

THE ROLE OF STAKEHOLDERS IN LEGAL IN SERVICES AT CLASS I SURAKARTA STATE DETENTION CENTER



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ABSTRACT

This study aims to describe the role of stakeholders in legal aid services at the Surakarta Class I State Detention Center, with a focus on the involvement of internal and external parties, such as the Mawar Saron Legal Aid Institute. A descriptive qualitative approach was used, with data collection through in-depth interviews, direct observation, and documentation studies, and analysis using NVivo12 Pro. The research used a descriptive qualitative approach with data collection techniques through interviews, observation, and documentation studies. The results showed that the role of each stakeholder is important in ensuring the quality of legal aid for detainees, although there are obstacles in its implementation, such as limited resources and fluctuations in the number of legal aid recipients. The researcher found that stakeholder engagement still needs to be improved, especially in terms of more effective communication and improved leadership at the level of the Head of Detention Center and Director of LBH Mawar Saron. The recommendations resulting from this research are the importance of strengthening cooperation between stakeholders and optimizing communication strategies to improve legal aid services in Surakarta Class I Detention Center.

Keywords: Stakeholders; Legal Aid Services; State Detention Center; LBH Mawar Saron



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INTRODUCTION

Governance is an effort to manage people's lives to achieve common welfare. The government, the private sector, and the community itself each have an important role in achieving prosperity. Because each party has different strengths and weaknesses, cooperation is needed to combine the strengths and potential of each party to achieve the same goal. With a large budget and effective power, the government is sometimes unable to conduct quality research and innovation, and to produce goods or services more efficiently than the private sector. In contrast, the private sector has the capital and resources necessary to create additional value, but they lack the ability to organize and often lack the ability to innovate (Gravelle et al., 2008). The ability of a country or society to build stronger competitiveness and accelerate and improve the achievement of government goals will be strengthened by cooperation between various parties.

One of the main tasks assigned to each state apparatus is public service, this serves to assist the state and society in meeting the needs of goods, services, and information in accordance with applicable regulations. In the 1945 Constitution, the fourth paragraph regulates public services in Indonesia. This paragraph regulates four important aspects of the apparatus' services to the community, namely protecting the Indonesian nation and its territory, improving general welfare, educating the nation's life, and carrying out world order based on the principles of independence, lasting peace and social justice. In addition, the Decree of the Minister of Administrative Reform No. 63 Year 2003 provides an explanation of good public service standards. When various stakeholders work together, more flexible and responsive solutions can be generated. This is especially true in public services, where many parties participate (Sher-Hadar et al., 2020).

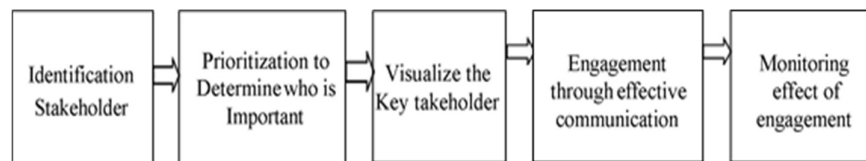
The correctional system is an important part of the public service, particularly in terms of providing legal assistance to detainees. Detainees, especially those from economically disadvantaged backgrounds, often do not understand their rights in the legal process and often face difficulties in obtaining appropriate legal counsel. This causes them to lose one of their basic rights to legal assistance in accordance with the provisions of Law No. 16/2011 on Legal Aid. Therefore, cooperation is very important in legal aid services, especially in State Detention Centers that function to serve and protect human rights (Hot & Purba, 2024). The legal aid program at the Surakarta Class I Detention Center in collaboration with the Mawar Saron Legal Aid Institute Surakarta, helps detainees better understand the legal issues they are facing.

Legal aid services at the Surakarta Class I Detention Center, which include legal counseling, legal consultation, and legal socialization, influence the delivery of justice for indigent detainees. Data on the number of detainees receiving legal aid shows variations, which can be influenced by various factors, including internal and external policies of the detention center and the massive number of cases. With cooperation between various parties, legal aid services can be improved. However, there are barriers that need to be analyzed further to determine the factors that affect the success of the program (Agger, 2015).

LITERATURE REVIEW.

