

# The Role Of Law Enforcement Intelligence In Prosecutor's Office On "Prosecutor Guards The Village" Program At The North Padang Lawas District Prosecutor's Office

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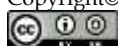
## Abstract

*This study was motivated by the issuance of Attorney General Instruction No. 5 of 2023 concerning the Optimization of the Role of the Attorney General's Office in Building Legal Awareness in Rural Communities through the Village Guard Program (Jaga Desa). The research questions are: How does the Law Enforcement Intelligence Function based on Attorney General Instruction No. 5 of 2023 build legal awareness among rural communities through the Jaga Desa program. What are the efforts and obstacles in implementing the Attorney General's Office's Law Enforcement Intelligence Function in the Jaga Desa program in North Padang Lawas Regency. This research method is through empirical juridical research with field studies at the North Padang Lawas District Attorney's Office. The data collection technique used by the author in this study is field research, covering data sourced from interviews with the Head of Section at the North Padang Lawas District Attorney's Office. The data analysis used in this study is qualitative analysis. The results of the study show that the North Padang Lawas District Attorney's Office has comprehensively implemented this role through the optimization of cross-sectoral performance. There are obstacles to the implementation of this role, but the North Padang Lawas District Attorney's Office continues to show a strong commitment to building legal awareness in rural communities, preventing violations of the law, and realizing the management of village administration with integrity and humanistic justice in North Padang Lawas Regency.*

**Keywords:** Law Enforcement Intelligence, North Padang Lawas District Attorney's Office, Village Guard Prosecutor

## Abstrak

Penelitian ini dimotivasi oleh penerbitan Instruksi Jaksa Agung Nomor 5 Tahun 2023 tentang Optimalisasi Peran Kejaksaan Agung dalam Membangun Kesadaran Hukum di Masyarakat Pedesaan melalui Program Jaga Desa. Pertanyaan penelitiannya adalah: Bagaimana Fungsi Intelijen Penegakan Hukum berdasarkan Instruksi Jaksa Agung Nomor 5 Tahun 2023 membangun kesadaran hukum di masyarakat pedesaan melalui program Jaga Desa? Apa saja upaya dan kendala dalam melaksanakan Fungsi Intelijen Penegakan Hukum Kejaksaan Agung dalam program Jaga Desa di Kabupaten Padang Lawas Utara? Metode penelitian ini adalah melalui penelitian hukum empiris dengan studi lapangan di Kejaksaan Negeri Padang Lawas Utara. Teknik pengumpulan data yang digunakan penulis dalam penelitian ini adalah penelitian lapangan, meliputi data yang bersumber dari wawancara dengan Kepala Seksi di Kejaksaan Negeri Padang Lawas Utara. Analisis data yang digunakan dalam penelitian ini adalah analisis kualitatif. Hasil penelitian menunjukkan bahwa Kejaksaan Negeri Padang Lawas Utara telah secara komprehensif melaksanakan peran ini melalui optimalisasi kinerja



lintas sektoral. Terdapat beberapa kendala dalam pelaksanaan peran ini, namun Kejaksaan Negeri Padang Lawas Utara terus menunjukkan komitmen yang kuat dalam membangun kesadaran hukum di masyarakat pedesaan, mencegah pelanggaran hukum, dan mewujudkan pengelolaan pemerintahan desa dengan integritas dan keadilan humanis di Kabupaten Padang Lawas Utara.

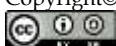
**Kata kunci:** Intelijen Penegakan Hukum, Jaksa Penjaga Desa, Kejaksaan Negeri Padang Lawas Utara

## Introduction

The Republic of Indonesia is a democratic state based on Pancasila and the 1945 Constitution of the Republic of Indonesia, which upholds human rights and guarantees that every citizen has equal standing before the law and government without exception. The concept of a constitutional state desired by *the founding fathers* since the beginning of the struggle for independence is clearly seen in the inclusion of basic principles in the preamble to the 1945 Constitution, namely independence, justice, humanity, and the statement that the state has an obligation to protect the entire nation and all of Indonesia and to promote general welfare. The presence of law as a system should begin with a discussion of the system itself, because law as a system will be subject to the limitations and characteristics of that system. The process of law enforcement that keeps pace with the times requires increasingly significant intelligence involvement, as its role is essential to improving the effectiveness of law enforcement, especially in supporting the development process in villages. It is important for policymakers to ensure that the law enforcement process is not only a tool for enforcing rules, but also for creating a more harmonious society. A more flexible and responsive approach to law is needed so that the law enforcement process remains relevant to modern values of justice.

