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Implementation of the Policy on the Assessment System for Prisoner Development in the Ternate State Detention Home

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Abstrak. This study examines the implementation of the Prisoner Development Assessment System (SPPN) at Ternate State Prison, guided by Ministerial Regulation No. 35/2018 and the Director General of Corrections' Decree PAS-10.OT.02.02/2021, aimed at ensuring objective behavioral assessments and human rights protection. Using a qualitative approach and Edward III's (1980) policy implementation theory, the research identifies key obstacles: ineffective communication, inadequate technical training, and weak supervision, which hinder optimal SPPN execution (Syahrul et al., 2020). Findings reveal that despite policy commitment, implementation remains conditional, with limited outreach and resource constraints exacerbating disparities compared to urban prisons like Tangerang (Shania Damayanti & Mulyani Rahayu, 2023). The study highlights the urgent need for structured training, digital tools, and cross-facility comparisons to enhance SPPN efficacy. Implications suggest that addressing these gaps could improve rehabilitation outcomes, reduce recidivism, and align correctional practices with national bureaucratic reform goals.

Keywords: Implementation of SPPN Policy, State Detention Centers, Prisoners and Convicts

INTRODUCTION

Developments in the correctional environment today continue to undergo rapid and fundamental changes, which are marked by changes in the paradigm of the implementation of the duties of government officials as public servants, which indirectly also cause a change in the paradigm of the implementation of duties and functions in the field of corrections. The policy of the inmate development assessment system is a new breakthrough formulated as a guideline for assessing changes in inmate behavior objectively, to ensure the protection of prisoners' rights, equal opportunities and prevent abuse of power/authority in inmate development. The revitalization of the implementation of correctional facilities is a transformative step from the prison system (retribution) to a coaching system (rehabilitation) to respond to the demands of change in today's developments, where the concept of treatment of prisoners from time to time continues to change as a logical consequence of the dynamics of the development of the times, which has an impact on the view that the treatment of convicts from the prison system is seen as inappropriate and changed become a correctional system with a persuasive approach through coaching programs. (http://www.jpas.ub.ac.id).

In the implementation of the assessment system for the development of prisoners, it is required to treat prisoners according to their nature both as individuals, members of society and God's creatures, and place them not solely as means of production, but as normal human beings who are worthy of being fostered. The revitalization of the implementation of correctional facilities in the arrangement of the inmate development system is a serious challenge for implementers at the intermediate level and also at the implementing level, because the policies that have been formulated and enforced, in their implementation are not in line with the competence of organizational resources in the regions, (https://www.neliti.com/id/publications/548561/fungsi-lembaga-pemasyarakatan-dalam-pembinaan-narapidana-di-lembaga-pemasyarakatan).

Problems in the field of corrections have become a serious challenge for policy makers from time to time, especially in an effort to realize better correctional tasks and functions. The revitalization of the implementation of correctional facilities with the inmate development assessment system is an innovation in the inmate development system as well as an urgent substantial issue and greatly affects the implementation of the duties and organizational functions of the correctional technical implementation unit, which as a whole is inadequate. Therefore, as a policy provider, the Ternate State Prison must be able to provide moral guarantees that every inmate must have a good attitude and behavior during their sentence, so that recidivism does not occur when released, considering the high crime rate and continues to grow which is the main cause of overcrowding (Jehan Lasyabudi & Dey Ravena, 2020).

The implementation of the Decree of the Director General of Corrections Number PAS-10.OT.02.02 of 2021 at Ternate State Prison has faced challenges, including ineffective execution due to insufficient socialization, technical training, and supervision, while the inmate development assessment system operates conditionally with limited outreach among central and regional policymakers. This study, grounded in George C. Edward's (1980) theory, emphasizes four key indicators for successful policy implementation: (1) effective

communication to prevent misinformation, (2) competent resources for organizational strength, (3) balanced disposition between policymakers and executors, and (4) a well-structured bureaucracy with equitable workload distribution and clear SOPs to enhance effectiveness (Syahrul et al., 2020).

The results of previous research conducted by Shania Damayanti Waloeya and Mulyani Rahayu in 2023 at the Class II A Women's Correctional Institution in Tangerang concluded that the implementation of the inmate development assessment system policy has not been running optimally. Several obstacle factors such as ineffective communication, inadequate human resources and lack of integrity of officers. The implementation of the policy of the inmate development assessment system requires quite extra preparation, because the policy target is not only inmates, client prisoners, but all implementers, policy makers, supervisors and implementers are also included. Therefore, it is very necessary to have a joint commitment of all parties within the central work unit, regional work unit and technical implementation unit to implement the policy so that it can run well.

