

Bale Kerta Adhyaksa is expected to play a strategic role in minimizing general legal cases that arise within *customary village* by assuming consultative, facilitative, advisory, and mediation functions. Institutionally, it possesses legal legitimacy as it is formally regulated under the Regional Regulation of the Province of Bali.

A similar legal policy has also been outlined in the field of criminal case resolution through the Regulation of the Attorney General of the Republic of Indonesia Number 15 of 2020 on the Termination of Prosecution Based on Restorative Justice, as a form of implementation of Law Number 11 of 2021 concerning the Amendment to Law Number 16 of 2004 on the Attorney General's Office of the Republic of Indonesia.

This reform is intended as an effort to further strengthen the position and role of the Attorney General's Office of the Republic of Indonesia as a governmental institution exercising state authority in the field of prosecution, which must remain free from the influence of any external power and be carried out independently, apart from governmental or other external influences. For this reason, the institutional framework of the Attorney General's Office has continually undergone adjustments in line with changes and developments in the legal life of society.

As one of the law enforcement institutions and governmental bodies exercising state authority in the field of prosecution, the Attorney General's Office must be able to realize legal certainty, legal order, justice, and truth based on law, while also upholding religious norms, propriety, and morality. Moreover, it is obliged to explore and embody the values of humanity, law, and justice that live and develop within society.

In the context of termination of prosecution based on restorative justice, the authority of prosecutors also encompasses the exercise of prosecutorial discretion (*opportuniteitsbeginssel*), which is carried out by taking into account local wisdom and the values of justice that prevail within society.

The foregoing is intended to accommodate developments in society that demand minor criminal offenses or offenses causing minimal economic loss not be pursued through criminal proceedings, in accordance with the principle of justice-oriented law enforcement. Normatively, the termination of prosecution based on restorative justice is regulated under the Regulation of the Attorney General of the Republic of Indonesia Number 15 of 2020 on the Termination of Prosecution Based on Restorative Justice. Conceptually, Article 1 paragraph (1) stipulates that Restorative Justice is defined as:

“The resolution of criminal cases by involving the perpetrator, the victim, the families of both the perpetrator and the victim, and other relevant parties to jointly seek a fair settlement, with an emphasis on restoring the original condition rather than imposing retribution.”

In line with this formulation, Adi Sulistiyono notes that dispute resolution outside the court in Indonesia is often assumed to apply solely to civil disputes, but in practice it also extends to disputes that fall within the jurisdiction of criminal law (Sulistiyono, 2006: 11). Based on the foregoing discussion, this paper will examine and analyze two legal issues relevant to the existence of *Bale Kerta Adhyaksa*, namely: (1) the authority of *Bale Kerta Adhyaksa* in Bali, and (2) the scope of the substantive provisions of the Regional Regulation on *Bale Kerta Adhyaksa* in Bali.

Method

The writing method of this paper is grounded in the doctrine of legislative law as adopted in Law Number 12 of 2011 on the Formation of Laws and Regulations, accompanied by the doctrine of hierarchical legal norms. Accordingly, the typology of this study is that of normative legal research, which employs normative research materials or non-empirical materials (Academic Manuscript, 2025: 19).

Normative legal research begins with the identification of the causes of legal problems, the identification of possible solutions, and subsequently the examination of the structure and substance of legal norms, whether to fill legal vacuums, to harmonize conflicting or overlapping norms, or to clarify vague formulations. This paper employs a normative legal approach, which includes a statutory approach and a conceptual approach (Peter Mahmud Marzuki, 2005: 93), drawing upon both primary and secondary legal sources.

According to Cohen and Olson, primary legal materials consist of all written rules enforced by the state, which may be found in final and binding court decisions, statutes enacted by the parliament, executive decrees and regulations, as well as legal rulings of administrative agencies (I Made Pasek Diantha et al., 2018: 50–53). Secondary legal materials, on the other hand, are those that provide explanations of primary legal materials (H. Zainuddin Ali, 2009: 23; Soerjono Soekanto, 1990: 13–14).

