

# **Execution of Restitution for Child Victims of Criminal Acts**

## **(A Study at the Grobogan District Prosecutor's Office)**

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### **ABSTRACT**

This study aims to analyze the regulatory framework and implementation of restitution enforcement for child victims of criminal acts, with specific emphasis on the authority of Public Prosecutors at the Grobogan District Prosecutor's Office. Restitution is a fundamental right granted to victims under the Child Protection Law and Law Number 12 of 2022 concerning Sexual Violence Crimes, designed to restore the material and immaterial losses suffered by children due to criminal acts. The law establishes the perpetrator's responsibility to provide restitution and allows substitute imprisonment when the payment obligation is not fulfilled. This research applies a socio-legal methodology by integrating normative legal analysis with empirical examination of how restitution is implemented in practice. Such an approach allows the researcher to assess the compatibility between legal norms and their actual enforcement in safeguarding child victims' rights. The findings reveal persistent challenges in restitution execution, including complicated procedures for filing applications with the Witness and Victim Protection Agency (LPSK), strict evidentiary requirements, limited victim awareness, and the absence of detailed technical guidelines for asset seizure to guarantee payment. When perpetrators fail to compensate, state-funded compensation is necessary to uphold victim protection. Therefore, strengthening restorative justice principles, enhancing coordination among law enforcement institutions, and ensuring clearer execution mechanisms are essential to guarantee legal certainty and fulfillment of restitution rights within Indonesia's criminal justice system.

**Keywords:** Execution, Restitution, Child Victims, Criminal Acts.

## **1. INTRODUCTION**

Children are a *"trust and gift from the Almighty God, inherently bearing dignity and worth as complete human beings."* They are also the sprouts, potential, and future generation of the nation with a strategic role; therefore, they must be guaranteed the right to live, grow, and develop optimally, and to be treated without discrimination. However, in reality, children remain highly vulnerable to becoming victims of physical violence and other forms of abuse due to their fragile condition and dependence on adult protection.(Huraerah, 2018).

To realize child protection and welfare, the State enacted Law Number 35 of 2014 as an amendment to Law Number 23 of 2002 on Child Protection (the Child Protection Law). The implementation of child protection is grounded in Pancasila, the 1945 Constitution of the Republic of Indonesia, and the principles of the Convention on the Rights of the Child, namely non-discrimination, the best interests of the child, the right to life, survival, and development, as well as respect for the views of the child. The purpose of this protection is to ensure the fulfillment of

children's rights, including the right to protection from all forms of violence and discrimination.(Ramadania, 2019).

One of the essential forms of protection is the provision of restitution for child victims of criminal acts, as regulated under Article 71D of the Child Protection Law. The provision is operationalized through Government Regulation Number 43 of 2017 concerning the Implementation of Restitution for Child Victims of Criminal Acts, which defines restitution as material and/or immaterial compensation imposed on perpetrators by a final and binding court decision. The regulation also stipulates the categories of child victims (Article 2 paragraph (2)) and the procedures for submission of restitution claims through investigation, prosecution, or the Witness and Victim Protection Agency (LPSK).(Detik.com, 2022.)

However, in practice, the execution of restitution orders faces significant obstacles, particularly when perpetrators are unable to pay. This challenge was evident in the case of Herry Wirawan, a perpetrator of sexual assault against 13 female students, who was ordered to pay restitution amounting to IDR 331,000,000. In the court's considerations, it was stated that "the law does not yet regulate to whom restitution should be charged if the perpetrator is incapacitated to pay," resulting in the financial burden being shifted to the State through the Ministry of Women's Empowerment and Child Protection (MoWECP). Such judicial reasoning later became a foundation for the issuance of Law Number 12 of 2022 on Sexual Violence Crimes (the TPKS Law), which introduces escrow seizure for restitution (Article 31), auction mechanisms (Article 33), and State compensation when the seizure is insufficient (Article 35).