In accordance with Law Number 11 of 2021 concerning Amendments to Law Number 16 of 2004 concerning the Attorney General's Office of the Republic of Indonesia, the Attorney General's Office of the Republic of Indonesia carries out its duties and authorities in the field of law enforcement, both preventive and repressive. These duties and authorities are carried out by the Attorney General's Office in a synergistic and systematic manner, one of which is in support of the President and Vice President's Vision, which will be achieved through 8 Missions known as Asta Cita number 6, namely "*Building from the villages and from the bottom up for economic equality and poverty eradication*".

Based on Article 78 Paragraph (1) of Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages, Village development aims to create the welfare of the village community and the quality of life of its people, as well as to address socio-economic disparities through the fulfillment of basic needs, the development of village infrastructure and facilities, the development of local economic potential, and the sustainable utilization of natural resources and the environment for the livelihood and sustenance of the local community. The success of development is not only measured by the magnitude of economic growth and the achievement of equity but also by the sustainability of the environment in which the development takes place. Therefore, the Attorney General of the Republic of Indonesia, through Attorney General Instruction (INSJA) Number 5 of 2023 concerning the Optimization of the Role of the Attorney General's Office of the Republic of Indonesia in Building Legal Awareness in Rural Communities through the Village Guard Prosecutor (Jaga Desa) Program, directs all ranks of the Attorney General's Office of the Republic of Indonesia to play an active role in providing assistance and guidance, maximizing village financial management, and addressing various issues faced by village heads and



village officials so as to have a positive impact on the village community. In addition, the instruction also emphasizes the importance of utilizing the Restorative Justice House as a medium for implementing the Jaga Desa Program to reduce the potential for legal violations while increasing legal awareness among the village community. In the jurisdiction of the North Padang Lawas District Attorney's Office, the Village Protection Program has been implemented by the North Padang Lawas District Attorney's Office from 2023 to 2025, as shown in the following table:

**Table 1. Summary of Data on the Implementation of the Village Guard Program at the North Padang Lawas District Attorney's Office**

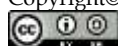
| Field                         | 2023  | 2024  | 2025   |
|-------------------------------|---|---|--|
| Intelijen                     | 2 (two) Legal Information Activities                | 4 (four) Legal Information Activities         | 4 (four) Legal Information Activities                |
| Tindak Pidana Umum            | 1 (one) Case Resolution through Restorative Justice | 1 Case Resolution through Restorative Justice | 1 Case Resolution through Restorative Justice        |
| Tindak Pidana Khusus          | 2 (two) Cases related to Village Fund Management    | 2 (two) Cases of Village Fund Management      | 2 (two) Cases of Village Fund Management             |
| Perdata dan Tata Usaha Negara | -   | -   | 4 (four) Requests for Legal Assistance with Villages |

Based on this, it is important to conduct a study on how the Law Enforcement Intelligence Function is implemented in the Village Guard Program (Jaga Desa) at the North Padang Lawas District Attorney's Office. It is also important to understand the efforts and obstacles faced in carrying out the Law Enforcement Intelligence Function in the implementation of the Village Guard Program at the North Padang Lawas District Attorney's Office. Thus, the results of this study are expected to provide an academic contribution in the form of empirical analysis of the role of Law Enforcement Intelligence in the Village Guard Prosecutor Program (Jaga Desa) at the Padang Lawas Utara District Attorney's Office.

## Methods Research

This research method uses an empirical juridical approach, which is an approach in legal research that observes how the Jaga Desa program is implemented in the community. This research focuses on direct observation of the legal behavior of the community in the field, so it is often referred to as sociological legal research. With this approach, researchers can see the extent to which the law functions in society, especially in the context of the implementation of Attorney General Instruction (INSJA) Number 5 of 2023 in North Padang Lawas Regency. The location of this research is Padang Lawas Utara Regency, North Sumatra, which has a strategic geographical location because it borders several other regencies, namely South Tapanuli Regency and South Labuhan Batu Regency. The main object of this research is the implementation of INSJA Number 5 of 2023 by the North Padang Lawas District Attorney's Office. The variables in this research include the role of the attorney's office in increasing the legal awareness of the community in the village of and the effectiveness of these instructions in preventing the abuse of authority in the management of village funds.

