

# From Legal Structure to Legal Culture: Rethinking the Prosecutor's School Outreach Program in Singaraja City

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## Abstract

This research discusses the effectiveness of the School Admissions Attorney Program in increasing students' legal awareness in Singaraja City. The research objectives are (1) to analyze the extent to which this program is effective in increasing students' legal awareness and (2) to identify and analyze various factors that hinder its implementation. This research uses an empirical legal approach with a descriptive nature, carried out at the Buleleng District Prosecutor's Office. Data was collected through document study, observation and interviews, with Non-Probability Sampling techniques using Purposive Sampling. The research results show that (1) although the Buleleng District Prosecutor's Office has attempted to provide legal education to students, this program has not been fully effective in reducing the number of students who become perpetrators of criminal acts, as shown by the fluctuation in the number of cases from year to year in Singaraja City. (2) The main obstacles in implementing this program include the large number of schools that must be handled by the Buleleng District Prosecutor's Office, clashes with other prosecutor's programs, and budget limitations. Nevertheless, the JMS Team continues to strive to overcome these obstacles by adjusting school visit schedules and optimizing the distribution of tasks, so that program implementation continues in the Intelligence sector of the Buleleng District Prosecutor's Office.

**Keywords:** Effectiveness, Legal Counseling, Prosecutors Enter School, Prosecutor's Office, Singaraja City

## Introduction

Various problems related to law violations occur in Indonesian society today. The legal violations that occur involve various age groups and various problem backgrounds. Violations of this law know no boundaries and can be committed by anyone, from minors to adults. Currently, legal problems are also often carried out by minors. Children who have weak personalities, are impulsive, and lack self-control are more susceptible to being involved in criminal behavior. Children are still in a stage of development and growth that cannot be separated from various negative influences in the surrounding environment. Children's delinquency can harm the children themselves, both physically and mentally (Hardin et al, 2022). Children often fall into acts against the law. For example, they can be involved in criminal acts such as theft, bullying, brawls between students, and even drug abuse. The factors that influence children's delinquency are very diverse, including peer pressure, disruption of the family environment, low parental supervision, and the influence of media and technology (Bobyanti, 2023). Basically, when viewed from a legal perspective, juvenile delinquency is classified into two groups, namely immoral and social delinquency and is not regulated by law so it cannot or is difficult to classify as a violation of the law and delinquency which is against the law and can be resolved in accordance with the law. invite. The applicable laws and regulations are the same as unlawful acts if committed by adults (Tjukup et al, 2020). In various cases, the involvement of these children actually reflects not only legal problems, but also deeper social problems, such as low quality of education, economic level, and family dysfunction.

Legal awareness among teenage children can be said to be not yet optimal or still tends to be low, as evidenced by the existence of various cases related to juvenile delinquency, which is deviant behavior that occurs in society (Yulianti et al, 2022). The city of Singaraja is known as the city of education. This was marked by the inauguration of new branding, namely "Singaraja, The City Of Science" where many children are studying at schools and educational institutions provided in the city (Yulianti et al, 2021). However, with this

nickname, there are still many students in Singaraja City who are often involved in delinquent acts, this is proven by various cases that have occurred as published on the Radar Buleleng.Id page, where intimate videos of students from one of the schools in Singaraja are circulating. This shows an increase in the number of students in conflict with the law in the area, which is actually compared to the branding of Singaraja City as “The City of Science” or a city of education.

These cases show that there are serious problems in terms of legal awareness and understanding of the consequences of violating the law, especially among children and teenagers who are supposed to be the nation’s next generation. For children, a social system that children live in could be a shortcut to survive in their community environment by unknowingly damaging themselves and others around them by committing certain crimes (Sartika, 2022). This phenomenon is also supported by data from the Buleleng District Prosecutor’s Office which states that the Buleleng District Prosecutor’s Office is ranked second after the Denpasar District Prosecutor’s Office as the Prosecutor with the most handling of children in conflict with 6 laws in 2024. By branding as the Education City of Buleleng Regency with Singaraja City it should represent the community educated, but in reality there are still many students in Singaraja who are involved in criminal cases. Even though education in Singaraja City has developed rapidly, this phenomenon shows that there is a gap in the development of legal awareness among students, as well as their low understanding of the applicable legal regulations. Therefore, overcoming delinquency committed by children requires preventive efforts such as the role of various parties, not only educational institutions, but the role of legal practitioners is also important to increase public awareness of the applicable laws. One example of what can be done as a preventive effort to increase students’ legal awareness is through the School Entry Prosecutor Program which is the main task of the Prosecutor’s Intelligence sector in accordance with the mandate of Law Number 16 of 2004 concerning the Prosecutor’s Office of the Republic of Indonesia in Article 30 Paragraph (3) Letter a.