Bourne's Stakeholder Relationship Management Theory

The Stakeholder Relationship Management theory developed by Bourne (2009) is the main framework in this study. Bourne (2009) suggests five main steps in managing stakeholder engagement, namely stakeholder identification, prioritization of engagement, visualization of the stakeholder map, effective communication, and monitoring the impact of the engagement. In legal aid services in detention centers, these steps are highly relevant to ensure that stakeholder engagement is optimized. The stakeholder identification process aims to determine who should be involved in providing legal services to detainees, including legal aid organizations, government, and detention center staff. Stakeholders are then prioritized based on their influence and the urgency of their involvement. Visualization of the stakeholder map helps to understand the relationships between the various parties involved in legal aid services, while effective communication ensures that all stakeholders can work well together to achieve common goals.



Source: Bourne, L (2009)

Figure 1
Steps in Assessing Engagement

The Stakeholder Salience Theory

The Stakeholder Salience Theory of Mitchell et al. (1997) is used to identify stakeholders that should be prioritized based on three main attributes: power, legitimacy, and urgency. In legal aid services in detention centers, stakeholders with high power and legitimacy, such as legal aid organizations and the government, have a key role in providing legal access to detainees in need.

RESEARCH METHOD

This research uses a descriptive qualitative approach to analyze the role of stakeholders in legal aid services at the Surakarta Class I State Detention Center. This approach allows researchers to explore in-depth understanding of the phenomena that occur, especially in cooperation between detention centers and external institutions. Data was collected through structured interviews with key informants, such as the Head of the Detention Center, the Director of LBH Mawar Saron, the Head of Legal Aid Section, as well as detainees and their families. In addition, direct observation was conducted to obtain a clearer picture of the implementation of the legal aid program. Data analysis was conducted using NVivo 12 Pro, this research design aims to describe the process of cooperation between stakeholders, the challenges faced, and its impact on the quality of legal services in detention centers, so as to provide deeper insight into the cooperation.

RESULTS AND DISCUSSION

Stakeholder management of legal aid services in Surakarta Class I Detention Center is a strategic approach that can increase the effectiveness, transparency and participation of all actors involved. Bourne emphasizes the importance of stakeholder management through five systematic steps, from identification to monitoring, so that every interest and influence can be accommodated in a balanced manner. This research not only tests the relevance of the theory, but also elaborates on its actual practice in correctional settings.

Identification of All Stakeholders

The first step in stakeholder management is to identify all parties involved in legal aid services at Surakarta Class I Detention Center, both directly and indirectly. Internal stakeholders consist of the Head of Detention Center, Head of Legal Aid Section, Detention Center Officers, and Detainees, who have roles ranging from policy makers, technical implementers, to service recipients. Meanwhile, external stakeholders include the Director of LBH Mawar Saron, lawyers, and detainees' families who play a role in legal assistance as well as administrative and moral support.

Further analysis of the interests, power, and expectations and motives of each stakeholder showed differences in orientation and contribution. The Head of the Detention Center and the Director of LBH Mawar Saron have significant influence on policy direction, while the Legal Aid Section Head and lawyers play an operational role. Detainees and their families tend to view legal aid as an urgent need and a basic right.

Determining the Most Important Stakeholders (Salience Analysis)

The next step in stakeholder management is to determine stakeholders based on the three key attributes of power, legitimacy and urgency as developed by Mitchell et al. (1997). This analysis was conducted to assess the level of importance and role of each stakeholder in legal aid services at the Surakarta Class I State Detention Center.

Table 1
Power, Legitimacy, Urgency Analysis

Stakeholder	Power	Legitimacy	Urgency	Category
Head of Detention Center	High	High	Medium	Dominant Stakeholder
Head of Legal Aid Section	Medium	High	High	Dependent Stakeholder
Director of LBH Mawar Saron	High	High	Medium	Dominant Stakeholder
Lawyer	Medium	High	High	Dependent Stakeholder
Prisoners	Low	Medium	High	Dependent Stakeholder
Prisoner's family	Low	Medium	High	Dependent Stakeholder
Detention Center Officer	Low	High	Medium	Discretionary Stakeholder

Source: Researcher, 2025

The identification results show that the Head of the Detention Center and the Director of LBH Mawar Saron are dominant stakeholders because they have high power and legitimacy, as well as a role to play strategic in policy-making and service coordination. The Legal Aid Section and lawyers are categorized as dependent stakeholders who have an urgent role in daily operations and legal assistance, but are still dependent on structural authorities. Detainees and their families are also categorized as dependent stakeholders because their legal needs are very high, but they do not have significant influence on policy. Meanwhile, detention officers are in the discretionary stakeholder category, which has official legitimacy in operations, but limited power and urgency.

