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Effectiveness of the Implementation of Pokmas Lipas in Supporting the Social Reintegration of Correctional Clients of Bapas Class II Purwokerto

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Abstract

Corrections are organized in an integrated manner between the supervisor, supervised, and community. Recognizing the important role of the community in supporting the social reintegration of correctional clients, the Ministry of Law and Human Rights of the Republic of Indonesia issued the Decree of the Director General of Corrections Number: PAS-06.OT.02.02 2020 dated February 10, 2020, concerning the Guidelines for the Establishment of Pokmas Lipas at Bapas, which will become a partner and forum for community empowerment. The results showed that the effectiveness of the implementation of Pokmas Lipas in supporting the social reintegration of correctional clients of Bapas Class II Purwokerto has not been effective by looking at data on the number of active Pokmas Lipas and the number of clients who follow Pokmas Lipas is very small compared to the total number of clients of Bapas Class II Purwokerto. The obstacles faced are that there is no further regulation on the guidelines for the working mechanism of Pokmas Lipas, the number of Community Supervisors is not proportional to the number of clients and the coverage of a very large work area, and there is still a negative stigma from the community towards clients. Suggestions that can be given are that it is necessary to immediately form a Regulation of the Minister of Law and Human Rights of the Republic of Indonesia concerning guidelines for the work mechanism of Pokmas Lipas, so that there are clear procedures in its implementation and increase the role of Community Supervisors in empowering Pokmas Lipas according to their respective levels.

Keywords: Correctional Clients, Effectiveness, Pokmas Lipas, Social Reintegration

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Introduction

For the State of Indonesia, which is based on Pancasila, thoughts about the function of punishment are no longer just a deterrent, but also an effort to rehabilitate and social reintegrate prisoners who have been determined by a system of treatment of lawbreakers in Indonesia called the correctional system. The implementation of the correctional system was further strengthened with the enactment of Correctional Law.¹

Article 1 of the Correctional Law explains the following:

1. Corrections are a subsystem of criminal justice that organizes law enforcement in the treatment of detainees, children, and prisoners;

¹ Direktorat Jenderal Pemasyarakatan, "Sejarah Direktorat Jenderal Pemasyarakatan", (2023), online: https://www.ditjenpas.go.id/sejarah.

 The Correctional System is an order regarding the direction and limits as well as methods of implementing the Correctional function in an integrated manner.

Correctional Law (2022), as an improvement of Correctional Law (1995), has emphasized the function of the correctional system in an integrated criminal justice system and no longer places the correctional system only at the final stage of the operation of the criminal justice system, but has become part of an integrated criminal justice system that organizes law enforcement in the field of treatment of prisoners, children, and prisoners in the pre-adjudication, adjudication, and post-adjudication stages.²

Correctional systems in different countries often face complex challenges in their efforts to facilitate the social reintegration of prisoners into society after they have served their sentences. Reintegration is an effort to reintegrate offenders into their social environment as individuals, family members, and community members.³

Prisoners who have served their sentences are considered to be of good behavior, actively participate in the development program at the prison, and have shown a decrease in the level of risk are entitled to obtain integration in the form of conditional release, leave head of release, and conditional leave. Prisoners who obtain one of these integration rights will be free to live their lives back in the community and are under the guidance of Bapas, who are then called Correctional Clients. Development is carried out by the Correctional Institution (Lapas), whereas guidance is carried out by the Correctional Center (Bapas).

According to Yusuf, the guidance carried out by Bapas focuses on the ability of prisoners to integrate healthily into the community through the process of planning, implementing, and controlling the activities of the guidance program at the initial, advanced, and final stages.⁴

Correctional client's social reintegration involves a series of processes aimed at helping them readjust to a free and productive life. However, social reintegration is not easy given social stigmatization, limited resources, and problems with the education and skills of correctional clients.

The problem often faced by Correctional Clients is the difficulty of finding work, which results in them not being able to meet economic needs, and will have an impact on the repetition of criminal acts if not properly guided. To carry out the mandate of Article 1 number 2 of the Correctional Act, the correctional is organized in an integrated manner between the coach, the fostered, and the community.