The primary legal materials consist of statutory regulations, such as: the Civil Code, Law Number 8 of 1981 on the Criminal Procedure Code, Law of the Republic of Indonesia Number 30 of 1999 on Arbitration and Alternative Dispute Resolution, Law Number 16 of 2004 on the Attorney General's Office of the Republic of Indonesia as amended by Law of the Republic of Indonesia Number 11 of 2021 concerning the Amendment to Law Number 16 of 2004 on the Attorney General's Office of the Republic of Indonesia, Law Number 1 of 2023 on the Criminal Code, and the Regulation of the Attorney General of the Republic of Indonesia Number 15 of 2020 on the Termination of Prosecution Based on Restorative Justice.

The secondary legal materials consist of books and library research in the fields of Civil Law and Criminal Law, the Academic Manuscript of the Draft Regional Regulation of the Province of Bali on *Bale Kerta Adhyaksa*, and the Draft Regional Regulation of the Province of Bali on *Bale Kerta*

Adhyaksa, which was jointly approved by the Governor and the Regional House of Representatives of the Province of Bali on 14 August 2025 to become a Regional Regulation.

The analysis was carried out using the concept of Regulatory Impact Assessment (RIA), described as a systematic assessment and identification of the effects of proposed and enacted regulations on society in Bali. In addition, a consistency analysis was employed, namely a benefit-oriented analysis based on determining the fundamental objectives to be achieved by the Regional Regulation of the Province of Bali on *Bale Kerta Adhyaksa*, considering various options and systematically selecting the most effective and efficient option (Academic Manuscript, 2025: *ibid*: 30).

Following the joint enactment of the Draft Regional Regulation of Bali Province into a Regional Regulation by the Governor and the Regional House of Representatives of Bali Province, the analysis applied systematic interpretation to connect one statutory provision with others, both vertically and horizontally, using inductive and deductive reasoning described in a structured and coherent manner. Accordingly, the analysis proceeded from the specific to the general—drawing general conclusions on the regulation of the authority of *Bale Kerta Adhyaksa* in Bali—and conversely, from national legal provisions of a general nature to regional legal provisions of a specific/local nature in Bali.

Discussion

The Authority of Bale Kerta Adhyaksa in Bali

Bale Kerta Adhyaksa in Bali is an institutional dispute resolution system vested with specific authority over general legal cases occurring within the jurisdiction of *customary village*. Such cases have thus far remained unaddressed, compelling members of the *customary village* (*krama customary village*) to pursue lengthy legal processes characterized by complex procedures, extended timeframes, and considerable costs.

The enactment of the Regional Regulation of the Province of Bali on *Bale Kerta Adhyaksa* is institutionally expected to enable the peaceful resolution of disputes within each *customary village* by prioritizing the principle of a win–win solution. This approach seeks to prevent disputes from escalating or prolonging, which could otherwise adversely affect the *customary village* or the disputing *krama adat*, and ultimately disturb the social harmony of community life within the *customary village*.

Philosophically, the term *Adhyaksa* is often identified with a leader or head of a customary court who adjudicated cases at the level of the kingdom or village. He was not merely a judge, but also “*wikan ring sastra*” (one who masters legal and religious scriptures). Likewise, in Old Balinese inscriptions, such as the Sukawana Inscription and the Blanjong Inscription, the term *Adhyaksa* is mentioned as being synonymous with high-ranking royal officials equivalent to supreme judges who presided over *kertha* (courts). They resolved customary, civil, and criminal cases, while also overseeing the implementation of law based on the *dharmaśāstra*.