Visualizing the Stakeholder Map

Visualize the stakeholder map using the Power-Interest Grid. This tool divides stakeholders into four quadrants based on their level of power and interest in legal aid services at Surakarta Class I Detention Center. This division is the basis for determining different engagement strategies for each group, so that the cooperation created is more optimal.

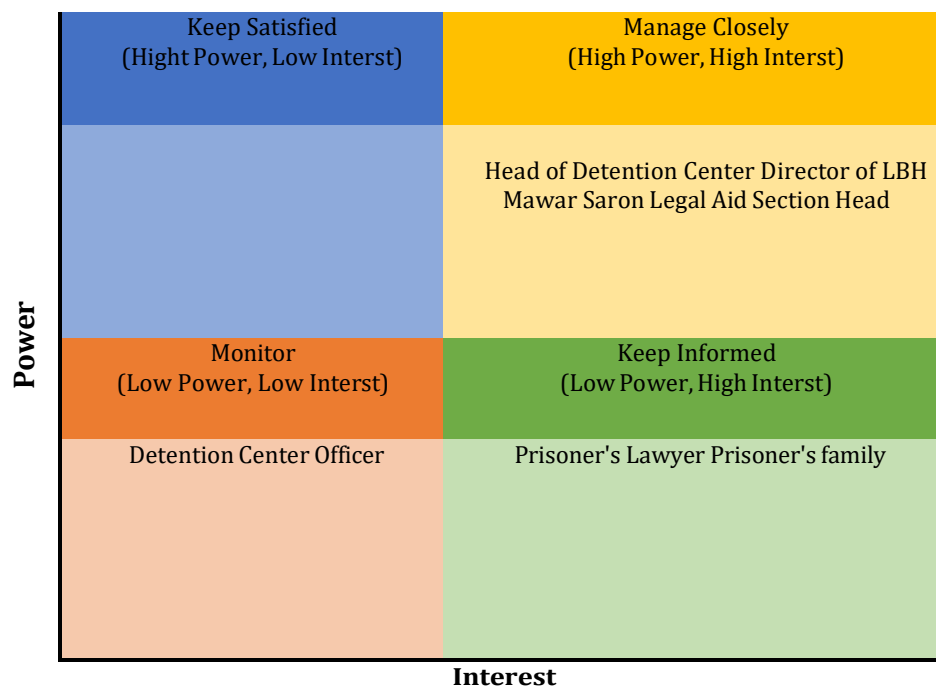


Figure 1
Power-Interest Grid

Manage Closely (High power, High Interest), there are stakeholders who must always be intensively involved in the decision-making process and strategic management. The Head of the Detention Center, the Director of LBH Mawar Saron, the Legal Aid Section Head, and the Detainees are in this group, as they have significant influence as well as high interest in the success and sustainability of legal aid services. Their active involvement is crucial to ensure that policies and operations are effective and responsive to the needs of the field.

Keep Satisfied (High power, Low Interest) is filled by stakeholders with high influence but relatively low interest in daily activities. Although this study did not find specific stakeholders in t h i s category, groups with similar characteristics should be monitored and kept satisfied so that they continue to support strategically and do not become obstacles to daily activities groups with similar characteristics must still be monitored and kept satisfied so that they continue to support strategically and do not become obstacles in program implementation.

Keep Informed (Low power, High Interest), there are stakeholders who do not have decision-making power, but have a high interest and concern for service outcomes. Lawyers, detainees and families of detainees fall into this category. They need to be provided with regular information and involved in communication and feedback processes to stay motivated to support the program and make constructive contributions to service improvement.

Monitor (Low power, Low Interest), occupied by stakeholders such as Detention Officers, whose role is to support the smooth running of technical operations but who are not directly involved in strategic decision-making. They need to be monitored regularly and given direction so that the implementation of tasks continues to run smoothly without the need for intensive involvement.

Engagement Through Effective Communication

The involvement of various stakeholders in legal aid services at the Surakarta Class I Detention Center is important to ensure fair and effective access to justice for detainees, especially those who cannot afford it. Optimal cooperation between Mawar Saron Legal Aid Institute, the Head of the Detention Center, detention center officers, detainees, and detainees' families is key in creating a system that is responsive to the legal needs of detainees.