² Humas Lapas Perempuan Pangkalpinang, "Sosialisasi Undang-Undang No 22 Tahun 2022: Pemasyarakatan Tidak Lagi Menjadi Bagian Akhir Sistem Peradilan Pidana", (2023), online: https://lpppkp.kemenkumham.go.id/berita-utama/sosialisasi-undang-undang-no-22-tahun-2022-pemasyarakatan-tidak-lagi-menjadi-bagian-akhir-sistem-peradilan-pidana.

³ JP Chaplin, *Kamus Lengkap Psikologi (Terjemahan Kartini Kartono)* (Jakarta: Raja Grafindo Persada) at 101.

⁴ Iyus Yusuf, "Analisis implementasi kebijakan pembimbingan klien pemasyarakatan di balai pemasyarakatan (bapas) kelas i bandung 1" (2013) Jurnal Ilmu Administrasi 164–185, online: https://jia.stialanbandung.ac.id/index.php/jia/article/view/170%oAhttps://jia.stialanbandung.ac.id/index.php/jia/article/download/170/132 at 166.

Therefore, in the implementation of the correctional system, community involvement is one of the pillars of guidance that plays an important role in the success of a guidance program.

The new way of treating prisoners in the correctional system involves community participation because of the emergence of a doctrine that prisoners cannot be isolated from society.⁵

Recognizing the important role of the community in supporting the social reintegration of Correctional Clients, the Ministry of Law and Human Rights of the Republic of Indonesia issued a Decree of the Director General of Corrections Number: PAS-06.OT.02.02 2020 dated February 10, 2020, concerning Guidelines for the Establishment of Community Care Groups (Pokmas Lipa) at the Correctional Center, it will become a working partner and community empowerment forum. In the Decree, Bapas is required to establish at least 2 (two) Pokmas Lipas in its area, namely (a) Pokmas Lipas in the field of independence and personality and (b) Pokmas Lipas in the field of law and society.

Pokmas Lipas, in the fields of independence and personality, has the following tasks: Increase faith and devotion; helping develop skills and expertise; assisting in labor distribution; increasing the capacity of human resources; assist in medical rehabilitation; and improve physical and spiritual health.

Meanwhile, Pokmas Lipas in the field of law and society has the following tasks: Providing legal aid services; assisting social rehabilitation; assisting client supervision; and providing access to social services.

Pokmas Lipas can consist of individuals/families, correctional observers, academics, community organizations, business/entrepreneurial organizations, and others based on the community who are committed to assisting Correctional Clients in readapting to society.

However, although the concept of Pokmas Lipas is promising in theory, there are still not many studies that examine in depth their effectiveness in supporting the social reintegration of Correctional Clients. There is a need for better understanding of how Pokmas Lipas operates, how they interact with clients and Bapas, and how they support the social reintegration of clients.

Based on the above background, the author is interested in researching the "Effectiveness of the Implementation of Pokmas Lipas in Supporting the Social Reintegration of Correctional Clients of Bapas Class II Purwokerto".

Based on the search results, researchers found 3 (three) scientific journals that discussed Pokmas Lipas:

1. The Role of Pokmas Lipas in the Correctional Client Guidance Process" by Dimas Gilang Setyawan and Ali Muhammad;

⁵ Moh Hidayat, "Upaya Pembinaan Narapidana Narkotika Di Lembaga Pemasyarakatan Kelas Ii a Cirebon" (2022) 3:1 FOCUS: Jurnal of Law 16–20 at 2.

- 2. The Application of Pokmas Lipas in the Guidance Process of Correctional Clients of Bapas Class II Pangkal Pinang" by Nata Mulia Hammami and Umar Anwar;
- The Role of Community Supervisors and Pokmas Lipas in Realizing the Social Reintegration Program for Correctional Clients at Bapas Class II Magelang."

However, these three scientific journals have not examined in depth the effectiveness of Pokmas Lipas and the concrete impacts that have been achieved.

Research Problems

The problem formulations used in this study are as follows:

- 1. How effective is the implementation of Pokmas Lipas in supporting the social reintegration of Correctional Clients of Bapas Class II Purwokerto?
- 2. What obstacles do Pokmas Lipas face in supporting the social reintegration of Correctional Clients of Bapas Class II Purwokerto?

