

IMPLEMENTATION OF INMATE INTEGRATION SERVICES AS AN EFFORT TO REALIZE SOCIAL REINTEGRATION IN CLASS IIA PRISON KEDIRI



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ABSTRACT

The study employs a qualitative approach with a case study design. Data were collected through observation, in-depth interviews, and documentation involving correctional officers and inmates. The analysis was conducted using the Miles and Huberman model and supported by thematic analysis. The findings reveal that integration service policies have generally been implemented in accordance with established standards. However, their effectiveness remains limited due to several constraints, including overcapacity conditions, a shortage of correctional officers, weak coordination with external stakeholders, and low levels of social support for inmates. These results highlight the importance of strengthening resource capacity, improving inter-agency collaboration, and enhancing social support systems to ensure the success of inmate reintegration into society.

Keywords: *Prisoner Integration; Social Reintegration; Corrections; Policy Implementation*

INTRODUCTION

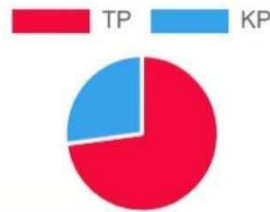
The development of the paradigm of the punishment system in Indonesia has undergone fundamental changes from a punishment orientation towards a paradigm of guidance and social reintegration. Corrections as a subsystem of criminal justice has a strategic role in law enforcement, especially in the aspect of treatment of prisoners, detainees, and children in conflict with the law. Prior to 1964, the punishment system in Indonesia prioritized a retaliatory approach, where prison was used as a means of punishment without considering aspects of rehabilitation or social reintegration. This concept began to shift since the introduction of the term "correctional" in 1964, which brought a new mission in the punishment system, which is not only to punish criminals, but also to prepare them to return to play a productive role in society.

The contemporary correctional approach promotes a holistic and restorative model, which not only focuses on the prisoner, but also takes into account the needs of victim recovery and community safety. The goal is to create comprehensive justice by restoring social relationships disrupted by criminal behavior. Rehabilitation, education and skills training are important elements integrated in the development of prisoners so that they have positive provisions when returning to their social environment. In this context, the penitentiary is no longer positioned merely as a place of punishment, but also as a center of guidance and social reintegration.

The legal framework for the correctional system in Indonesia is set out in Law No. 22 of 2022 on Corrections, which emphasizes the main functions of the correctional system, including service, community guidance, care, security, and observation. The system is designed to protect the rights of prisoners, improve the personality and independence of prisoners, and protect the community from the risk of reoffending. Social reintegration is the main component of this system, which is a systematic process of returning prisoners to society through the elimination of stigma, provision of life skills, and prevention of recidivism. The concept of social reintegration is rooted in the theory of resocialization, which views that individuals who are isolated due to criminal sanctions require a process of relearning social norms, values and rules in order to function positively in their communities.

The implementation of social reintegration is realized through prisoner integration services which include remission, assimilation, conditional leave, and parole as stipulated in Articles 9 and 10 of Law No. 22 of 2022. As a step to strengthen implementation, the Directorate General of Corrections issued Circular Letter Number PAS-526.PK.05.09 of 2024 which instructs the acceleration of the proposal for the integration rights of prisoners to ensure the reintegration process runs on time.

Lapas Kelas IIA Kediri, as a Correctional Technical Implementation Unit under the Regional Office of the Ministry of Law and Human Rights of East Java, carries out the function of integration services through consultation with the families of prisoners, socialization to prisoners, and registration of applications for integration rights. However, the implementation of social reintegration programs in this prison faces significant challenges, one of which is *overcrowding* conditions. Based on data from the Correctional Database System (SDP) as of February 17, 2025 (Figure 1), the capacity of Class IIA Kediri Correctional Facility is only 354 people, while the number of inmates reaches 952 inmates. This condition shows an *overcrowding* rate of 169%, which has an impact on limited facilities, reduced quality of coaching, and obstacles in the implementation of prisoner integration programs.