Prosecutors Enter School is a program implemented based on the Decree of the Attorney General of the Republic of Indonesia Number: KEP-

184/A/JA/11/2015 to support the national character revolution in Indonesia. The purpose of JMS is to provide legal counseling and information to students. The Prosecutor's School Entry Program is also implemented by the Buleleng District Prosecutor's Office. It is hoped that this program can be a solution in increasing students' legal awareness and providing a better understanding of their legal responsibilities as citizens.

Research with the same thing was also carried out by Girls & Ditayani (2024) with the title Efforts to Increase Public Awareness about the Prevention of Crime through Legal Counseling with the Denpasar District Prosecutor's Office. In this research, the results showed that legal education activities related to the School Entrance Attorney, Village Entry Attorney, and Sea Entry Attorney programs in various schools and villages in the Denpasar city area were able to increase public awareness of the prevention of criminal acts seen from the small number of criminal acts that occurred in the area. , increased participants' understanding of laws and regulations and the community is better able to resolve conflicts peacefully and in accordance with the law. In this research, there are three programs being implemented, namely School Entry Attorney, Village Entry Attorney, and Sea Entry Attorney in various schools and villages in the Denpasar city area, whereas in this research it only focuses on the implementation of the School Entry Attorney program with the program target being school students. Then, it was also carried out by Dewi (2024) entitled Legal Awareness from an Early Age for Society: Legal Education in Increasing Legal Awareness in Society. In this research, the results showed that the program that was proven to be effective in increasing legal awareness was the School Security Patrol (PKS) Program at SMKN 1 Cerme, Gresik Regency. This research is different from that research because this research was carried out by conducting outreach related to the "School Admissions Prosecutor" program to increase legal awareness.

Furthermore, research conducted by Rochim, F., & Ambodo, T. (2023) entitled Legal Socialization Regarding Bullying in Schools: Prevention Efforts and carried out by Selvianda, N. P., Khozamah, K., Hasanah, I. D., & Surur, M. (2024) with the research title Innovative Strategies in Overcoming Bullying Behavior to Increase Students' Motivation and Interest in Learning. This

research was conducted by focusing on cases of bullying at school. This research is different from that research because this research does not only focus on bullying cases but also other cases. Then, research conducted by Fatimah, E., & Harmanto, H. (2022) with the title Implementation of anti-corruption education through the honesty canteen at Sidoarjo Antarctic High School in this research states that the Sidoarjo District Prosecutor's Office carries out socialization of anti-corruption education and understanding from an early age through the Prosecutor's program Entering School (JMS) and Attorney Entering Islamic Boarding School (JMP). Antarctica High School had already implemented anti-corruption education in 2013, which was initially realized by having an honesty canteen. This research focuses on anti-corruption prevention which is followed up by establishing an honesty canteen.

Meanwhile, research conducted by Maeyangsari, Adrian, Suci, Nandrini, & Rayhan, (2024) with the title The Role of the Prosecutor's Office in Providing Legal Counseling to Students Through the Prosecutor Entering School Research Program (JMS ) This is related to the School Entry Prosecutor (JMS) program held by the Malang City District Attorney with the aim of focusing on narcotics and also aims to build awareness from an early age about the dangers of narcotics among the next generation. young. This research is different from these studies because this research does not only focus on narcotics cases but also other cases related to juvenile delinquency such as theft, brawls between students, bullying, and even drug abuse. Apart from that, research conducted by previous researchers was carried out at senior high schools (SMA) in Malang City, while this research focuses on Singaraja City, Buleleng District, Buleleng Regency, Bali. This research is empirical descriptive legal research. The exact location of the research was carried out at the Buleleng District Prosecutor's Office. Data collection methods were carried out by means of document study, observation and interviews. In this research, the sampling technique used was Non Probability Sampling using Purposive Sampling.