From the perspective of Indonesian positive law, the term *Adhyaksa* has been adopted in the nomenclature of the Prosecutor’s Office (*Kejaksaan*), namely the Attorney General’s Office of the Republic of Indonesia, whose duties include prosecuting criminal cases and representing the state in legal matters. The use of the term *Adhyaksa* in the draft Regional Regulation cannot be separated from the initiative of the Bali High Prosecutor’s Office as the proponent, which was well received by the Governor of Bali and subsequently proposed as an executive-sponsored draft regulation.

The establishment of *Bale Kerta Adhyaksa* is intended to fill the institutional gap in resolving disputes of a general legal nature arising within the jurisdiction of *customary village*, with the aim of

strengthening the existence of the *customary village* itself. *Bale Kerta Adhyaksa* is made possible as an institution for resolving general legal cases because statutory provisions provide regulation, particularly in the process of termination of prosecution based on restorative justice.

In the context of termination of prosecution based on restorative justice, the authority of prosecutors also encompasses the exercise of prosecutorial discretion (*opportuniteitsbeginsel*), which is carried out by taking into account local wisdom and the values of justice that prevail in society. This approach is intended to accommodate societal developments that demand minor criminal offenses or offenses involving minimal economic loss not be pursued further through criminal proceedings, in line with the principle of justice-oriented law enforcement.

Normatively, the termination of prosecution based on restorative justice is regulated under the Regulation of the Attorney General of the Republic of Indonesia Number 15 of 2020 on the Termination of Prosecution Based on Restorative Justice. Conceptually, Article 1 paragraph (1) defines Restorative Justice as “*the resolution of criminal cases by involving the perpetrator, the victim, the families of both the perpetrator and the victim, and other related parties to jointly seek a fair settlement, with an emphasis on restoring the original condition rather than imposing retribution.*”

This condition gives rise to parameters for measuring the success of the prosecutor’s office in carrying out prosecutions, which are not limited to the number of cases submitted to the court, but also include the resolution of cases outside the court through penal mediation. Such mediation serves as an implementation of restorative justice, balancing fair legal certainty with utility.

Law Number 1 of 2023 on the Criminal Code (KUHP), which will come into effect on 2 January 2026, in its General Elucidation section recognizes the existence of criminal acts based on living law within society—previously referred to as *adat* (customary) crimes—in order to better fulfill the sense of justice that prevails in the community.

In reality, in several regions across the country, there still exist unwritten legal provisions that live and are recognized as law within the respective communities, which determine that violations of such norms are punishable. This signifies that the values and norms prevailing in local communities remain protected in order to fulfill the sense of justice within those particular societies. Such a condition does not undermine, but rather continues to guarantee, the implementation of the principle of legality and the prohibition of analogy as adopted in the new Criminal Code.

Penal mediation is a legal process aimed at resolving criminal cases by bringing together the perpetrator and the victim to reach an agreement. This process takes place outside the court and involves law enforcement officials to facilitate the mediation. Penal mediation is expected to fulfill both justice and legal certainty, while also providing a faster and more efficient solution compared to formal judicial proceedings.

In the context of Indonesian law, penal mediation has become an increasingly common alternative for dispute resolution. The term mediation, as previously described, refers in criminal law to the process of bringing together the perpetrator and the victim of a crime to resolve the case at hand through deliberation and consensus. In line with this, Adi Sulistiyono, in his work entitled “*Mengembangkan Paradigma Non-Litigasi di Indonesia*” (*Developing a Non-Litigation Paradigm in Indonesia*), explains that dispute resolution outside the court in Indonesia is often assumed to apply only to civil disputes, but in fact it also extends to disputes falling under criminal jurisdiction (Sulistiyono, 2006: 11).

The Scope of the Substantive Provisions of the Regional Regulation on Bale Kerta Adhyaksa in Bali

Bale Kerta Adhyaksa represents a form of governmental presence within the life of customary communities in Bali, intended to provide adequate protection against the various impacts of social change in *customary village*, so that the social life of the community may be continuously preserved in an atmosphere of harmony, peace, and tranquility. The objectives to be achieved through the regulation of *Bale Kerta Adhyaksa* in Bali include the following:

The establishment of *Bale Kerta Adhyaksa* in Bali as a dispute resolution institution with competence over general legal cases arising within the jurisdiction of *customary village*.