Nevertheless, the escrow seizure provisions under the TPKS Law only apply to perpetrators of sexual violence, and thus do not cover all crimes against children. This limitation is illustrated in the case of Mario Dandy Satrio, where the perpetrator objected to a restitution order amounting to IDR 120,000,000,000, potentially undermining the victim's recovery rights. Normatively, Article 28 paragraph (1) of the Supreme Court Regulation on Restitution and Compensation allows combined compensation and restitution, but only for victims of gross human rights violations and terrorism, rendering it inapplicable to the broader scope of crimes against children. (Ramadhan, 2023.)

On the other hand, Article 37 of Law Number 35 of 2020 grants victims the right to medical assistance and psychosocial rehabilitation. However, the implementing regulation issued by LPSK currently only accommodates terrorism victims (LPSK Regulation Number 1 of 2023), and thus does not address the broader needs of child victims of criminal acts. This regulatory gap creates practical barriers for public prosecutors as the executors of court decisions, as seen in the District Court of Purwodadi Decision Number 101/Pid.Sus/2024/PN Pwd, which involved

restitution for a child victim amounting to IDR 309,899,000. The limited coercive measures available to ensure payment of restitution hinder the realization of loss recovery, which is a fundamental right of child victims of crime.(Bimantara & Sumadi, 2018).

Accordingly, the core issue in the implementation of restitution for child victims of criminal acts lies in the regulatory inconsistencies and incompleteness, particularly regarding enforcement mechanisms when perpetrators are unable to pay, thereby rendering children's recovery rights difficult to effectively achieve.

## **2. RESEARCH METHOD**

### **a. Type of Research:**

This study employs a socio-legal research typology, in which primary data serve as the main source and are supplemented by secondary data obtained from interviews and literature sources (Djulaeka & Devi Rahayu, 2020).

### **b. Research Approach:**

This study adopts multiple approaches to achieve a comprehensive legal analysis. The main method used is the statute approach by examining and comparing laws and regulations related to child protection and restitution mechanisms, including the Child Protection Law, the Law on the Protection of Witnesses and Victims, the Law on Human Rights Courts, the Law on the Eradication of Trafficking in Persons, the Law on Sexual Crimes, and their implementing regulations. Relevant procedural instruments issued by the government, the Supreme Court, and the Prosecutor's Office are also reviewed. In addition, a case approach is applied through the analysis of court decisions with permanent legal force to understand the practical implementation of restitution. A conceptual approach is used to clarify legal concepts and theories. The research employs a descriptive qualitative method to produce descriptive-analytic data from written and oral sources, as well as observed behaviors, which are analyzed holistically.

### **c. Research Location:**

The research was conducted at the Grobogan District Attorney's Office and the Purwodadi District Court, Grobogan Regency, Central Java. The selection of these locations was based on several reasons: (1) The public prosecutor who assisted the victims in filing for restitution was located at the Grobogan District Attorney's Office; (2) The judge examining the case of sexual violence against children at the Purwodadi District Court has the authority to inform the defendant of the victim's right to restitution, which must be fulfilled by the defendant, but to date there has been no good faith on the part of the defendant to pay restitution; and

(3) The decision regarding the payment of restitution in the case has not been effectively implemented.

d. Types and Sources of Data:

The data used in this study are those relevant to the research problems and objectives. Primary data were obtained directly from the field through interviews with respondents at the research locations. Meanwhile, secondary data were collected from literature sources.

e. Data Collection Techniques:

The data collection method in this study was carried out in three stages. First, observation, which is the activity of systematically recording various symptoms and facts in the field. The observation used was passive participation observation, in which the researcher was present at the research location but did not participate in the activities taking place. Second, interviews, which is a question and answer process to obtain information and meaning related to the research topic. This study used semi-structured interviews, which are more flexible than structured interviews, allowing informants to express their opinions and ideas more freely and deeply. Third, literature study, which is the collection of data through the examination of various relevant sources of literature, documents, or references to obtain a theoretical basis and information to support the research.(Hadi, 2005).

f. Analysis Method

The data analysis method used in this study is qualitative analysis, which involves processing data in the form of words or sentences. The analysis is carried out using deductive reasoning, starting from general points and moving towards more specific conclusions. The analysis technique involves grouping and selecting data obtained through literature study to then draw meaning and conclusions.(Hadi, 2005).

