

## **Implementation Of Prisoner Guidance Policy In Class I Prison, Pekanbaru**

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### **Abstract**

*This research is motivated by the importance of prisoner development in the correctional system in Indonesia. Which is based on several main problems faced by the Class I Pekanbaru State Detention Center (Rutan) in implementing the prisoner development policy. The prison as a temporary detention center has an important role in the legal process, but often has to carry out dual functions as a correctional institution due to the large excess capacity in the prison. This poses challenges in the implementation of prisoner development which should be the responsibility of the prison. This study aims to analyze the implementation of the prisoner development policy at the Class I Pekanbaru State Detention Center, using the George C. Edwards III policy implementation model. The focus of the research lies in the aspects of communication, resources, disposition, and bureaucratic structure, as well as efforts made to overcome obstacles in policy implementation. The research method used is a qualitative approach with a phenomenological design, using primary data through interviews and observations, and secondary data from related documents. The results of the study indicate that the implementation of the development policy has been going well even though there are still indicators in Resources that have not been optimally met, which is due to the lack of security officers, the absence of a budget in developing independent development, and the lack of supporting facilities for the development process. To overcome these obstacles, Pekanbaru Class I Prison empowers prisoners who have skills in several areas of expertise, proposes additional officers, transfers prisoners to other correctional institutions, and strengthens the implementation of the Correctional Observation Team (TPP) hearings. This study contributes to the development of prisoner development strategies, with the hope of increasing the efficiency of policy implementation and supporting optimal social reintegration of prisoners.*

**Keywords:** *Policy Implementation; Guidance; Prisoners; Detention Center, Overcapacity.*

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## **INTRODUCTION**

State Detention Center according to Government Regulation Number 27 of 1983 Article 1 Number 2 states that "State Detention Center hereinafter referred to as RUTAN is a place where suspects or defendants are detained during the investigation, prosecution and examination process in court". The function of the Detention Center is to provide guarantees for the protection of the human rights of state prisoners in order to facilitate the investigation, prosecution and examination process in court, support development activities (Flora, 2024).

The detention center is a place for the development of WBP which aims to implement an integrated criminal system with a development method so that the community can improve the unity of a good and useful life. The detention center carries out reduction, rehabilitation, protection and resocialization activities for correctional inmates (Nugraheni & Purbaningrum, 2024). The purpose of the detention center is to provide guidance to prisoners during the investigation, prosecution, and examination process at court hearings, until a final and binding court decision is issued. Its function is to provide guarantees for the protection of state prisoners' human rights in order to facilitate the investigation, prosecution and examination process at court hearings, and to support prisoner development activities.

Often the policies in the detention center cause a lot of controversy from various circles. Policy is a government activity that aims to provide a positive impact for the wider community. (Faj'rina & Wibawani, 2024) Policy implementation is in principle a method or step taken so

that a policy can achieve its goals, according to Mazmanian and Sabatier in (Afandi & Warijo, 2015) Policy implementation according to Eugene Bardach is simply making a program and general policy that looks good on paper. It is even more difficult to formulate it in words and slogans that sound pleasing to the ears of leaders and voters who listen to it and it is even more difficult to implement it in a way that satisfies everyone including those who consider it clients (Agustino, 2016).

Policy Implementation is a principle or method used to improve the quality of life of the population. Policy implementation is necessary because there are policy problems that need to be addressed and solved (Akib, 2010), In implementing public policy, the formulation of problems that have been identified is prioritized, then the implementation of the policy is aimed at overcoming problems that occur in society (Amalia et al., 2021). Meanwhile, policy implementation is one of the many stages in formulating public policy and is one of the variables that has a major influence on the success of a policy (Setyawan & Prathama, 2024).

The designated public policy model focuses on 4 variables that play an important role in achieving successful implementation. The four variables are: communication, resources, disposition, and bureaucratic structure. (1) Communication is a policy tool to convey orders and directions (information) from policy-making sources to those given the authority and responsibility to implement the policy, (2) Resources are one of the important factors in implementing policies/programs, because no matter how well the policy is formulated without adequate resource support, the policy will have difficulty in implementing it, (3) The disposition or attitude of the implementers is interpreted as the willingness or intention of the implementers to implement the policy or as the psychological motivation of the implementers to implement the policy, (4) The bureaucratic structure is the institutional structure of the program implementer. There are two elements or parts in this case, namely: 1). Routine procedures or standard operating procedures and 2). Fragmentation (division/division for several parts of power).