## **Research Method**

In this research the author uses an empirical juridical approach. Empirical legal research discusses developments and actions in the real world related to legal regulations (Tan, 2021). Empirical research methods are a type of research used to solve legal problems by looking at the law in real terms and examining the application of the law directly in public. This empirical research focuses on the effectiveness of the School Entry Prosecutor (JMS) program and explains in detail the factors that influence the effectiveness of the Prosecutor's Office in implementing the School Entry Prosecutor (JMS) program to increase legal awareness in the community, especially for students in Singaraja City. This research is descriptive in nature, meaning research that attempts to describe or explain the solution to an existing problem based on the data obtained.

The data and data sources in this research were obtained from primary data and secondary data. Primary data was obtained through field research conducted at the Buleleng District Prosecutor's Office and schools where the School Admissions Prosecutor program was implemented. Meanwhile, the data source from secondary data uses three types of legal materials examined in this research, including primary legal materials (including the Criminal Code, Criminal Procedure Code, Law Number 16 of 2004 concerning the Prosecutor's Office of the Republic of Indonesia, Law Number 11 of 2021 concerning the Prosecutor's Office of the Republic Indonesia, Law Number 11 of 2012 concerning the Juvenile Criminal Justice System, and Decree of the Attorney General of the Republic of Indonesia Number: KEP 184/A/JA/11/2015), secondary legal materials (obtained from journals, doctrines, scientific books, and research results related to the effectiveness of the School Admissions Attorney Program), and tertiary legal materials (including internet media, legal dictionaries, KBBI, and encyclopedia). The data collection techniques used in the research were carried out in three ways, namely documentation study techniques, observation techniques and interview techniques. Sample determination was carried out using the Non Probability Sampling technique using Purposive Sampling as a sample selection method. Also, data analysis techniques are carried out using qualitative descriptive analysis techniques through an empirical juridical approach, namely in order to obtain coherent,

systematic factual and actual data regarding the facts of an event or symptom that arises in society by analyzing data which is a step in a process Research.

## **Results and Discussions**

### **The Effectiveness of The Program Jaksa Masuk Sekolah in Increasing Students' Legal Awareness in Singaraja City**

Prosecutors Enter Schools (JMS) is one of the programs implemented by the Prosecutor's Intelligence Section and is programmed directly in schools in the prosecutor's office area (Maeyangsari et al, 2024). Prosecutors Enter School is one of the programs implemented by the Prosecutor's Office Intelligence Section and is programmed directly in schools in the district attorney's office (Maeyangsari et al, 2024). program implemented based on the Decree of the Attorney General of the Republic of Indonesia Number: KEP-184/A/JA/11/2015 to support the national character revolution in Indonesia. The goal of JMS is to provide legal counseling and information to students. JMS focuses on introducing students to the law so that students can avoid actions that constitute violations of the law. Indicators of legal effectiveness mean the achievement of targets or objectives that have been set, namely a measurement where a target has been achieved in accordance with what was planned.

Based on Lawrence M. Friedman's theory of legal effectiveness, the effectiveness of this program can be measured through three main aspects: legal structure, legal substance, and legal culture (Friedman, 2015). In terms of legal structure, the effectiveness of the program can be seen from how the Buleleng District Prosecutor's Office implements this program by involving various elements in the prosecutor's structure, starting from functional prosecutors to administrative staff. Even though not all administrative staff are included in the Attorney General's Decree Number KEP-184/A/JA/11/2015, the Buleleng District Prosecutor's Office still involves them to adapt to needs in the field, ensuring the sustainability of the program despite limited resources.

In terms of legal substance, the material provided in the JMS Program must be in accordance with needs and conditions in the field, such as increasing



awareness about drug abuse and sexual violence, which are the main problems in Singaraja City. However, the emphasis in the material is often more focused on drugs, while the issue of sexual violence against children, which is a serious problem in the area, needs to receive greater attention. Therefore, it is important to evaluate and adapt the material presented so that it is more relevant to the social conditions developing in society. Legal culture, which reflects society's attitudes and understanding of the law, also plays an important role in program effectiveness. The School Admissions Attorney Program must be able to form a positive legal culture among students, which is reflected in changes in their attitudes towards the law and their daily behavior.