Table 2
Forms of Involvement

Stakeholder	Role	Involvement
Director of LBH Mawar Saron	Provider of legal aid	Conducting cooperation agreements with detention centers Develop strategic policies in the provision of legal aid to detainees Ensure the availability of lawyers to provide legal assistance to detainees Coordinate with detention centers to ensure that detainees' legal rights are fairly fulfilled. Organize legal counseling conducted for detainees in detention centers

Head of Detention Center	Lead and supervise the policy	Conduct cooperation agreement with LBH Mawar Saron Coordinate all activities internal and external activities related to legal aid services Ensure that all detainees who require legal aid have access to it in accordance with their rights. Set up internal policies to facilitate legal aid for detainees. Organize meetings regular meetings with LBH to evaluate the quality of legal services Overseeing implementation of counseling and consultation counseling and consultation in detention centers
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Section Head of Legal Aid	Legal aid manager and monitor	<p>Develop a schedule and plan for legal counseling and consultation activities for detainees.</p> <p>Ensure that every detainee who needs legal assistance gets the appropriate assistance</p> <p>Supervise the administration of legal aid applications</p> <p>Conduct regular coordination with LBH Mawar Saron to ensure the smooth implementation of legal aid.</p> <p>Submit a report on the status of legal aid to the Head of Detention Center</p>
Detention officer	Administrative executives and assistants	<p>Escort detainees who require legal assistance to the legal consultation room</p> <p>Deliver information on legal aid application procedures to detainees</p> <p>Assist LBH Mawar Saron in providing facilities needed for legal counseling and consultation.</p> <p>Coordinate with the Legal Aid Section Head to ensure the administration of legal aid applications runs smoothly.</p> <p>Submit reports on the needs or obstacles in legal aid services to superiors and related parties.</p> <p>related parties</p>
Lawyer of LBH Mawar Saron	Legal counsel in court	<p>Conduct legal consultations with detainees regarding their legal rights</p> <p>Prepare and provide defense in court hearings</p> <p>Provide legal advice related to cases faced by detainees</p> <p>Prepare legal documents required to support the judicial process</p> <p>Coordinate with LBH Mawar Saron and the detention center to ensure legal services are carried out according to procedures</p>
Detainees	Recipient of legal aid services	<p>Submit a request for legal aid either in writing or directly to the officer or LBH</p> <p>Participate in legal counseling sessions organized by the detention center or LBH</p> <p>Participate in legal consultations to understand their rights and obligations in the legal process</p> <p>Provide information necessary for their legal defense during the trial and examination process.</p>
Detainee's family	Supporters of legal aid requests	<p>Apply for legal aid on behalf of the detainee if the detainee is unable to do so themselves</p> <p>Collecting documents or evidence needed to support the detainee's case</p> <p>Submitting information related to needs legal needs of detainees to officers or LBH</p> <p>Accompany detainees in the legal consultation process if necessary</p> <p>Provide moral and material support to detainees during the legal process</p>

Source: Researcher, 2025

The Director of LBH Mawar Saron has a strategic role in formulating legal aid policies, coordinating with the detention center, and ensuring that appointed lawyers have the necessary competencies to provide legal services in accordance with detainees' rights. The Head of Surakarta Class I Detention Center is

responsible for establishing cooperation with LBH Mawar Saron, providing adequate facilities, and overseeing the legal aid program. Good coordination between the detention center and LBH makes it easier for detainees to access legal aid and ensures that they receive legal assistance in accordance with procedures. The Legal Aid Section Head manages the legal aid program at the detention center, ensuring that every detainee who needs assistance receives timely and appropriate assistance. They also play a role in coordinating with LBH Mawar Saron to ensure the smooth running of legal services.

Detention officers help manage the administration of legal aid applications and accompany detainees throughout the legal process. They serve as liaisons between detainees and legal aid organizations to ensure the legal process runs smoothly. LBH Mawar Saron lawyers provide legal assistance for detainees, conduct case analysis, and provide defense in court. They also guide clients to understand their rights in the legal process. Detainee families act as liaisons between detainees and LBH Mawar Saron, and provide the moral support that detainees need during the legal process. They also help provide the necessary documents, such as the Certificate of Disability (SKTM), to obtain free legal aid. Detainees not only receive legal aid, but are also active in the process of applying for and fulfilling the necessary documents. Their involvement is important to ensure the legal services provided are effective.