This research was raised because there were several concerns experienced by the author at the Pekanbaru Class I prison, including the escape of 323 prisoners from the Pekanbaru Class I Prison in 2017, the excess capacity of the capacity that should be, this is supported by the results of interviews conducted by the researcher with the Security Officers of the Pekanbaru Class I Prison on October 16, 2023 who explained that "of the prison's capacity of 500 prisoners, it is currently filled by 1926 prisoners", the imbalance between security officers and the number of prisoners, this is supported by the results of interviews conducted by the researcher with the Security Officers of the Pekanbaru Class I Prison on October 16, 2023 who explained that "of the 1926 prisoners, there are only 14 security officers", and budget limitations.

In some of the obstacles above, it is explained that Resources in the Implementation of Prisoner Policy in Class I Pekanbaru Prison have not been met properly, so that this can hinder the implementation of the Prisoner Development Policy in Class I Pekanbaru Prison. The success of Prisoner Development should also be supported by qualified organizational resources, in the context of public organizations, the success of achieving goals means the success of carrying out the government's mission in the form of implementing existing policies. so that the objectives of prisoner development can be realized properly and as they should. However, this hope is still far from reality, in addition to often not being in accordance with existing policies, development activities are also often influenced by limited organizational resources.

## RESEARCH METHODS

The research method used is a qualitative approach with a phenomenological design, using primary data through interviews and observations, as well as secondary data from related documents (Maulana & Hamzah, 2024). The results of the study show that the implementation of the coaching policy has been running well even though there are still indicators in Resources that have not been optimally fulfilled, which is caused by the lack of security officers, the absence of a budget for developing independent coaching, and minimal supporting facilities for the coaching process.

This research is a qualitative research. In the process, this research collects data from primary and secondary data sources through observation, interviews and documentation. The instruments used in this research consist of: the researcher himself, interview guide and field notes (Setyawan & Srihardjono, 2016)

## RESULT AND DISCUSSION

The data obtained from the results of the study through observation and interviews at agencies and other parties related to this study, namely the Pekanbaru Class I State Detention Center, which is a component in the implementation of this research concept, namely Factors Influencing the Implementation of Prisoner Development Policies at the Pekanbaru Class 1 Detention Center.

### 1. Implementation of Prisoner Development Policies at the Pekanbaru Class 1 Detention Center.

Decree of the Minister of Justice No. M.02-PK.04.10 of 1990 concerning the pattern of prisoner/detainee development explains that the form of development includes general education, skills education, mental spiritual development, socio-cultural family visits, recreational activities and others. Development of inmates in Indonesia is implemented with a system called corrections, which is regulated in Law Number 22 of 2022 concerning corrections. Development and guidance of correctional inmates includes development and guidance programs in the form of Personality Development and Independence Development Activities. In order to implement prisoner development, researchers want to know the implementation of prisoner development policies and efforts made by the prison in prison development using the theory (Edwards III in Meyzi, et al. 2019). This theory puts forward several implementation indicators, as follows: (1) Communication, (2) Resources, (3) Disposition, (4) Bureaucratic Structure. By using these 4 indicators, we can find out the Implementation of Prisoner Development Policies in Class I Pekanbaru Prison, researchers conducted this research using direct interview techniques with related informants. The following are interviews that researchers have conducted to obtain the information needed regarding the Implementation of Prisoner Development Policies in Class 1 Pekanbaru Prison.

#### **Communication**

Communication is a policy tool to convey orders and directions (information) from policy-making sources to those given the authority and responsibility to implement the policy. The type of communication proposed is vertical communication, including (1) Specific task instructions, such as work orders, (2) Information intended to produce an understanding of the task and its relationship to other organizational tasks, (3) Information on organizational practices and procedures, (4) Orders, and (5) Directions and implementation sent to program implementers.

## **1. Resources**

Resources are one of the important factors in implementing policies/programs, because no matter how well the policy is formulated without adequate resource support, the policy will have difficulty in implementing it. This means that without adequate resources, policy implementation will fail. Therefore, the resources referred to include: 1). Adequate number of implementing staff with adequate expertise, 2). Information, 3). Authority or power and 4). Facilities needed to ensure that the policy is implemented as expected.