However, the effectiveness of this program in increasing legal awareness among students is not completely optimal. Although the material provided is quite complete and covers various legal issues that are relevant to students' lives, the limited implementation time, namely around three hours, is considered insufficient to convey all the information effectively. Apart from that, the differences in students' levels of interest in legal material is also a challenge in itself. Some students appear less enthusiastic, especially if the class atmosphere is not conducive or the material provided is too dense for one meeting. This can influence the extent to which students can absorb information well and change their behavior. For this reason, it is important to carry out further evaluation using methods such as pre-test and post-test which can provide a clearer picture of the extent to which students understand the legal material that has been taught.

Pretest and posttest are forms of formative evaluation that function to determine student learning progress or development (Siregar et al, 2023). A comparison of the results of these two tests is used to measure the progress or development of students' understanding of the legal material that has been provided. The Buleleng District Prosecutor's Office, in implementing the JMS program, does not carry out an evaluation method for student understanding, so it is difficult to know student understanding after implementing the School Entry Prosecutor Program.



Because the prosecutor's office does not implement a post-program evaluation mechanism, the effectiveness of this program is difficult to measure. However, the effectiveness of the Prosecutor's Entrance to School program in terms of legal culture can be reflected in data on children as perpetrators of criminal acts in the prosecutor's area of authority. Prevention programs can be measured by their impact on preventing criminal acts that occur in society. Integrated prevention efforts, providing broader and better-quality education, as well as building facilities and infrastructure that support the positive development of adolescents are the keys to dealing with this problem effectively (Prayitno et al, 2024). The less than optimal level of effectiveness of this program can be proven in table 1. Data on Children as Perpetrators of Crime in Singaraja City. In the table it can be seen that children who are in conflict with the law in Singaraja City experience fluctuations every year so that this program can be said to be less effective in suppressing children who are in conflict with the law in Singaraja City.

**TABLE 1.** Data on Children as Perpetrators of Crime in Singaraja City

Year	2020	2021	2022	2023	2024
Number of Children as Criminals	0	8	0	3	3

Source: Kejaksaan Negeri Buleleng

From the table above, it is evident that the research results show the lack of effectiveness of the School Entry Attorney program in Singaraja City in reducing the number of children in conflict with the law. This finding can be related to the theory of legal effectiveness proposed by Lawrence M. Friedman. According to this theory, the success of a legal program, including School Admissions Attorney, depends not only on the implementation structure and substance of the material provided, but also on changes in legal culture among students. Legal culture, which reflects society's attitudes and understanding of the law, should be visible from students' responses after participating in the program. For this reason, more in-depth evaluation, such as the use of pre-tests and post-tests, is very important in measuring changes in students'

understanding of the law and how they can apply it in everyday life. Unfortunately, based on the results obtained, it can be concluded that the relevant parties have not succeeded in realizing the program success indicators as described in the effectiveness theory by Lawrence M. Friedman. In implementing the JMS program, the Buleleng District Prosecutor's Office did not carry out an evaluation method for student understanding, so it is difficult to know student understanding after implementing the School Entry Prosecutor Program, even though evaluation is very important to measure the effectiveness of the program being implemented. This shows that even though the implementation structure and material substance already exist, there have been no significant changes in the legal culture of students that can reduce the number of children involved in legal action in Singaraja City. Thus, a more in-depth evaluation is needed to identify obstacles and increase the effectiveness of the program so that it can provide a more significant impact.