The program of inmate development activities is currently still a crucial issue that continues to receive public attention, with the frequent occurrence of recidivism and/or repetition of criminal acts and the increase in various other types of criminal acts. So that the role of prisons and prisons in general is considered incapable of fostering inmates. This can also be seen from the results of previous research conducted at the Tangerang Women's Correctional Institution in 2023, with the condition of the metropolitan, advanced and strategic city of Tangerang, government policies, including the inmate development assessment system, should be implemented properly, but it turns out that the policy has not been implemented according to the provisions. What about the condition of the technical implementation unit in the city of Ternate, which is one of the cities in the eastern region with all the limitations of organizational resources, is a consideration and objective in this study.

This study examines the implementation of the Prisoner Development Assessment System (SPPN) at Ternate State Prison, guided by Ministerial Regulation No. 35/2018 and the Director General of Corrections' Decree PAS-10.OT.02.02/2021, aimed at ensuring objective behavioral assessments and human rights protection. The current research distinguishes itself from prior studies by focusing on the implementation gaps of the Prisoner Development Assessment System (SPPN) at Ternate State Prison, a region with limited organizational resources, contrasting with previous studies like Shania Damayanti & Mulyani Rahayu's (2023) analysis of Tangerang Women's Correctional Institution, which highlighted metropolitan challenges. Unlike broader evaluations, this study applies George C. Edward III's (1980) policy implementation theory to assess four critical factors—communication, resources, disposition, and bureaucratic structure—specifically in an under-resourced setting, revealing unique barriers such as inconsistent socialization, lack of technical training, and fragmented supervision (Syahrul et al., 2020). Additionally, it underscores the conditional operation of SPPN in Ternate, a finding not extensively documented in earlier works, while proposing digital solutions (e.g., e-learning, digital tracking) and comparative studies as future research directions to address systemic inefficiencies.

MATERIALS AND METHODS

Qualitative research that allows researchers as the main instrument aims to carry out various interactions in a natural environment continuously or tentatively, without any intervention, intimidation of any kind to the authenticity and validity of data obtained through directed interviews, observation of accessible spaces and scopes, and the study of official documents related to facts, (https://jurnal.uns.ac.id/spirit-publik/article/view/79096;,Vivi Indra Amelia Nasotion, University Open, 2023, public spirit, journal of public administration). The research location in Ternate City focuses on the Technical Implementation Unit (UPT) of the Ternate State Prison as an implementer in implementing policies and also public services that carry out the task of service and care for prisoners and the function of inmate development, https://rutanpelaihari.kemenkumham.go.id/profil-2/kedudukan-tugas-dan-fungsi).

Important indicators to determine the success of the implementation of the policy initiated by George Edward III are the focus of the study, namely communication factors, resource factors, disposition factors and bureaucratic structure (Syahrul et al., 2020). Determination of informants as sources of information through purposive sampling (non random sampling) by determining; Head of the Regional Office of the Directorate General of Corrections of North Maluku, Head of the Ternate State Prison, Head of the Prisoner Services Sub-Section, Implementing staff and inmates. Data collection used triangulation techniques (observation, interviews and literature review). The reduced/condensed data is presented and then analyzed in a qualitative descriptive manner to explore and describe the research results and then provide research conclusions and alternative steps as a follow-up.

RESULTS AND DISCUSSION

The Ternate State Prison is one of the Technical Implementation Units (UPT) of corrections in North Maluku that carries out the task of serving prisoners and fostering prisoners and is directly responsible to the Head of the Regional Office of the Directorate General of Corrections of North Maluku. In order to improve the management of the correctional system, the Ministry of Law and Human Rights issued Ministerial Regulation Number 35 of 2018 concerning the Revitalization of Correctional Operations which aims to improve the implementation of the duties of the correctional function and increase the objectivity of assessing changes in the behavior of prisoners, inmates and clients as a guideline in the implementation of services, coaching and guidance.

This revitalization policy was then followed up by the Directorate General of Corrections by issuing Decree Number: 10-PAS. OT.02.02 of 2021 concerning the Prisoner Development Assessment System as a guideline in carrying out the assessment of inmate development with the behavior observation method and aims to increase the objectivity of the assessment of inmate behavior changes in the implementation of coaching in accordance with the needs and risk level of inmates.