### **a. Disposition**

The disposition or attitude of the implementers is interpreted as the willingness or intention of the implementers to implement the policy or as the psychological motivation of the implementers to implement the policy. There are three things contained in the disposition or attitude of the implementers which are important elements in policy implementation, namely: (1) Understanding and knowledge (cognition), (2) Direction of response from the implementers to policy implementation (acceptance and rejection), and. (3) Intensity of response.

### **b. Bureaucratic Structure**

The bureaucratic structure is the institutional structure of program implementers. an activity that allows employees (executive officers) to carry out their activities every day according to the established standards. By using SOPs, implementers can utilize the available time. Implementers rarely have the ability to thoroughly and individually investigate each situation they face. Instead, they rely on regular procedures that simplify decision-making and adjust policy responsibilities and existing resources. There are two elements or parts in this case, namely: routine procedures or standard operating procedures, fragmentation (division/division for several parts of power)

## **2. Prison Efforts in Implementing Prisoner Guidance Policies at Class I Pelanbaru Prison**

In the background it has been explained that this study aims to determine the efforts made by the Pekanbaru Class I prison in terms of fulfilling the development of prisoners. After conducting observation and interview activities, the researcher found the efforts made by the prison in fulfilling the rights of prisoners' development as follows:

### **a. Empowering Prisoners' Capabilities in Guidance**

Independence coaching is important for prisoners because it aims to prepare them to be able to live independently, productively, and contribute positively to society after release. Here are some reasons why independence coaching is very important: (a) Reducing dependency, (b) Increasing employment opportunities, (c) Preventing recidivism, (d) Encouraging social reintegration, (e) Improving mental and emotional well-being, (f) Reducing the burden on the State, (g) Increasing personal resilience.

### **b. Submitting Additional Prison Officers to the Center to Maximize Guidance Activities at Class I Prison in Pekanbaru**

To encourage the implementation of the policy of Law No. 22 of 2022 concerning Corrections, human resources are one of the important factors in supporting the success of the policy implementation process. With the increasing number of prisoners and the lack of officers, one of the efforts made by the Pekanbaru Class I Prison is to submit an application for additional prison officers to the Riau Regional Office. As conveyed by the judge, "Our officers are indeed lacking when compared to the number of prisoners, of course this is not balanced, one way we can do is to submit an application for additional officers to the Riau Provincial Office, so far we have maximized the existing manpower." (Interview with Mr. Ridho Halim, Head of Legal Aid and Prisoner Services Sub-section, August 28, 2024) From this interview, the author can conclude that there is hope in terms of fulfilling and adding human resources to support the implementation of existing guidance policies so that they run optimally.

**c. Proposing the transfer of prisoners to correctional institutions in order to reduce excess capacity.**

One of the efforts made by the prison in terms of maximizing the implementation of prisoner development policies is to propose the transfer of prisoners from the Detention Center (Rutan) to the Correctional Institution (Lapas) to support more optimal management, ensure development that is in accordance with the needs of prisoners, and maintain security and order. Although this cannot be done in a fast process because several prisons are also experiencing overcapacity conditions. However, this can also reduce the number of prisoners in the prison. As conveyed by Mr. Rizki: "To reduce the overcapacity in the prison, one way we can do it is by submitting a request for the transfer of prisoners to the prison, but that also takes a long time, because the condition of the prison in Pekanbaru is also overcapacity, so the application cannot be accepted immediately. Of course, this application needs to be reviewed by the Head of the Riau Provincial Regional Office" (Interview with Mr. Rizki Putra Sandika, Head of Administration and Maintenance Sub-Section, August 27, 2024)

Based on the interview, the author can conclude that transferring prisoners to prisons is one of the right ways to reduce the overcapacity in detention centers, although this has not been able to run optimally due to the overcapacity of prison conditions, but in addition to that, transferring prisoners to prisons can maximize the function of guidance received by prisoners. As conveyed by one of the prisoners, Mr. Amrullah, as follows: "There are indeed many prisoners here, sometimes we also sleep in turns, not all of them can sleep straight, some are sitting, some are lying down, but from friends there are also those who have moved, actually it's cramped, but because we are imprisoned, we just accept it. It's probably a consequence." (Interview with Mr. Amrullah, August 28, 2024)