The realization of a system for resolving general legal cases within *customary village* through an institutional mechanism that is clear, structured, and systematic, with well-defined competence and rules, thereby facilitating the resolution of general legal cases within *customary village*. This ensures that the handling of such cases can proceed properly, simultaneously, comprehensively, and holistically.

The strengthening of the institutional competence of *Kerta Customary village* in carrying out its duties and functions through the support of consultative, facilitative, and advisory roles provided by *Bale Kerta Adhyaksa*.

The realization of a dispute resolution service for general legal cases that is effective, efficient, comprehensive, and conclusive, so that all general legal cases occurring within *customary village* can be handled thoroughly in accordance with the principle of restorative justice.

The reduction in the frequency of general legal cases within *customary village* through case prevention and the cultivation of legal awareness among *krama desa* (customary members) and *krama tamiu* (non-member residents), facilitated by *Bale Kerta Adhyaksa* in integration with *Posyankumhamdes* (Community Legal and Human Rights Service Center at the village level).

The realization of an orderly, regulated, peaceful, and harmonious social life in *customary village* through the handling and resolution of general legal cases by *Bale Kerta Adhyaksa* in Bali.

The regulation of *Bale Kerta Adhyaksa* in Bali establishes it as a functional institution in relation to *customary village* and *Kerta Customary village*. It is not part of, nor incorporated into, the institutional structure of the *customary village*, but functions as a body for consultation, facilitation, and alternative dispute resolution with competence over general legal cases arising within the jurisdiction of *customary village*. This institution operates independently in dispute resolution and is jointly established by the Provincial Government and the Bali High Prosecutor's Office. The institution is based within *customary village* or in the territory of the *customary village*, with an organizational structure consisting of: (a) Advisor, (b) Supervisor, (c) Chairperson, (d) Vice Chairperson, (e) Secretary, and (f) Members.

Case resolution at *Bale Kerta Adhyaksa* is carried out by offering efforts of reconciliation to the victim and the suspect without pressure, coercion, or intimidation, particularly in cases involving minor criminal offenses—defined as offenses in which the value of the evidence or the loss incurred does not exceed IDR 2,500,000 (two million five hundred thousand rupiah)—and in civil cases where the value of the loss is below IDR 500,000,000 (five hundred million rupiah). Resolving cases through reconciliation brings several positive aspects, namely:

Reducing congestion and case backlogs in the judiciary. The large number of cases submitted to the courts often results in prolonged proceedings, high costs, and outcomes that are frequently unsatisfactory.

Increasing community involvement or empowering the disputing parties in the dispute resolution process.

Facilitating the flow of justice within society.

Providing opportunities to achieve dispute settlements that produce mutually acceptable outcomes (*win-win solutions*).

Delivering faster and less costly case resolution.

Ensuring a higher likelihood of compliance with agreements, thereby allowing future relationships between the disputing parties to remain intact.

Minimizing the spread of “dirty practices” within the judiciary (Adi Sulistiyono, 2006: 15).

The foregoing is consistent with the formulation set out in the General Elucidation of Law Number 11 of 2021 concerning the Amendment to Law Number 16 of 2004 on the Attorney General’s Office of the Republic of Indonesia, which explains that the authority of prosecutors in exercising prosecutorial discretion—by taking into account local wisdom and the values of justice that live within society—holds significant importance in accommodating the evolving legal needs and sense of justice in society. This development demands a paradigm shift in law enforcement, from merely realizing retributive justice (punishment) toward restorative justice.