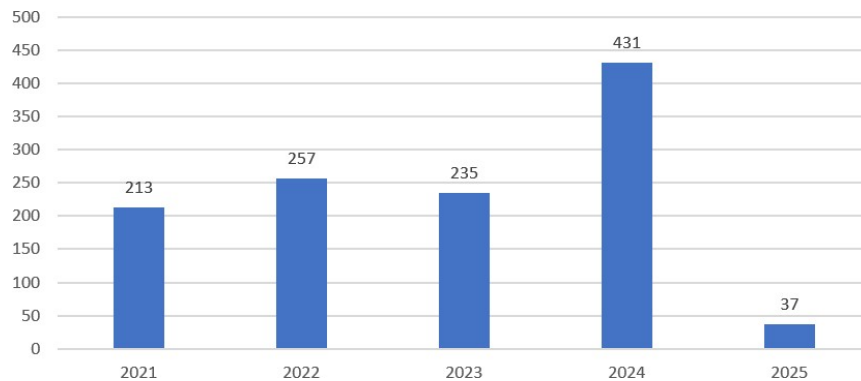


Inmate Capacity	Total
TP: Total Population	952
KP : Capacity	354

Source: SDP Ditjenpas, 2025

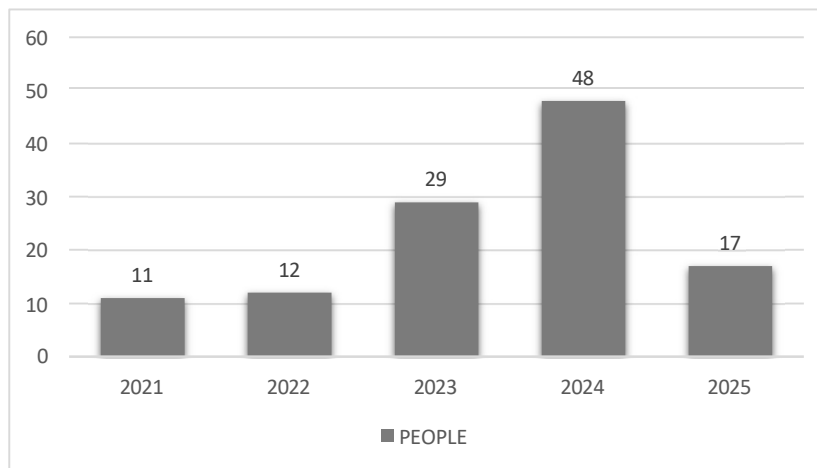
Figure 1
Number of inmates at Class IIA Kediri correctional facility

Although integration services have been implemented, data shows that the success rate of this program is not optimal. Based on the records of the Community Guidance and Care Division (Bimkemaswat) of Class IIA Kediri Correctional Facility, the number of prisoners who have successfully carried out integration is quite significant, but the trend of failure has also increased. This indicates that although the service mechanism has been running, there are structural and technical barriers that affect the achievement of success.



Source: Bimkemaswat Lapas Kelas IIA Kediri, 2025

Figure 2
Data on Prisoners Successfully Implementing Integration at Class IIA Kediri Correctional Facility



Source: Bimkemaswat Class IIA Kediri Correctional Facility, 2025

Figure 3
Data on prisoners who failed to carry out integration at Class IIA Kediri Correctional Facility

Quantitatively, this failure trend can be seen in Table 1, which shows fluctuations in the percentage of failures from 2021 to 2025. In 2021, the percentage of failures was recorded at 4.91%, decreased slightly in 2022 to 4.46%, but increased significantly in 2023 to 10.98%. The year 2024 showed a slight decrease to 9.93%, but in early 2025 there was a sharp spike to reach 31.48% in just the first two months.