This study uses primary and secondary data. Primary data was obtained through



interviews and direct observation of relevant parties, such as the Head of the Intelligence Section, the Head of the General Crimes Section, the Head of the Special Crimes Section, and the Head of the Civil and Administrative Law Section at the Padang Lawas Utara District Attorney's Office. Secondary data was obtained from various legal sources such as laws and regulations, journals, literature, and legal dictionaries. The collected data was then processed systematically to facilitate analysis and understanding of the research results. The data was grouped and presented in the form of descriptions, tables, or charts. The data analysis technique used a qualitative approach with the statute approach method, which involved reviewing relevant laws and regulations to answer the legal issues identified in the study. This approach allowed the researcher to thoroughly analyze how these regulations were applied in practice by the prosecutor's office in the study area.

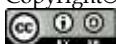
## Results and Discussion

### **The Function of Law Enforcement Intelligence based on Attorney General Instruction (INSJA) Number 5 of 2023 in Building Legal Awareness in Rural Communities through the Village Guard Prosecutor (Jaga Desa) Program.**

Based on Law Number 17 of 2011 concerning State Intelligence, it is stated that the Attorney General's Office of the Republic of Indonesia is part of the State Intelligence Agency. Which carries out the function of Law Enforcement Intelligence. In order to carry out the function of Law Enforcement Intelligence, the Attorney General of the Republic of Indonesia established Attorney General Guideline Number 21 of 2021 concerning Law Enforcement Intelligence, which is intended as a guideline for the Attorney General's Office of the Republic of Indonesia in carrying out this function, as well as aiming to optimize the role of the Attorney General's Office of the Republic of Indonesia in the implementation of Law Enforcement Intelligence.

In Law Enforcement Intelligence, the Attorney General's Office has the authority to carry out investigation, security, and mobilization functions for the purposes of law enforcement, creating conditions that support and secure the implementation of development, conducting law enforcement intelligence cooperation with intelligence agencies and/or other state intelligence providers, both domestically and internationally, prevent corruption, collusion, and nepotism, and conduct multimedia surveillance. In essence, the Attorney General's Office Intelligence is at the forefront of the law enforcement system, both preventive and repressive, covering the fields of ideology, politics, economics, finance, socio-culture, defense and security, as well as public order and peace. The Attorney General's Intelligence Agency carries out various efforts, tasks, activities, and actions to conduct early detection and early warning in order to prevent, ward off, and overcome any potential threats that may arise and endanger national interests and security, particularly in law enforcement and the maintenance of public order and peace. In addition, the Attorney General's Intelligence aims to detect, identify, assess, analyze, interpret, and present intelligence information as a basis for providing early warnings in anticipation of various forms and types of threats, both potential and real, to the safety and survival of the nation and state, while utilizing existing opportunities for the sake of national security, especially in the areas of law enforcement and public order and peace.

In order to optimize the implementation of the Attorney General's authority in the field of Law Enforcement Intelligence in line with the nature, role, and objectives of State Intelligence, the Attorney General of the Republic of Indonesia hereby instructs the Deputy



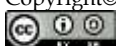
Attorney General for Intelligence, the Head of the High Prosecutor's Office, and District Attorney Generals through Attorney General Instruction (INSJA) Number 7 of 2023 concerning the Optimization of the Duties and Functions of Law Enforcement Intelligence, one of the instructions of which is to optimize the function of Law Enforcement Intelligence as a *Support System* for law enforcement in the administration of the state in a proactive, responsive, and simultaneous manner.

In building legal awareness among rural communities to strengthen villages within the framework of the Unitary State of the Republic of Indonesia, the Attorney General of the Republic of Indonesia issued Attorney General Instruction No. 5 of 2023 on Optimizing the Role of the Attorney General's Office of the Republic of Indonesia in Building Legal Awareness Among Rural Communities Through the Village Guard Prosecutor Program (Jaga Desa).

Through INSJA Number 5 of 2023 concerning the Optimization of the Role of the Attorney General's Office of the Republic of Indonesia in Building Legal Awareness in Rural Communities through the Village Guard Prosecutor (Jaga Desa) Program, the Attorney General of the Republic of Indonesia directs all ranks to implement the Jaga Desa Program as a manifestation of the Attorney General's Office's role in providing assistance and guidance, optimizing village financial management, and minimizing various problems faced by village officials so that they can benefit the village community. In addition, the instruction also emphasizes the optimization of the Restorative Justice House as a means for prosecutors to carry out the Jaga Desa Program in order to reduce the potential for legal violations and increase legal awareness among rural communities.