Research Methods

The method used in this research is a field study approach (field research) with research specifications in the form of descriptive analysis. This research was conducted at the Correctional Center Class II Purwokerto with data sources consisting of primary data collected through interviews and secondary data obtained through a literature study. The sampling in this study was performed using purposive sampling. Data were presented in the form of descriptions and analyzed using qualitative methods.

Discussion

 Effectiveness of the Implementation of Pokmas Lipas in Supporting the Social Reintegration of Correctional Clients of Bapas Class II Purwokerto

Effectiveness is always related to the relationship between the expected and actual results. Therefore, effectiveness, according to the above understanding, means that the effectiveness indicator in the sense of achieving a predetermined target or goal is a measurement where a target has been achieved in accordance with what has been planned.⁶

Legal effectiveness is the suitability of creating a legal norm with the reality that occurs in the field. Legal effectiveness can be measured not only by implementing a legal norm in society, but also by how the objectives of the legal

 $^{^6}$ Nur Fitryani Siregar, "Efektifitas Hukum" (2018) 18:2 Jurnal Ilmu Pengetahuan dan Kemasyarakatan at 2.

norm are achieved. The law can also be said to be effective, even though the legal norm has never been enforced; the most important thing is that the purpose of making the legal norm is achieved.⁷

Legal effectiveness is obtained by comparing the reality of law in theory with the reality of law in practice so that a gap is found between the two.⁸ Law is said to be effective if there is no disparity between ideals and reality, which means that the implementation of legal regulations is in accordance with what was planned and there are no imbalances.⁹ On the other hand, law is said to be ineffective if there is a level between law in action and law in book/theory.¹⁰

Black does not see the law as certain. The enactment of the law is related to issues of social structure and community behavior. This ultimately gives different results for the legal objectives in the regulations and their implementation in society.¹¹

Before measuring the effectiveness of the implementation of Pokmas Lipas in supporting the social reintegration of correctional clients of Bapas Class II Purwokerto, it is necessary to know the concept of social reintegration in the correctional system in advance. Social reintegration is a form of restorative justice concept that emphasizes recovery rather than retaliation, as adopted in Correctional Law. This relationship is restored by including the community in the process of coaching and mentoring, both in the form of cooperation and by being willing to accept the return of prisoners who have completed serving their sentences.¹²

Reintegration is an intervention in the lives of prisoners and the community with the intention of providing positive choices against lawless behavior. In the reintegration model, community plays an important role in the lives of prisoners.¹³ The task of guiding clients is carried out by correctional officers, namely Community Counselors. The definition of Community Counselor, according to Correctional Law, is a correctional officer who carries out litmas, assistance,

⁷ Angkasa Angkasa, Rili Windiasih & Ogiandhafiz Juanda, "Efektivitas Rancangan Undang-Undang Penghapusan Kekerasan Seksual Sebagai Hukum Positif Dalam Perspektif Viktimologi" (2021) 4:1 JURNAL USM LAW REVIEW 117 at 23.

⁸ Noor Muhammad Aziz, "Urgensi Penelitian dan Pengkajian Hukum Dalam Pembentukan Peraturan Perundang-undangan (Legal Research and Assessment of urgency The Establishment of legislation)" (2012) Jurnal RechtsVinding Media Pembinaan Hukum Nasional at 7.

⁹ Saifulloh, Refleksi Sosiologi Hukum (Bandung: Refika Aditama, 2010) at 58.

¹⁰ Soleman B Taneko, *Pokok-Pokok Studi Hukum dalam Masyarakat* (Jakarta: Raja Grafindo Persada, 2001) at 48.

¹¹ Muhammad Arif Setiawan, "Studi Hukum Dalam Perspektif Ilmu Sosial - Analisis Mengenai Gerakan Sosiologi dalaih Hukum dan Relevansinya dengan Studi Hukum di Indonesia" (1995) Jurnal Hukum IUS QUIA IUSTUM at 4.

¹² Ahmad Sanusi, "Evaluasi Pelaksanaan Pembinaan Narapidana di Lembaga Pemasyarakatan Terbuka" (2019) 13:2 Jurnal Ilmiah Kebijakan Hukum 123 at 1.