Table 1
Percentage of Failure of Prisoners to Implement Integration in Class IIA Kediri Correctional Facility

Year	Percentage of Failure
2021	4,91 %
2022	4,46 %
2023	10,98 %
2024	9,93 %
2025	31,48 %

Source: Lapas Kediri, adapted by the authors, 2025

The significant increase in 2023 and the sharp spike in early 2025 indicate serious obstacles in the implementation of coaching and integration of prisoners. The causative factors include limited human resources and infrastructure, overcrowding conditions that hinder individualized coaching, and the implementation of coaching programs that are not yet optimal. This condition can be analyzed through the theoretical framework of public policy implementation which emphasizes six main dimensions: policy standards, resources, implementation, communication, characteristics of the implementing agency, and social, economic, and political conditions,

LITERATURE REVIEW

Several previous studies have revealed various factors that cause recidivism in correctional institutions. Andriani found that recidivism in Class IIA Serang Correctional Facility was influenced by weak personality development, lack of work skills provided to

prisoners, and lack of social support after release. The study used classical criminology theory, in contrast to this study which applied Hirschi's (1969) social control theory.

Implementation Theory

This research uses the Public Policy Implementation Theory framework which emphasizes the process of translating policy plans into concrete actions to achieve predetermined goals. According to the Big Indonesian Dictionary (KBBI), implementation is the implementation of a plan that has been carefully prepared, carried out after the planning is considered perfect. Nurdin Usman emphasized that implementation is not just an activity, but a planned activity directed at achieving certain goals through a clear system mechanism. Van Meter and Van Horn (1975) explains that implementation is the steps taken by the government, both individually and collectively, to realize the policies that have been decided, with the aim of producing significant changes.

In the context of policy, the term policy is distinguished from wisdom and virtue. Islamy (1999) views wisdom as an action that requires deep consideration, while policy is a set of rules or decisions derived from these considerations. Lubis (2007) adds that wisdom acts as a foundation in formulating policies, while policies themselves are political decisions that set goals and ways of achieving them. Thus, policy implementation includes at least three main elements: (1) the existence of policy goals or objectives, (2) the existence of activities to achieve these goals, and (3) the results of the activities carried out.

Van Meter and Van Horn (1975) outline six dimensions that influence the success of public policy implementation, namely: (a) policy standards, which emphasize clarity and consistency of objectives and indicators of success; (b) resources, including budget availability, competent human resources, technology, and infrastructure; (c) enforcement, which is related to the attitude, commitment, and motivation of policy implementers; (d) communication, both formal and informal, to ensure understanding and effective coordination; (e) characteristics of the implementing agencies, including organizational structure, work culture, technical competence, and flexibility of adaptation; and (f) social, economic, and political conditions, namely external conditions that can affect the success of implementation. These six dimensions are important references in analyzing the public policy implementation process in this study.

Framework of Thought

Based on the Figure 4, which is a picture of the framework for writing this research, it can be understood that the inmate integration service which is a form of effort to realize social reintegration in its implementation still has several obstacles. With the dimensions used in the theory of public policy implementation by Van Meter and Van Horn (1975), where there are Policy Standard, Resources, Enforcement, Communication, Characteristics of the Implementing Agencies, and Social, Economic and Political Conditions, the author will conduct observations and interviews, then the data obtained from these observations will be presented in the form of a description of the implementation of the prisoner integration program at Class IIA Kediri Correctional Facility.