The function of Law Enforcement Intelligence in Building Legal Awareness among the Village Community through the Village Guard Prosecutor Program (Jaga Desa) based on INSJA Number 5 of 2023 is as follows:

- a. Increasing the intensity of the implementation of the Village Guard Program as a means to foster legal awareness and compliance among village officials in the management of village finances;
- b. Maximizing supervision, assistance, guidance, legal counseling, and legal information to village officials and communities regarding village financial management;
- c. Conducting continuous monitoring and evaluation of the implementation of the Jaga Desa Program;
- d. Encouraging cooperation with all relevant stakeholders to jointly ensure the successful implementation of the Village Guard Program;
- e. Optimizing the publication and dissemination of information regarding the implementation and achievements of the Village Guard Program through the mass media and the Attorney General's official social media accounts throughout Indonesia;
- f. Formulating policies for handling reports and complaints regarding alleged irregularities in village financial management that prioritize a preventive approach;
- g. Maximizing the role of Restorative Justice Houses in each village as a gathering place for the community to directly accommodate the aspirations of religious leaders ( ), traditional leaders, and community leaders, in order to harmonize local wisdom values as the basis for decision-making in the restorative justice process;
- h. Monitoring agencies or institutions related to village financial management by prioritizing efforts to prevent irregularities and enforcing the law against alleged irregularities in village financial management;
- i. Carrying out civil activities by the State Attorney in the management and distribution of



village finances, limited to providing input and advice if there are legal issues submitted by the Village Head or other parties distributing aid to the community, as well as providing legal assistance in the management of village finances.

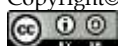
The Law Enforcement Intelligence function as stipulated in INSJA Number 5 of 2023 plays a strategic role in supporting the success of the Village Guard Prosecutor Program (Jaga Desa). By applying a preventive, persuasive, and educational approach, the Attorney General's Office Law Enforcement Intelligence contributes significantly to increasing the legal awareness of the village community, preventing potential violations of the law, and realizing the implementation of an integrity and justice-based village administration.

### **Efforts and Obstacles in the Implementation of the Role of Law Enforcement Intelligence of the Attorney General's Office in the Implementation of the Village Guard Prosecutor Program (Jaga Desa) in North Padang Lawas Regency.**

Attorney General Instruction Number (INSJA) 5 of 2023 emphasizes that law enforcement intelligence has a strategic role in supporting the duties and functions of the Attorney General's Office. Intelligence not only functions as a means of gathering information, but also as a means of early detection and prevention of potential threats, disturbances, obstacles, and challenges (AGHT) in the field of law enforcement. In the context of village administration, the function of law enforcement intelligence is directed at mapping potential legal problems early on, particularly in the management of village funds and the implementation of village development. This approach demonstrates a paradigm shift in law enforcement from being solely repressive to being preventive and humanistic.

Based on the results of research at the North Padang Lawas District Attorney's Office, the efforts of the North Padang Lawas District Attorney's Office in carrying out the role of the Attorney General's Office Law Enforcement Intelligence in the implementation of the Village Guard Prosecutor (Jaga Desa) program in North Padang Lawas Regency are as follows:

- a. Through the Intelligence Section, the North Padang Lawas District Attorney's Office has implemented INSJA 5 of 2023, namely "*Optimizing supervision, assistance, guidance, legal counseling, and legal information for village officials and the village community in village financial management.*" By organizing Legal Information and Education activities and strengthening transparency and accountability in village fund management in Padang Lawas Utara Regency using the Real Time Monitoring Village Management Funding Application as a solution for real-time monitoring of village fund management with features that enable data mapping of problems in each village, as well as collecting and responding to community complaints quickly and efficiently.
- b. Through the General Crimes Section of the North Padang Lawas District Attorney's Office, INSJA Number 5 of 2023 has been implemented, namely "*Optimizing the Restorative Justice House as a forum for prosecutors to implement the Village Guard Program.*" By resolving 3 (three) cases through Restorative Justice from 2023 to 2025 and also involving all village stakeholders as a means of legal development in Indonesia related to the implementation of Restorative Justice.
- c. Through the Special Crimes Section of the North Padang Lawas District Attorney's Office, INSJA Number 5 of 2023 has been implemented, namely "*enforcing the law against alleged irregularities in village financial management, prioritizing the existence of malicious intent (mens rea) and elements of unlawful acts that can be proven clearly and explicitly.*" By enforcing the law against irregularities in village financial management in Padang Lawas Utara



Regency in the form of 6 (six) Corruption Criminal Cases, as part of efforts to address irregularities in village financial management.