### **3. RESULTS AND DISCUSSION**

#### **Regulations on the Implementation of Restitution by Public Prosecutors for Child Victims of Crime in Indonesian Positive Law**

The regulation of restitution in Indonesia's positive law essentially reflects the State's recognition of the right of victims of criminal acts, including children, to obtain redress for losses suffered as a consequence of the offender's actions.(Kobis, 2017). Although restitution is governed under various statutory instruments that differ in their definitions, mechanisms, and scopes, the underlying objective remains consistent, namely ensuring that victims obtain justice through both

material and immaterial recovery in accordance with the nature of the crime committed.(Gultom, 2007).

Under the Indonesian Criminal Procedure Code (KUHAP), restitution or compensation is interpreted as the victim's right to file a civil claim for damages through the mechanism of joining a civil suit with a criminal case, as stipulated in Article 98. The claim is submitted at the victim's request and examined concurrently with the criminal proceedings to realize the principles of a simple, speedy, and low-cost trial. Judges are granted the authority to assess whether actual loss has occurred and to determine the amount of material compensation, such as recovery costs, medical treatment, or other economic losses.(Murtadho, 2020).

However, the KUHAP framework does not yet accommodate immaterial losses such as trauma, loss of dignity, or fear experienced by victims. Moreover, the decision on compensation remains accessory in nature, becoming legally enforceable only after the criminal verdict attains permanent legal force. The execution process must also follow civil procedural law, from filing an execution request to the seizure of the convicted person's assets if the obligation is not fulfilled voluntarily.(Marpaung, 1996).

The strengthening of restitution as a victim's right has further developed within sectoral laws. The Law on Human Rights Courts affirms that victims of gross human rights violations are entitled to compensation, restitution, and rehabilitation, to be enforced by the offender or third parties pursuant to the court ruling. (Saimima, 2020). Nevertheless, this regulation still has shortcomings because it fails to provide a clear procedure for filing restitution claims, thus continuing to rely on the KUHAP mechanism, which itself offers minimal regulation on restitution requests.(Bimantara & Sumadi, 2018).

To obtain empirical data regarding the execution of restitution for child victims of criminal acts, the researcher conducted structured interviews with several parties involved in a case adjudicated through the Decision of Purwodadi District Court Number: 101/Pid.Sus/2024/PN Pwd. The interviews focused on the implementation of restitution from the perspectives of the offender, the victim, and law enforcement authorities.(Ricardo & Iryani, 2024).

In an interview with the convicted person, Sutanto Bin Sumani (deceased), he stated that he did not possess any property or assets that could be used to pay restitution amounting to IDR 309,899,000. He explained that his limited economic condition rendered him unable to comply with the obligation. This information illustrates that obstacles in the execution of restitution are also significantly affected by the offender's economic capacity, thereby complicating the prosecutor's efforts in enforcing the court order.

Subsequently, the researcher interviewed Public Prosecutor Ardiansyah, who explained that as the executing authority for restitution, the main challenge encountered lies in the absence of a clear legal basis for asset-tracing mechanisms over the offender's property. When the offender refuses to cooperate, prosecutors face difficulties in taking further measures to compel compliance with restitution. This situation reflects legal uncertainty in the execution of restitution against offenders lacking good faith.

Furthermore, more progressive regulation is found in Law No. 21 of 2007 on the Eradication of Trafficking in Persons, which establishes restitution as an automatic right of victims, covering both material and immaterial losses. (Afandi, 2022). Restitution may be requested from the investigation stage, where investigators and prosecutors are obligated to inform victims of this right. Restitution orders may be deposited with the court, and if the offender fails to comply, prosecutors are authorized to seize and auction the offender's assets. If the offender is unable to pay, substitute imprisonment may be imposed. (Gandasubrata, 1977).

Legal reforms to strengthen victim protection are further reinforced through Law No. 12 of 2022 on Sexual Violence Crimes (UU TPKS). Under this law, restitution is classified as a mandatory additional punishment for perpetrators of sexual violence with a minimum imprisonment threat of four years. Restitution encompasses economic losses, physical and psychological suffering, as well as recovery expenses. The TPKS Law also regulates asset seizure as a guarantee for restitution from the investigation stage, mandatory notification of victims' rights by all law enforcement agencies, execution procedures by prosecutors, and the possibility of substitute imprisonment if assets are insufficient. (Sabri et al., 2023).