The formulation of case resolution in *Bale Kerta Adhyaksa* may employ private or authentic instruments in the form of a “Peace Statement Letter/Deed” (*Surat/Akta Pernyataan Damai*) or a “Peace Agreement Letter/Deed” (*Surat/Akta Kesepakatan Perdamaian*). The existence of this peace-oriented institution as an instrument for resolving criminal cases represents a development in the realm of criminal justice, as criminal cases were previously synonymous with imprisonment under a predominantly retributive justice approach. Thus, if this peace institution succeeds in gaining the trust of the disputing parties, practices of dispute resolution will increasingly flow through and make use of this mechanism.

Formally, the mechanism of dispute resolution through a peace institution for civil cases is regulated in Article 130 of the *Herziene Indonesisch Reglement* (HIR) and Article 1851 of the Indonesian Civil Code (*KUH Perdata*). From these two provisions, the formal requirements for reconciliation can be concluded as follows: (1) the existence of an agreement between both disputing parties, (2) the peace settlement must be based on an existing dispute, and (3) the reconciliation agreement must be set forth in written form, and such agreement terminates the dispute.

The decision of *Bale Kerta Adhyaksa* constitutes the agreement of the disputing parties resulting from the dispute resolution process conducted within *Bale Kerta Adhyaksa*. Such agreements are documented in writing, signed by the parties, and must be implemented in good faith. The decision of *Bale Kerta Adhyaksa* is final and binding (*final and binding*). *Final* means that no higher legal remedies are available, while *binding* means that the decision must be carried out by the parties involved.

Conclusion

The authority of *Bale Kerta Adhyaksa* in Bali is to resolve general legal cases arising within the jurisdiction of *customary village*. Institutionally, it is expected to resolve disputes by prioritizing the principle of a win-win solution, thereby preventing disputes from escalating or prolonging, which could ultimately disturb the social harmony of community life within the *customary village*. The establishment of *Bale Kerta Adhyaksa* through the Regional Regulation of the Province of Bali as an institution for resolving general legal cases is made possible because statutory provisions provide space for such

regulation, particularly in the process of termination of prosecution based on restorative justice. In line with this, Law Number 1 of 2023 on the Criminal Code (KUHP), which will take effect on 2 January 2026, in its General Elucidation explicitly recognizes the existence of criminal acts based on living law in society—previously referred to as *adat* crimes—in order to better fulfill the sense of justice prevailing within the community.

The scope of the substantive provisions of the Regional Regulation on *Bale Kerta Adhyaksa* in Bali encompasses the objectives to be achieved through its regulation, namely: the establishment of *Bale Kerta Adhyaksa*; the realization of an effective, efficient, comprehensive, and conclusive system for resolving general legal cases; the reduction in the frequency of minor criminal and civil cases within *customary village*; and the attainment of an orderly, regulated, peaceful, and harmonious social life in *customary village*. The formulation of dispute resolution in *Bale Kerta Adhyaksa* may employ private or authentic instruments in the form of a “Peace Statement Letter/Deed” or a “Peace Agreement Letter/Deed”. Meanwhile, the decision of *Bale Kerta Adhyaksa* constitutes the agreement of the disputing parties resulting from the resolution process, which is documented in writing, signed by the parties, and must be implemented in good faith. Such decisions are final and binding.

With the establishment of *Bale Kerta Adhyaksa*, it is expected that the values of deliberation and consensus can be revitalized and reinstitutionalized as part of community behavior within *customary village* in resolving general legal cases, based on Balinese local wisdom, including: *kawigunan* (utility/benefit), *padumpada* (justice), *manyama braya* (kinship), *gilik saguluk* (togetherness), *parasparos* (deliberation/consensus), and *salunglung sabayantaka* (mutual cooperation).

As a newly established institution, the presence of *Bale Kerta Adhyaksa* needs to be widely disseminated to the *customary village* communities. To accelerate the process of socialization, it is recommended that the Provincial Government of Bali cooperate with higher education institutions in Bali.

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