Scope of SPPN Policy

The basic concept of thinking in implementing the policy of the inmate development assessment system is because in addition to the correctional database system and the system of structuring the administration of evidence/confiscation, the assessment system for changes in attitude and behavior of inmates is the main problem in the revitalization of the implementation of corrections with the limitations of assessments carried out on elements of personality assessment, independence, attitude assessment and assessment of mental health conditions, with an approach evidence-based practice, and carried out according to the classification of prisons/prisons with the following assessment orientation;

1. Super Maximum Security Prison with the aim of assessing changes in attitudes and behaviors and reducing risk levels
2. Maximum Security Prison with elements of assessing changes in attitudes and behaviors, increasing awareness, discipline and compliance with laws and regulations
3. Medium Security Prison with elements of assessing changes in attitude and behavior and increasing awareness, discipline and compliance with laws and regulations, as well as improving competence and self-ability
4. The Minimum Security Prison is oriented towards assessing changes in attitudes and behaviors and increasing independence and productivity

Implementation Analysis Based on Edwar III's Theory

Indicators of the success of policy implementation quantitatively and/or qualitatively that show the level of achievement of goals and objectives that have been set. One form of successful policy implementation is policy outcome, meaning that every prisoner serving a sentence will be given his rights in time, and after serving a sentence or release, the person concerned can be accepted back by his family, society and surrounding environment, become a good human being, aware of the mistakes that have been made and can live a normative social life and not repeat it Recidivism. 4 (four) factors that determine the success of policy implementation according to George Edwar III's theory, namely;

1. Communication Factor

Communication is one of the important indicators and cannot be separated under any conditions, as well as the position of communication which has a role in the implementation of a policy product. Decree of the Director General of Corrections Number: PAS-10. OT.02.02 of 2021 concerning the Prisoner Development Assessment System is a policy product made by the government, judging from the elements in communication theory, it is a message or information that is intended to convey the policy target. The policy targets of this Decree are all elements of the assisted citizens, families and the surrounding community, these targets can be referred to as communicators or parties receiving messages (SK). All relevant UPT Apparatus have the same responsibility in the implementation of this policy, the Echelon 1 Work Unit Apparatus and the Regional Work Unit as communicators must convey messages (SK) to the Technical Implementation Unit, Citizens and the community (communicators) in various ways, so that this policy can be accepted and implemented as soon as possible

(Setyawan & Suhardjono, 2017).

The results of the research on the elements used as a means of communication and a form of socialization via zoom metting, there are billboards, social media, print media for news and so on. Then in terms of the form of interaction, the UPT can report in writing to the Regional and central Work Units about mapping organizational needs and inventory of problems. Three important aspects in building effective communication include transmission, clarity and consistency, George Edward III, (Syahrul et al., 2020). The transmission is to socialize to all Technical Implementation Units and Regional Work Units regarding the implementation of the Regulation of the Minister of Law and Human Rights Number 35 of 2018 concerning the Revitalization of the Implementation of Correctional Facilities. As implementers, they must know that there are changes in the inmate development system. To clarify how the Revitalization Regulation should be implemented, technical instructions are needed for the implementation specified in the 2021 Decree of the Directorate General of Corrections concerning the Assessment System for Prisoner Development as a guideline in carrying out the behavior change assessment process. Then consistency is that all policy implementers must consistently socialize related to rules, and directions because technically they are the ones who better understand the policy objectives, so that they can be implemented according to the regulations that have been enforced.

As a result of the research, it is known that the Directorate General of Corrections in the last 2 (two) years, only 1 (one) time has conducted socialization about SPPN with the Regional Work Unit and all Correctional Technical Implementation Units in early 2023 and thereafter the bintorwasdal program implemented by the North Maluku Regional Work Unit is still global in the form of strengthening the duties of the correctional function, and has not touched in detail how the technical implementation of the change assessment behavior carried out by the ranks of the Technical Implementation Unit.

The socialization carried out has not met all the indicators of Edward III's communication indicators. Messages or ideas contained in a policy that have gone through the encoding process must be properly socialized, but the results of interviews and observations show that the socialization process is not carried out regularly and continuously. The socialization techniques used must be easy to understand so that the purpose and objectives of the policy can be accepted, understood and adhered to, this stage can be called decoding but the data shows that the Regional Work Unit does not continue the socialization to the Technical Implementation Unit, so that the policy target in this case the Head of the Technical Implementation Unit and his staff do not have a good understanding of the stages and technicalities of implementing the assessment of behavior change. Thus, it can be said that the consistency of the order in the Decree of the Director General of Corrections is not carried out as it should.

2. Resource Factor.

Policy implementation is a difficult stage, therefore the assessment system for inmate development requires competent resources. The resources in question are at least a

committed leadership model, human resources (implementers), and supporting facilities that ensure that implementation can be carried out properly. In analyzing the implementation of the inmate development assessment system, several indicators are used, namely first, staff, how ready and how sufficiently related resources are to the preparation process carried out by the Technical Implementation Unit. There is clarity of orders or directions from the leadership according to the authority, the limitations of the duties and functions that can be carried out, then the availability of supporting facilities and infrastructure. Resources as implementers are officers who have been appointed as assessment teams. Several important indicators, according to George Edward III, have not been met, first, the staff or civil servants in the Ternate State Prison are not fully ready. Several efforts that had been made previously failed because there were still many staff who did not carry out the assessment tasks according to the provisions. All employees within the Ternate State Prison can be considered as implementing staff to be able to realize the objectives of the SPPN policy properly, even though in reality it is carried out by the assessment technical team.