Monitoring the Impact of Engagement (Monitoring and Evaluation)

Monitoring the impact of stakeholder engagement is essential to ensure that the collaboration between Mawar Saron Legal Aid Institute and Surakarta Class I Detention Center can yield positive results. The monitoring process starts with verifying that the planned communication is working as expected. The stakeholders involved must remain active throughout the activity cycle, evaluating their impact on legal aid services.

The success of this collaboration is reflected in the increased participation of various stakeholders. Each year, the legal aid program at Surakarta Class I Detention Center receives a positive response, demonstrating the effectiveness of the communication strategy. Continuous monitoring helps detect changes in engagement dynamics and enables quick adjustments, ensuring the quality of legal services continues to improve.

Table 3
Impact Gained

Stakeholders	Impact Gained
Director of LBH Mawar Saron	Increased effectiveness of legal counseling and assistance for detainees Improved image of LBH as an institution directly connected to the justice system More detainees access legal aid services
Head of Detention Center	Improved efficiency and quality of legal services in detention centers Strengthen coordination with external institutions (LBH Mawar Saron) Increase transparency in the legal process for detainees

Head of Legal Aid Section	Gain a better understanding of the importance of legal aid for detainees Increase role of in draftingschedule and the smooth running of legal services in detention centers Strengthen working relationship with LBH and detention center staff.
Detention officers	Improved understanding of legal processes and procedures for detainees Facilitate coordination between detention centers, detainees, and Legal Aid Institutions. Increased ability of officers to serve detainees related to legal rights
Lawyer	Increased capacity in providing legal assistance to detainees Obtaining more structured feedback from detention centers on the legal aid process Improved quality of cooperation between LBH, detention centers, and detainees
Detainees	Improved understanding of their legal rights Easier access to more effective legal representation Increased confidence and hope in facing the legal process
Prisoners' families	Increased clear and accurate information regarding the legal status of detainees Increased trust in the justice system Improved legal support for detainees

Source: Researcher, 2025

These impacts indicate an increase in professionalism, coordination and understanding of the legal process for all parties involved. The Director of LBH Mawar Saron, for example, has experienced positive impacts in the form of increased effectiveness of legal counseling and assistance for detainees, and more detainees accessing legal aid services. While the current level of stakeholder engagement is good, there are still opportunities to strengthen leadership and collaboration, particularly with those who are expected to lead more actively. The following table illustrates the current and desired level of engagement from each party:

Table 4
Stakeholder Engagement Assessment

Stakeholder	Current Engagement	Desired Engagement
Head of Detention Center	Supportive	Leading
Director of LBH Mawar Saron	Supportive	Leading
Head of Legal Aid Section	Supportive	Leading
Lawyer	Supportive	Leading
Prisoner	Supportive	Leading
Prisoner's family	Supportive	Leading
Detention Center Officer	Neutral	Supportive

Source: Researcher, 2025

Stakeholder involvement in Surakarta Class I Detention Center is expected to increase to a more active leadership level. It can be seen that most stakeholders are currently at the supportive level and are expected to increase to

the leading level. This indicates the need to strengthen collaboration, increase active participation, and encourage each stakeholder to be more proactive in realizing optimal legal aid services. Meanwhile, the involvement of detention officers who are currently neutral also needs to be increased to supportive so that the synergy between stakeholders is stronger and the objectives of public services can be maximally achieved.

CONCLUSIONS AND SUGGESTIONS

Cooperation between stakeholders at the Surakarta Class I State Detention Center is essential to improve legal aid services for detainees. The involvement of the Head of Detention Center, Director of LBH Mawar Saron, Legal Aid Section Head, detention center staff, lawyers, and detainees' families has proven effective in providing better access to legal aid. Although cooperation is already well underway, there are still opportunities to improve leadership from key stakeholders and strengthen coordination between them.

The suggestions are first, to increase the active involvement of the Head of Detention Center and the Director of LBH Mawar Saron in legal aid policy making. Second, strengthening cooperation between legal aid organizations, detention centers, and detainees' families. Third, increasing the role of detention center staff in supporting the legal aid process. Finally, it is important to conduct continuous monitoring of the impact of stakeholder involvement so that the quality of legal services continues to improve.

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