To support the analysis, the researcher also interviewed a panel judge of the Purwodadi District Court, Erwino Mathelis Amahorseja. He explained that in the court's verdict, restitution was ordered without the inclusion of substitute punishment in the event of non-payment by the convicted person. Consequently, the restitution obligation becomes a civil debt owed by the offender to the victim for life, and may even be inherited by the offender's heirs. The judge further clarified that legal remedies are available through a restitution lawsuit within 90 days after the verdict becomes final and binding, or through a civil claim if the deadline is exceeded.

In circumstances where the offender is genuinely unable to pay, the State assumes responsibility through the Victim Assistance Fund as regulated in Government Regulation No. 29 of 2025. The fund is sourced from philanthropy, the community, corporate social responsibility, and lawful state budget allocations. This regulation serves as an essential instrument to ensure legal certainty and recovery assurance for victims, particularly children, who frequently suffer severe losses while offenders lack financial capability.



Additionally, the new Indonesian Criminal Code (Law No. 1 of 2023) reaffirms that compensation may be imposed as an additional punishment, reinforcing the paradigm that victim recovery is an integral component of modern penal objectives. This regulatory development is consistent with the Victim and Witness Protection Law and Government Regulation No. 35 of 2020, which assign the Witness and Victim Protection Agency (LPSK) a significant role in facilitating restitution claims for victims.(Putri, 2019).

### **The Exercise of Prosecutorial Authority in Granting Restitution to Child Victims of Crime**

The implementation of the Public Prosecutor's authority as the executioner constitutes an integral part of the criminal justice system that ensures the effective enforcement of law. In the context of a child sexual abuse case as reflected in the Purwodadi District Court Decision Number 101/Pid.Sus/2024/PN Pwd, the Public Prosecutor not only demanded the defendant to be sentenced to imprisonment and fines, but also sought the fulfillment of restitution for the child victim as a form of recovery for both material and immaterial losses.(Badrudduja & Widowaty, 2023). The ruling granted the restitution claim in full, thereby affirming the victim's rights formally and with permanent legal force.

However, the practical implementation of the restitution order reveals a significant gap between the law in the books and the law in action. (Naim et al., 2025). The prosecutor has been unable to execute the restitution order because the convict has no assets that can be seized, while there is no clear legal basis granting coercive authority to confiscate and auction the convict's property to fulfill the restitution payment. Moreover, the victim did not apply for restitution through the Witness and Victim Protection Agency (LPSK) from the beginning of the process, resulting in prolonged and complicated determination of damages.(Alyafedri & Koto, 2024). This situation creates a condition in which a final and binding court decision fails to deliver tangible benefits to the victim, particularly the child who should be the primary subject of legal protection.(Tome et al., 2023).

These findings underscore the importance of applying the theory of justice in evaluating the implementation of restitution. According to John Rawls' theory of justice, the state must guarantee the fulfillment of rights for those who occupy the most vulnerable position within society. Child victims of crime are individuals who lack the ability to protect themselves, thus the state must ensure that any harm they experience is effectively remedied. (Wijaya & Purwadi, 2018). If the restitution order cannot be executed, then the state fails to uphold the principle of fairness in providing balanced protection between perpetrators and victims. Punishment of the offender may restore social order, but it does not restore justice for the victim, which should be the ultimate objective of modern law enforcement. (Fachrie et al., 2025).

Restorative justice, as adopted in the Juvenile Criminal Justice System Act, places the victim at the center of recovery, not merely as a procedural object in judicial proceedings. Restitution is the main instrument to achieve such recovery. However, this research reveals that the implementation of restorative justice principles has not been properly realized. In practice, the state still tends to prioritize the protection of offenders in the spirit of the best interest of the child when the offender is a minor. In this case, however, the perpetrator is not a child, yet the law enforcement culture still exhibits a stronger orientation toward punishment rather than the restoration of victims' rights. Consequently, the victim continues to bear economic and psychological burdens despite having a ruling that formally recognizes the right to restitution.(Parahita, 2023).