From this data, it can be said that the preparation in terms of human resources for the implementation of the inmate development assessment system is not fully ready because it is more focused on carrying out security tasks, there are still many employees who do not know the technical implementation because so far they have only been given an appeal, there has been no technical training in its implementation. The availability of information regarding technical instructions, the authority of duties and responsibilities currently refers to the Decree of the Director General of Corrections in 2021. Likewise, supporting facilities for the implementation of observation or monitoring of residential block areas, such as CCTV, and PC unit/laptop devices are not available specifically for the assessment technical implementation team.

3. Disposition Factor.

Disposition is part of the tendency of policy implementers, meaning that if they want policies to run effectively, the implementers not only know the policy but also must have high personal abilities to be able to implement it, Edward III (Syahrul et al., 2020). The implementation of the inmate development assessment system will run effectively and in accordance with the provisions if all policy implementers have a clear disposition or know how to take a stance as part of the responsibility for the implementation which is the duty and authority as stipulated. The results of the research of the Ternate State Prison have implemented a coaching pattern by implementing an assessment system for inmates, but not all of them have been successfully implemented. The fact is that the implementing staff, especially the assessment technical team, only apply the assessment system by looking at the general without going through the technical stages of assessment according to the provisions. Some basic reasons such as focusing more on security tasks, not following technical training and guidance, not being noticed and so on result in them not working effectively.

Based on interview data, the results of the observation and the efforts made by the implementing staff in implementing the policy of the inmate development assessment system

at the Ternate State Prison have not shown a sufficiently good disposition as an implementer of the SPPN policy, so that the output of the achievement is only fulfilled administratively, but not through the technical stages of assessment according to the provisions. In fact, it was recorded that until the period of December 31, 2024, there were 28 inmates out of a total of 123 inmates whose assessment documents had not been fulfilled. Nevertheless, the leadership and the ranks of the task and service function have committed and expressed a firm stance to conduct periodic evaluations and reinforcements to increase their understanding of responsibility and be ready to carry out the policy to be better.

4. Struktur Birokrasi (Bureaucratic Structures).

The bureaucratic structure is one of the aspects that affects the success rate of the implementation of the last policy, so at this stage it is very important and must be prepared appropriately and correctly, Edward III (Syahrul et al., 2020). At this stage, there are two important things that must be present in the implementation of the policy, namely; the existence of standard operating procedures (SOPs) that allow clarity on what should be done and what should be avoided and not done by implementers when implementing the policy of the inmate development assessment system. The second is frangmentation or efforts to delegate responsibility for employee activities according to their field of duties and abilities. To find out whether this policy has standard operating procedures (SOP), it can be seen in the results of this study. Interview data shows that the delegation of responsibility for the implementation of the Prisoner Development Assessment System policy at the Ternate State Prison only refers to the Decree of the Director General of Corrections in 2021 and the regulations on it. The Standard Operating Procedure (SOP) also still refers to the decree, but in its implementation the two things mentioned above have not been implemented according to the provisions in the decree, causing almost all output achievements in the form of assessment documents for each inmate to be fulfilled optimally and on time. The Directorate General of Corrections as the initiator of this policy has also not taken massive action until now, in terms of holding technical guidance activities, follow-up socialization and also supervision to regional units and technical implementation units.

The results of the study show that this stage in its implementation has not run optimally, namely there is no uniform frgamenation according to the field of duties and functions, so that the implementation of the task of assessing changes in the behavior of inmates does not run according to the Standard Operating Procedures (SOP). The implementation of the policy of the coaching assessment system without obstacles, but with the formulation of the Minister of Law and Human Rights Number 35 of 2018 concerning the Revitalization of the Implementation of Corrections and the Decree of the Directorate General of Corrections in 2021 concerning the Assessment System for Prisoner Development, is a joint commitment and a tangible form, that the Directorate General of Corrections has good intentions to continue to improve the correctional service system to be better and more impactful.

CONCLUSION

The Prisoner Development Assessment System (SPPN) is a crucial component of inmate rehabilitation, guided by Ministerial Regulation No. 35 of 2018 and the Director General of Corrections' Decree PAS-10.OT.02.02/2021, ensuring legal compliance and policy neutrality in fostering prisoner reform. However, its implementation—particularly at Ternate State Prison—faces challenges such as insufficient socialization, technical training, and supervision, leading to suboptimal outcomes despite the strong commitment of correctional officers and the government's efforts in bureaucratic reform. Future research should evaluate the impact of improved training, monitoring, and digital tools (e.g., e-learning and digital tracking) on SPPN effectiveness, conduct comparative studies to identify best practices, and assess long-term effects on recidivism and rehabilitation to align with human rights and correctional reform goals.
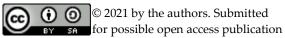
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