As a comparison, research conducted by Muchinun, F. I. (2021) regarding "The Role of the District Attorney's Office in Preventing Corruption Crimes" can be concluded that there are programs which were the idea of the District Attorney's Office as an effort to prevent corruption crimes in the form of supervision and providing support. and cooperation and coordination with state institutions, government and non-government institutions and other institutions, the Village Entry Prosecutor (JMD), School Entry Prosecutor (JMS), and Islamic Boarding School Entry Prosecutor (JMP) programs, as well as receiving public complaints, is a form of the role of the District Attorney as a commitment eradicate criminal acts of corruption so as to significantly reduce the growth of criminal acts of corruption in Metro City. Muchinun's research (2021) regarding the District Attorney's programs in preventing criminal acts of corruption shows success through various initiatives that are structured and whose effectiveness can be measured. Therefore, in order for the JMS program in Singaraja City to be more effective, a more in-depth evaluation is needed to identify existing obstacles and significantly increase the impact of the program. Research conducted by Girls, G. P. L., & Ditayani, P. E. D. A. E. (2024) also shows success. In the research carried out, it was found that legal education

activities related to the School Entry Prosecutor, Village Entry Prosecutor and Sea Entry Prosecutor programs in various schools and villages in the Denpasar city area were able to increase public awareness of the prevention of criminal acts seen from the small number of criminal acts that occurred in the area. This increases participants' understanding of laws and regulations and the community is better able to resolve conflicts peacefully and in accordance with the law. In carrying out outreach activities there are no obstacles because the prosecutor provides material according to the scope of the participants. The participants were very enthusiastic about listening and asking questions and understood the content of the material provided well. Apart from that, with legal education, the public understands more about the various types of criminal acts, sanctions and efforts to prevent these criminal acts. In this research, legal education activities such as School Entry Attorney, Village Entry Attorney, and Sea Entry Attorney in Denpasar City can increase public legal awareness, increase understanding of laws and regulations, and be able to resolve conflicts peacefully. This success was achieved because the prosecutor adapted the material to the participants, as well as effective evaluation through direct interaction and high participant enthusiasm. Therefore, to increase the effectiveness of JMS in Singaraja City, a more in-depth evaluation and adjustments to the materials and implementation methods are needed to achieve more significant results.

## **Factors Inhibiting the Implementation of Program Jaksa Masuk Sekolah in Singaraja City**

The Buleleng District Prosecutor's Office has made efforts to provide the Jaksa Masuk Sekolah's Program as a preventive measure to the maximum extent possible. Efforts to overcome crime are a classic problem (Zaidan, 2016). Various efforts are needed so that a program can be implemented effectively in society. However, implementation often does not go without obstacles, including in Jaksa Masuk Sekolah (JMS). The Buleleng District Prosecutor's Office faced a number of obstacles in implementing this program. Several obstacles that arise in the implementation of Jaksa Masuk Sekolah's Program in Singaraja City include:

### ***1. Number of Schools Handled by the Buleleng District Prosecutor's Office***

The Buleleng District Prosecutor's Office is a work unit that has jurisdiction in Buleleng Regency. The area of Buleleng Regency is 1,365.88 Km<sup>2</sup>. This area is 24.25% of the area of Bali province (Buleleng Statistics Agency, 2021). Buleleng Regency is a sprawling area. In the south it is a mountainous and hilly area and in the north it is a lowland area close to the coast. With a large geographical area, from data obtained by the Buleleng Regency Education Office, Buleleng Regency has a total of 1079 public and private elementary, middle and high school schools, not including universities (Central Statistics Agency, 2024). There are 517 schools in Singaraja City, which reflects the broad scope of the authority of the Buleleng District Prosecutor's Office. With such a large number, the Intelligence Sector faces a big challenge in reaching all schools evenly. This difficulty means that legal education cannot be provided optimally to all schools under the responsibility of the prosecutor's office. The large number of educational institutions that must be served is a significant obstacle in implementing Jaksa Masuk Sekolah's Program. In this situation, efforts to cover all schools become less effective due to limited time, human resources and available budget. As a result, the distribution of legal material to students is uneven, which has the potential to reduce the positive impact of this program throughout the Singaraja City area.

### ***2. Conflict of other activities in the Intelligence Field at the same time***

The Intelligence Sector has the task of carrying out judicial intelligence activities in the fields of ideology, politics, economics, finance, social culture and defense and security to support policies for law enforcement and justice, both preventive and repressive, implementing and/or participating in maintaining public order and tranquility as well as safeguarding national development and its results. in the jurisdiction of the relevant Prosecutor's Office (Harahap et al, 2021). The Intelligence Division at the District Attorney's Office has various roles in carrying out prosecutorial duties which are supportive of the implementation of tasks in other fields at the District Attorney's Office.