¹³ Umar Anwar, *Politik Hukum dan Pemasyarakatan: Kebijakan, Tata Laksana, dan Solusi* (Jakarta: Raja Grafindo Persada, 2021) at 51–52.

guidance, and counselling to clients, both inside and outside the criminal justice process.

Guidance activities aim to prepare clients for the social reintegration process in accordance with the objectives of the correctional system, namely, that clients can realize their mistakes, not repeat their actions, and improve themselves so that they can be accepted back by the community, play an active role in development, and live reasonably as good and responsible citizens

The foundation of the modern correctional system in Indonesia is currently stronger with the enactment of Law No. 22 of 2022 concerning corrections, which replaces the previous regulation, namely Law No. 12 of 1995, which regulates the same thing. In this latest law, the values of justice have been incorporated, not only retributive justice that prioritizes punishment but also restorative and reintegrative justice. This is intended so that convicts serving a sentence of loss of freedom can later regret their actions, recover their relationships with victims, and be accepted back into society.¹⁴

In an effort to prepare clients for the social reintegration process, the role of the community is indispensable to the success of the guidance program. In line with this, the Indonesian Ministry of Law and Human Rights issued a Decree of the Director General of Corrections Number: PAS-o6.OT.o2.o2 2020 dated February 10, 2020, in accordance with the Guidelines for the Establishment of Community Care Groups (Pokmas) at the Correctional Center (Bapas), which will become a partner and a forum for community empowerment in the Decree, Bapas is required to establish at least 2 (two) Pokmas Lipas in its area: Pokmas Lipas in the field of independence and personality and Pokmas Lipas in the field of law and society.

Pokmas Lipas can consist of individuals/families, correctional observers, academics, community organizations, business/entrepreneurship organizations, and others based on the community who are committed to assisting clients in readapting to society.

Pokmas Lipas is a form of effort made by corrections in collaboration with various partners who are experts in their fields to provide guidance, both in the form of education, psychology, spirituality, and job training in achieving the objectives of the correctional system, namely social reintegration.

The forms of Pokmas Lipas activities are in accordance with their respective fields, namely, the field of independence (education and training, job distribution,

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¹⁴ Julinda Silce Abram, "Penguatan Kedudukan Pemasyarakatan dalam Sistem Peradilan Pidana Terpadu Melalui Fungsi Bimbingan Kemasyarakatan" (2023) 3:3 INNOVATIVE: Journal Of Social Science Research 4199–4214, online: https://j-innovative.org/index.php/Innovative/article/view/2330/1849 at 2.

capital, business assistance, and other activities engaged in the economic field), the field of personality (religious lectures, counseling, education, health services, and others that increase individual capacity and competence), the field of law (legal counseling, legal services, and legal assistance), and the field of society (client involvement as a disaster management volunteer, involved in blood donor activities, community service activities, and others of a social nature).

The criteria for being a member of Pokmas Lipas include having a clear form of activity or form of business, a clear domicile, concern for the correctional, willingness to cooperate voluntarily, commitment and responsibility to carry out a cooperation agreement, and resources that are beneficial to the correctional.

In 2023, Bapas Class II Purwokerto collaborated with 32 Pokmas Lipas partners, consisting of 29 Pokmas Lipas in the field of independence and personality, and three Pokmas Lipas in the field of law and society.

Based on the decision made by the Head of Bapas Class II Purwokerto Number W13.PAS.PAS.52-87.OT.01.03 Year 2023 dated January 27, 2023. The list of Pokmas Lipas members who are partners of Bapas Class II Purwokerto is as follows:

- Independence and Personality: Kanzul Arsy Banyumas Foundation, a. Global Indo Plast Banyumas, Harapan Mulia Banyumas Orphanage, Jehovah's Witnesses Church Purwokerto congregation, CV. Jatramas Cooperation Purwokerto, PT Dewara Nusa Jaya Purwokerto, Gun's Tailor Purwokerto, Warung Gewok Banyumas, Buken Banyumas Tourism, Mbah Hardjo Banyumas Goat Breeding, Blessing Laundry Banyumas, Motorcycle and Car Workshop "Bahagia Motor" Banyumas, YPI Nurul Ichsan Al-Islami Purbalingga, CV. Cahaya Kala Cakra Purbalingga, CV. Focus on Purbalingga, Ar-Rohman Purbalingga Child Social Welfare Institution, Al Inayah Purbalingga Children's Social Welfare Institute, Yusufiyah Foundation Purbalingga Purbalingga, Posyandu Margi Utami Purbalingga, Motorcycle Workshop "Cahya Motor" Purbalingga, UD. Rizky Berkah Purbalingga, Qomarul Huda Islamic Boarding School Banjarnegara, Motorcycle Workshop "Dino Motor" Banjarnegara, Motorcycle Workshop "Mentari Motor" Motorcycle Workshop "Maju Lancar Motor" Banjarnegara, Banjarnegara, Motorcycle Workshop "Yan Motor" Banjarnegara, Learning Activity Center (SKB) Kebumen, Bicycle Shop and Motorcycle Wash "Pak Kumis" Kebumen, House "Sel Asih" Banyumas.
- b. Legal and Community Affairs: Indonesian Advocates Association (IKADIN) Purwokerto, Yudhistira Purbalingga Legal Aid Institute and Banjarmangu Banjarnegara Village Government.

The number of clients under the guidance of Bapas Class II Purwokerto (as of October 31, 2023) was 958, comprising 922 adult clients and 36 child clients. Only 13 clients participated in activities at the Pokmas Lipas partner of Bapas Class II Purwokerto (as of October 31, 2023). The number of Pokmas Lipas is also uneven in each working area of Bapas Class II Purwokerto, such as in the Kebumen Regency area, where there are only two Pokmas Lipas available.

Related to Pokmas, Lipas in the field of law and society has not been running at all until now because the guidance and supervision activities carried out by the Community Supervisor of Bapas Class II Purwokerto have only been running at the post-adjudication stage, which focuses on supporting the independence and personality program for clients. Counseling and legal aid are usually at the pre-adjudication and adjudication stages.

In addition, the outcome or results expected from the existence of the Lipas Pokmas itself, including increased synergy between correctional and stakeholders (government/private/community), increasing client independence, reducing the negative stigma of the community towards clients, and reducing the recidivism rate.

The existence of Pokmas Lipas is quite helpful in increasing the independence of Clients because all of the Clients who participated in Pokmas Lipas activities have obtained jobs in other places, and some have even been appointed as employees at Pokmas Lipas. Pokmas Lipas also plays a role in reducing the number of recidivists, where the entire number of clients who take part in Pokmas Lipas activities has not indicated that they have violated the law again.

As Donald Black argues in the theory of legal effectiveness, Black views law not as a certainty. The enactment of the law is related to issues of social structure and community behavior. This ultimately gives different results for the legal objectives in the regulations and their implementation in society. When associated with Black's opinion that the law is said to be effective if there is no disparity between ideals and reality, it can be concluded that the implementation of Pokmas Lipas in supporting the social reintegration of clients in Bapas Class II Purwokerto is not running effectively.

Although Pokmas Lipas plays a role in increasing the independence of clients and reducing the recidivism rate, the total number of clients of Bapas Class II Purwokerto is not comparable to the number of clients who participate in Pokmas Lipas, which is only approximately a dozen people. Active Lipas Pokmas comprise only two out of a total of 32 Lipas Pokmas that are partners with Purwokerto Class II Bapas in 2023. This is because the Pokmas Lipas work program is not in

accordance with the client's needs, and the Pokmas Lipas is far from the client's home.

2. Obstacles Faced by Pokmas Lipas in Supporting the Social Reintegration of Correctional Clients of Bapas Class II Purwokerto

The legal system works well and builds the foundation of the law enforcement process that can provide legal certainty. If the operation of the law fails, it is certain that efforts to improve all elements of life and the development process of the state administration system to realize national goals will not be realized, especially the function of the legal system in providing legal certainty.¹⁵

Lawrence M. Friedman argues that the effectiveness of law enforcement depends on the legal system which includes three components, namely the structure of law, the substance of the law and legal culture. Lawrence M. Friedman refers to these three elements of the legal system.¹⁶