From the results of the interviews conducted by the author with the prisoners, it can be concluded that the mismatch in capacity with the number of prisoners available will certainly hinder optimal coaching due to several negative impacts that can also arise, including inadequate hygiene facilities, such as toilets, bathrooms, and beds, which have the potential to spread disease. Densely populated conditions increase the risk of diseases such as tuberculosis, skin infections, and diarrhea. Prone to security disturbances, difficulty in supervision. Decreased environmental quality which can have an impact on damage to facilities. The following is an explanation given by a security officer "Because the prisoners here are crowded, they have a windy schedule, for the supervision system with an open-close system, so not all prisoners can get out. The reduction of prisoners is usually done by submitting a request for the transfer of prisoners. However, once moved, there are not many, at most 5-10 because the condition of the prison in Pekanbaru is also over capacity, but this transfer process is quite helpful for us even though it cannot be done quickly "(Interview with Mr. Muhammad Hanafi, Security Officer September 28, 2024). From the results of interviews conducted by the author with several informants at the Class I Pekanbaru Penitentiary, the author can conclude that the process of transferring prisoners is one of the efforts that can optimize the function of the Penitentiary and the function of fostering prisoners.

**d. Committed to Conducting TPP (Correctional Observation Team) Hearings for Prisoners**

This activity is part of the Pekanbaru prison's commitment to providing correctional rights that show positive progress during the coaching period. and Giving trust to several prisoners to be able to become tamping. Tamping is a companion prisoner who helps prison employees and helps inmates in accordance with applicable provisions, tamping is trusted and employed in prison. They are trusted to help carry out activities in prison which aim to train the skills of other inmates and also help with the daily work of officers. The following is an explanation given by Mr. Rezki: "This TPP trial is important for us to carry out, this is also a commitment of the prison in fulfilling the rights of inmates to be able to choose prisoners to

become tamping which is reviewed from the positive progress during the implementation of coaching in prison" (Interview with Mr. Rizki Putra Sandika, Head of Administration and Care Sub-Section, August 27, 2024)

From this interview, the author can conclude that the implementation of the TPP trial has a positive impact on improving the quality of the existing prisoners and provides freedom for prisoners to be able to develop according to their abilities and expertise. This is because prisoners who become tamping have the freedom to be able to mingle with all levels of staff and can be involved in the process of activities carried out by the Class I Pekanbaru prison. This can also encourage other prisoners to have positive motivation to behave well. The following is an interview that the author conducted with a prisoner who became tamping "I am very happy that by becoming tamping we can mingle with all the employees here, so we are not locked up inside all the time, we are given the freedom and trust to be able to help with many activities here" (Interview with Mr. Delvi Hartono August 28, 2024)

The changes felt by a prisoner after becoming a tamping have positive impacts such as increased abilities, abilities that have been obtained during being a tamping such as increased personal skills that can be shown by increased knowledge, new insights, new activities, more disciplined, more obedient to the rules, and gaining trust, while social skills are shown by establishing closeness with officers, communicating well with officers, as a good bridge (positive thing) between prisoners and officers, "For vocational skills can be shown by tamping by having the skills to be employed, to serve and enjoy participating in activities especially those in the Rutan workshop. This can be used as provisions by a prisoner when he has been released from his sentence and returns to society.

## CONCLUSION

This research aims to explore and analyze the factors that influence the implementation of prisoner development policies at the Pekanbaru Class I Detention Center. Based on the results of the analysis that has been carried out, the following conclusions can be drawn; 1) The implementation of training for prisoners at the Class I Detention Center in Pekanbaru has been going well, although there are still indicators in the Resources that have not been met optimally, the implementation of training at the Class I Detention Center in Pekanbaru is considered to have gone well because the rights of prisoners have been fulfilled as a form of respect for the dignity and worth which are their basic and natural rights as human beings. Apart from that, there are obligations and prohibitions that inmates must comply with in accordance with applicable laws. Officers and institutions have basically carried out their duties in accordance with the mandate of Law No. 22 of 2022 concerning corrections regarding the guidance and guidance of inmates, so that those who do the work and those who are being coached understand the limits of their respective rights, authorities and obligations in upholding human rights principles. 2) In order to fulfill prisoners' rights in terms of inmate development, the Class I Detention Center in Pekanbaru has made several efforts to implement prisoner policies, including empowering inmates' abilities in fostering independence, proposing additional detention officers to the center to be able to maximize coaching activities at the Class I Detention Center in Pekanbaru, proposing the transfer of inmates to correctional institutions in terms of reducing excess capacity, committing to holding TPP trials.

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