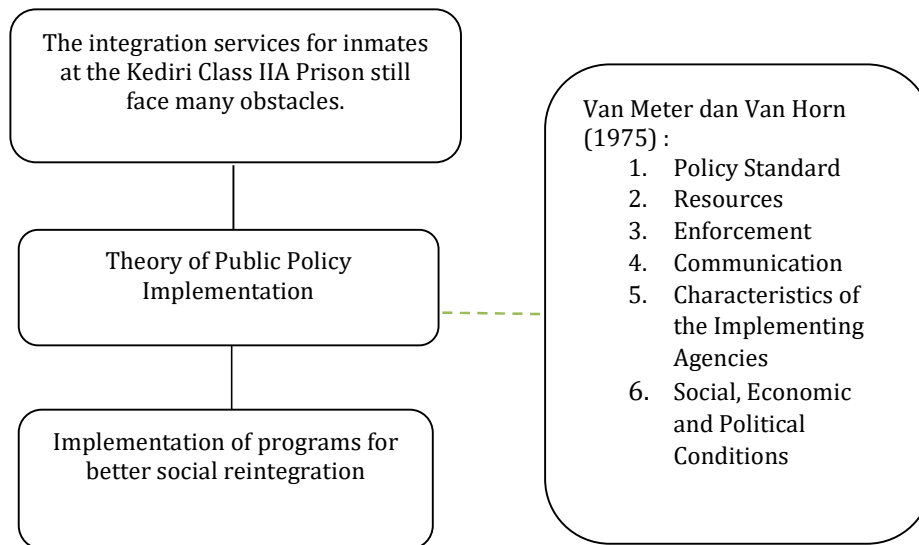


Figure 4
Thinking Framework Model

METHOD

This research method uses a qualitative approach with a case study design. This approach was chosen to gain an in-depth understanding of the implementation of inmate integration services at Class IIA Kediri Correctional Facility. Qualitative research allows researchers to explore the meaning, perceptions, and experiences of research subjects in a contextual manner by considering the social, cultural, and policy aspects that surround the phenomenon under study. The case study design is used to intensively examine one particular case through comprehensive data collection, so as to provide a comprehensive picture of the process and dynamics of prisoner integration services as an effort of social reintegration.

The data sources in this research consist of primary and secondary data. Primary data was obtained through in-depth interviews and direct observation with ten resource persons, including structural officials, staff, and prisoners with various integration statuses (successful, about to implement, and failed to implement). Meanwhile, secondary data was obtained from official documents such as laws and regulations, agency reports, books, scientific journals, and other relevant literature that supports the discussion.

Data collection techniques included observation, interviews, and literature studies, with the aim of strengthening the validity of findings through triangulation of sources, methods, and theories. Data analysis was conducted using NVivo 12 software to organize, code, and identify key themes from the collected data. The analysis process included data reduction, data presentation, and conclusion drawing which were verified iteratively to ensure accuracy. Data validity was tested through a credibility test with triangulation, so that the data obtained could be trusted and describe the actual conditions in the field. This approach allows researchers to present rich findings in a narrative manner while being scientifically accountable.

RESULTS AND DISCUSSION

Prisoner integration services at Class IIA Kediri Correctional Facility are a form of fulfillment of the right of prisoners to return to society gradually, as stipulated in Law Number 22 of 2022 concerning Corrections. This integration program includes assimilation, conditional leave, pre-free leave, and parole which are carried out through administrative and substantive stages. Based on the results of interviews and observations, implementation in the field has followed the applicable Standard Operating Procedures, starting from submitting applications, verifying the completeness of files, eligibility assessments, to issuing recommendations submitted to related parties.

However, this study found gaps between the written policy and its implementation, especially regarding delays in file processing due to limited human resources and slow coordination across agencies. The integration service mechanism begins with the submission of an application by the prisoner or his family. After that, officers check the completeness of documents, including official identity, verdict documents, and reports on the results of coaching.

The process continues to the substantive assessment stage, which involves an interview to assess the readiness of the prisoner to undergo integration outside the prison. This assessment not only considers the inmate's behavior during the sentence, but also family support, social environment readiness, and offense history. The results of the assessment are outlined in the Community Research (Litmas) which is the basis for consideration in the approval of integration. However, the limitations of information technology and the use of manual procedures in some administrative stages make the process run slower than the expected target.

The research findings also revealed significant supporting factors. Clear regulations from the Ministry of Immigration and Correctional Affairs provide a strong legal basis for the implementation of the integration program. The high commitment of officers, despite the limited number, is the main capital for the smooth running of the service. Good cooperation with the Correctional Center (Bapas) and local government also helps the integration process run smoothly, especially in terms of post-release prisoner assistance. The role of the family also cannot be ignored, as moral and material support from the family greatly helps prisoners adapt back in society. This finding reinforces the theory that the success of social reintegration depends on the synergy between individuals, institutions and the social environment. On the other hand, the obstacles faced are no less complex. The limited number of officers makes the workload very high, especially in terms of verification and processing of integration documents.