The basic problems faced by Pokmas Lipas in supporting the social reintegration of Correctional Clients of Bapas Class II Purwokerto when connected to the theory of the legal system according to Lawrence M. Friedman can be explained as follows:

a. Legal Structure

In this relationship, a reliable apparatus is required so that the apparatus can perform its tasks well. Correctional Center officers, who are authorized to implement guidance to clients, are Community Counselors. There were 42 community Counselors and Assistant Community Counselors at Bapas Class II Purwokerto, while the number of clients of Bapas Class II Purwokerto was 958 (as of October 31, 2023). The task of Community Counselors is not only to carry out guidance but also to carry out community research (litmas), mentoring, and supervision. Based on data from Bapas Class II Purwokerto as of October 2023, there were 785 requests for litter. Not to mention the working area of Bapas Class II Purwokerto which is quite extensive covering Banyumas Regency, Purbalingga Regency, Kebumen Regency, and Banjarnegara Regency. Ideally, Bapas should be available in every district or city; however, until now, this regulation has not been realized. This has resulted in the implementation of Pokmas Lipas empowerment being suboptimal.

¹⁵ Syahrul Mubarak Subeitan, Wira Purwadi & Muhammad Sauki Alhabsyi, "Kewenangan Manusia Dalam Pembentukan Hukum Sebagai Perubahan Hukum" (2022) PLENO JURE at 34.

¹⁶ Dialektika Pembaruan Sistem Hukum Indonesia, by Sekretariat Jenderal Komisi Yudisial RI (Jakarta, 2012) at 78.

¹⁷ Lawrence M Friedman, "Sistem Hukum: Perspektif Ilmu Sosial" (2011) Khozim Cet Ke-4 Bandung: Nusa Media at 8.

b. Legal Substance

There are factors that affect legal effectiveness, namely legal substance as the output of the legal system, in the form of laws and regulations, and decisions used both by those who regulate and those who are regulated. ¹⁸ The formation of Pokmas Lipas was based on the Decree of the Directorate General of Corrections Number (PAS-o6).OT.o2.o2 of 2020 dated February 10, 2020. The Decree only contains definitions, values, parties that have the potential to become Pokmas Lipas, the form of activities carried out, as well as the target fields of work and procedures for the formation of Pokmas Lipas. There has been no further regulation of the guidelines for the working mechanism of Pokmas Lipas so far, so the collaboration between Bapas Purwokerto and Pokmas Lipas partners has so far seemed only to fulfill client guidance without any clear work procedures.

c. Legal Culture

Legal culture consists of the values and attitudes that influence the work of law. The culture, mindset, and attitude of society towards the rule of law greatly influence the effectiveness of the law. 1920 The implementation of client social reintegration certainly involves community participation; however, in reality, it is still constrained by negative community stigma against the status of ex-prisoners held by clients. Referring to the results of the research, there are still people who do not understand the existence of Pokmas Lipas as a bridge for the return of clients to the community.

Conclusion

The implementation of the Correctional Care Community Group (Pokmas Lipas) in supporting the social reintegration of Purwokerto Class II Bapas correctional clients has not been effective because only 13 clients participated in the Lipas Pokmas activities out of a total of 958 Purwokerto Class II Bapas clients. This is because the Pokmas Lipas work program is not in accordance with the client's needs and the distance of Pokmas Lipas is quite far from the client's home.

The obstacles faced by Pokmas Lipas in supporting the social reintegration of Bapas Class II Purwokerto correctional clients are that there are no further regulations regarding the guidelines for the working mechanism of Pokmas Lipas, the number of Community Advisors is not proportional to the number of clients, the coverage of the work area is very wide, and there is still a negative stigma from the community towards clients.

¹⁸ Sudjana Sudjana, "Penerapan Sistem Hukum Menurut Lawrence M. Friedman Terhadap Efektifitas Perlindungan Desain Tata Letak Sirkuit Terpadu Berdasarkan Undang-Undang Nomor 32 Tahun 2000"" (2019) 2:1 Al Amwal at 157.

¹⁹ Ibid, hlm. 8

²⁰ Sudjana, supra note 18 at 8.

Suggestion

It is necessary to immediately establish a Regulation of the Minister of Law and Human Rights of the Republic of Indonesia concerning guidelines for the working mechanism of Pokmas Lipas so that there are clear procedures in its implementation. Increase the role of Community Advisors in empowering Pokmas Lipas according to their respective levels.

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