Another relevant analytical framework for addressing this issue is Lawrence Friedman's legal system theory. Friedman asserts that the effectiveness of law is determined by three elements that must operate in harmony: legal substance, legal structure, and legal culture. Based on the findings of this research, it is evident that these three elements are not functioning optimally. In terms of legal substance, regulations regarding restitution remain fragmented and fail to provide clear procedures for execution when offenders are unable to pay. Conflicts between Law No. 12 of 2022 and Supreme Court Regulation No. 1 of 2022 concerning substitute penalties further exacerbate uncertainty in implementation. From the structural aspect, law enforcement agencies, particularly the prosecution service, lack operational instruments to execute asset seizure as security for restitution. Meanwhile, from the perspective of legal culture, the predominant paradigm in case handling remains punitive rather than restorative.

The lack of integration among these three legal system elements results in operational dysfunction that directly impacts victims. Court decisions that should guarantee justice become merely legal documents devoid of remedial value. In the perspective of legal system theory, if one element does not function properly, the law cannot achieve its objectives. Therefore, the failure to implement restitution is not merely a technical flaw, but rather an indication that the legal system does not yet support victim protection as its primary concern.(Nurul et al., 2023).

In fact, the constitution explicitly guarantees that every child is entitled to protection, safety, and justice provided by the state. Thus, the state bears both a moral and legal obligation to intervene when offenders are unable to fulfill restitution obligations. Solutions such as state-funded compensation or a recovery fund scheme for victims become essential forms of state responsibility to ensure that substantive justice is realized even when perpetrators lack the financial capacity.(Tarigan et al., 2025).



Furthermore, to prevent barriers in restitution enforcement, this study emphasizes the need to strengthen asset seizure measures from the investigation stage, ensuring that the state possesses adequate security to enforce restitution once the decision has obtained permanent legal force. In this way, restitution will no longer rely solely on the financial capacity of the offender but on a judicial process that guarantees its enforceability. (Diana et al., 2025). This instrument would also reinforce the role of prosecutors as executioners responsible for ensuring the full implementation of every court order, including those related to victim recovery.

Overall, the findings of this research demonstrate that restitution for child victims of crime remains far from achieving the ideal goals of justice and victim protection, which are the primary mandates of modern criminal law. Justice should not be assessed solely by the state's success in imposing punishment on offenders, but also by its success in eliminating or remedying the suffering endured by victims. If restitution orders cannot be executed, then the justice produced by the law remains merely procedural rather than substantive justice, contrary to the aspirations of both justice theory and legal system theory.

#### **4. CONCLUSIONS**

The provision of restitution as regulated under the current positive law in Indonesia grants child victims of criminal acts the right to obtain restitution for the harm they have suffered. This is stipulated in Government Regulation Number 43 of 2017 concerning the Implementation of Restitution for Children Who Become Victims of Criminal Acts, which provides that child victims may submit a request for restitution through the Witness and Victim Protection Agency (LPSK). Subsequently, the Witness and Victim Protection Agency (LPSK) will calculate the amount of restitution for child victims of criminal acts based on actual evidence of losses attached to the restitution request. Furthermore, in cases involving victims of sexual violence and terrorism where the assets of the convicted perpetrator that have been seized are insufficient to cover the restitution ordered by the court, the state may provide compensation for the unpaid portion of the restitution to the child victim in accordance with the court's decision. This provision is regulated under Supreme Court Regulation Number 1 of 2022 concerning Procedures for the Settlement of Requests and the Provision of Restitution and Compensation to Victims of Criminal Acts.

The Public Prosecutor, acting as the victim's representative in submitting a restitution request to the Witness and Victim Protection Agency (LPSK), faces several obstacles, such as lengthy and convoluted procedures, while the detention period of the defendant imposed by the prosecutor is limited. Moreover, the prosecutor's authority as the executor in the enforcement of restitution remains hindered, as there is currently no effective mechanism to execute criminal

judgments that include restitution orders imposed on the defendant. This is due to the absence of any legal provisions or technical guidelines regulating coercive measures against defendants to fulfill restitution payments. In particular, when the defendant is unable to make such payments, the prosecutor, as the executor, cannot seize the defendant's assets as collateral because such actions fall within the scope of civil law.

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