Prosecutor's Intelligence is part of judicial intelligence which has a strategic role in supporting the success of every stage of case handling, from investigation to execution. This role includes various activities that are complex and dynamic in nature, so that conflicts often occur between one activity and another. The busy agenda in the intelligence sector, especially in community supervision, is also a challenge in itself. Not infrequently, monitoring activities are sudden, which can then affect the smooth implementation of other previously planned activities. One of the mandatory programs that is the responsibility of the prosecutor's intelligence sector is Jaksa Masuk Sekolah (JMS). This program has been designed since the beginning of the year as a strategic step in providing legal education to students. However, even though this program has been programmed, its implementation is still at risk of being disrupted by other activity priorities that arise suddenly or are considered more urgent. For example, in 2024, the intelligence sector will have a big responsibility in supervising the implementation of the General Election and Pilkada. Monitoring these two national agendas has become a top priority, thereby reducing focus and resource allocation for other activities, Jaksa Masuk Sekolah's Program. As a result, the number of JMS implementations this year is not as large as previous years. This condition shows the challenge in maintaining a balance between meeting urgent needs in the intelligence sector and implementing preventive programs such as JMS.

### ***3. Adjusting the Annual Budget to the Number of Attorney Activities Entering Schools***

A budget is an operational plan that details expenditure for a certain period in an activity or project (Riyanti, 2023). Budget is one of the factors that influences the smooth implementation of the JMS Program in Buleleng Regency. Implementation of the School Admissions Prosecutor Program depends on the budget allocation provided by the Intelligence Division of the Buleleng District Prosecutor's Office. The size of the budget will determine how many schools will be targeted in one year to receive legal education through the implementation of JMS. Because it is budget-based, Jaksa Masuk Sekolah's Program must adjust its targets and activity schedule to the amount of funds

available in the current year. If the budget is large, the scope of schools targeted by the program can be expanded, and the quality of materials and supporting facilities can also be improved. However, if the budget allocation is limited, activities will be readjusted to prioritize certain schools that are deemed to have urgent needs. This is what causes the number of schools that receive legal counseling through the School Admissions Attorney Program to vary each year

#### ***4. Other factors from the students themselves***

If a child or minor has unfavorable internal or external factors, they will have the ability to commit deviant acts (crimes) (Rosyid et al, 2019). Students' internal and external factors also influence their level of interest in the material presented in the School Entrance Attorney Program (JMS). Therefore, even though this program has been implemented, if students have internal or external factors that tend to deviate, criminal acts may still occur. In addition, the implementation of the JMS Program is carried out in a short time with dense material, so it cannot fully guarantee significant changes in student behavior. These internal and external factors have a big influence in determining the effectiveness of this program in forming students' positive character and behavior.

## **Conclusion**

Based on the research discussion that has been explained, several conclusions can be drawn from this research, namely as follows: 1) Jaksa Masuk Sekolah's Program in Singaraja City is less effective in reducing the number of children who commit crimes in Singaraja City. This can be connected to the effectiveness theory by Lawrence M. Friedman. The implementation Jaksa Masuk Sekolah's Program in Singaraja City shows that in terms of legal substance the implementation of the School Entrance Prosecutor Program is clear, but in terms of legal structure and legal culture, it still needs to be improved so that children as perpetrators of criminal acts in Singaraja City do not experience fluctuations every year. 2) Intelligence The Buleleng District Prosecutor's Office is the agency that is responsible for providing legal counseling and information

through Jaksa Masuk Sekolah's Program to students in Singaraja City. In carrying out its duties, the Buleleng District Prosecutor's Intelligence experienced several obstacles in implementing Jaksa Masuk Sekolah's Program. These obstacles include the large number of schools handled by the Buleleng District Prosecutor's Office making it difficult to reach them evenly, conflicts with other intelligence activities, budget limitations which also affect the coverage and quantity of counseling, and depend on other factors from the children themselves. Even though this program has a preventive aim, these obstacles reduce its effectiveness in reaching and providing optimal legal education for students in Singaraja City.

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## Competing Interest

The authors declare that there are no competing interests.

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