The overcapacity of the prison population results in officers' attention being divided between general guidance and preparation for integration, which in turn affects the speed of service. External barriers are also quite prominent, such as the low understanding of the families of prisoners on integration procedures, the slow response of related agencies in document verification, and the high stigma of the community towards former prisoners. This stigma is the biggest barrier to successful reintegration, because although administratively prisoners are eligible to return to the community, social acceptance has not been fully achieved.

Analysis of the results of this study shows that in terms of policy standards, integration service procedures have been well socialized to officers, but their implementation is still affected by limited resources and the dynamics of coordination between agencies. The quality of human resources is good, but the number is not sufficient to handle the volume of work. The highly committed attitude of officers is a positive factor, although the pressure of excessive workload has the potential to reduce

service effectiveness. Internal communication between prison units is relatively smooth, but external coordination, for example with the Population and Civil Registry Office or the police, often takes longer than the target. From a social perspective, the community around Class IIA Kediri Correctional Facility still views ex-prisoners negatively, which complicates the reintegration process. Economic factors also have a major contribution, as some prisoners return to an environment with minimal employment opportunities, resulting in a greater risk of reoffending. In this context, successful reintegration requires a broader intervention, involving correctional institutions, local government agencies, non-governmental organizations, and local communities. This multi-sectoral support is important to create a conducive environment for ex-prisoners to contribute positively to society.

When compared with previous research, these findings are in line with Zulharman and Amar Ma'ruf's study (2023) which emphasizes the importance of personality development and independence as the basis for successful reintegration. However, in contrast to the findings in Watampone Correctional Facility which highlighted the effectiveness of coaching as key, in Class IIA Kediri Correctional Facility structural and social barriers are the dominant factors. In addition, these results reinforce the conclusions of Al Qisthi and Kusmiyanti (2022) that optimization of human resources as well as cross-sector coordination are key strategies to overcome barriers and improve integration success. The results of this study indicate that the implementation of integration services at Class IIA Kediri Correctional Facility has been running according to regulations, but has not been optimal due to structural, administrative and social constraints.

The success of the integration program requires increasing the capacity of officers, accelerating bureaucratic processes, as well as serious efforts to change the stigma of society towards former prisoners. These steps will determine the sustainability of the social reintegration process and potentially reduce the recidivism rate in the future.

CONCLUSIONS AND SUGGESTIONS

Based on the results of the study, it can be concluded that the implementation of prisoner integration services at Class IIA Kediri Correctional Facility has been running in line with the policy standards set by the Directorate General of Corrections, as stated in Law Number 22 of 2022 and Circular Letter of the Director General of Corrections Number PAS-526.PK.05.09 of 2024. The implementation of this program has been supported by the implementation of SOPs in accordance with regulations, and supported by the understanding and commitment of officers.

However, the study also revealed significant obstacles, including technical constraints, limited human resources, lack of responsiveness of the families of prisoners, and low public acceptance. External factors such as economic, political and social conditions also affect the effectiveness of implementation, while inconsistencies in policy implementation and an unoptimized work culture exacerbate problems in the field.

The problems identified in this study lead to the need for strategic steps to improve the quality of prisoner integration services. Policy adjustments at the field level must be made adaptively, especially when there are changes in central policy. Increasing the number and improving the competence of officers, especially in the Bimkemaswat Sub Section, is a priority to accelerate the integration process. In addition, community education about the importance of social reintegration must be intensified to reduce stigma against ex-prisoners. This effort can be strengthened by cross-sector collaboration, including the private sector, in providing employment and skills training for prisoners

before and after release.

Based on these findings, it is recommended that the leadership of Class IIA Kediri Correctional Facility play an active role in building a productive and professional work culture among employees. Collaboration between prisons, correctional centers, families and communities needs to be improved through continuous counseling and coaching programs. Greater involvement of external parties will strengthen support for prisoners in the process of returning to society. With an integrated approach, it is expected that the success rate of the integration program can increase, social stigma can be reduced, and the main goal of correctional services in the form of sustainable social reintegration can be achieved optimally.

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