- d. Through the Civil and Administrative Law Section of the North Padang Lawas District Attorney's Office, INSJA Number 5 of 2023 has been implemented, namely "*providing the necessary legal consultation in both the distribution and use of village direct cash assistance funds.*" By conducting 4 (four) legal assistance activities in the distribution of Direct Cash Assistance Funds in Aek Nauli Village and Sampuran Simarloting Village, Hulu Sihapas District, as well as Gunung Tua Jae Village and Parlimbatan Village, Padang Bolak Julu District, North Padang Lawas Regency, as a preventive measure against potential errors or deviations that could lead to civil legal risks or criminal corruption charges in the future for managers or implementers.

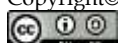
The obstacles encountered by the North Padang Lawas District Attorney's Office in carrying out its role of law enforcement intelligence for the implementation of the Village Guard Program (Jaga Desa) in North Padang Lawas Regency are as follows:

- a. Limited Intelligence Resource Capacity  
The number of intelligence personnel is not proportional to the size of the area and the number of villages, which is 388 villages/sub-districts in Padang Lawas Utara Regency, thus limiting the scope of field visits, the frequency of assistance, and the consistency of legal education activities.
- b. Geography and Accessibility of the Region  
The diverse geographical conditions of each village and difficult access, especially during the rainy season or in villages with inadequate infrastructure, can hamper the implementation of the prosecutor's intelligence role in law enforcement for the Jaga Desa program.
- c. Cross-Sector Coordination  
In implementing the Jaga Desa program, the North Padang Lawas District Attorney's Office has encountered obstacles in cross-sector coordination between law enforcement agencies and village administrations in North Padang Lawas Regency, so that the efforts of law enforcement intelligence have not been effectively integrated due to the lack of a regular coordination forum for sharing information between institutions, which weakens the role of law enforcement intelligence in preventing irregularities in village financial management. In addition, the local government needs to promote programs to increase community political participation through various policies. This aims to introduce the community to an understanding of the problems of village financial and asset management. In this case, the legal targets are not only those who have clearly committed unlawful acts, but also potential unlawful acts, and state apparatus to act in accordance with the law.

Although the North Padang Lawas District Attorney's Office has encountered several obstacles in carrying out its role of law enforcement intelligence in relation to the implementation of the Village Guard Program in North Padang Lawas Regency, this has not prevented it from building legal awareness among the village community, preventing violations of the law, and realizing an integrated and just village administration in North Padang Lawas Regency.

## Conclusion

The Law Enforcement Intelligence function as stipulated in the Attorney General of the Republic of Indonesia Instruction (INSJA) Number 5 of 2023 plays a strategic role in

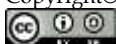


supporting the success of the Village Guard Program (Jaga Desa). By applying a preventive, persuasive, and educational approach, the Attorney General's Office's Law Enforcement Intelligence contributes significantly to increasing the legal awareness of rural communities, preventing potential violations of the law, and realizing the implementation of an integrity-based and equitable village administration.

Based on INSJA Number 5 of 2023, Law Enforcement Intelligence is confirmed to have a strategic role that not only functions as a means of gathering information, but also as an instrument for early detection and prevention of potential threats, disturbances, obstacles, and challenges (AGHT) in the field of law enforcement, particularly in the context of Village Administration. The results of the study show that the North Padang Lawas District Attorney's Office has comprehensively implemented this role through the optimization of cross-sectoral performance, namely the Intelligence Section with legal counseling and information activities and the use of the Real Time Monitoring Village Management Funding Application, the General Crimes Section through the optimization of the Restorative Justice House, the Special Crimes Section through law enforcement against irregularities in village financial management that meet the elements of mens rea and unlawful acts, and the Civil and Administrative Section through legal assistance and consultation as a legal risk prevention measure. However, the implementation of the Village Guard Prosecutor (Jaga Desa) Program still faces obstacles in the form of limited intelligence resources that are not proportional to the size of the area and number of villages, geographical and accessibility constraints, and suboptimal cross-sector coordination between law enforcement officials and village administrations. Despite these obstacles, the efforts made by the North Padang Lawas District Attorney's Office continue to demonstrate a strong commitment to building legal awareness among rural communities, preventing violations of the law, and realizing the integrity and humanistic justice of village governance in North Padang Lawas Regency.

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