

IMPLEMENTATION OF COMMUNITY INTELLIGENCE IN EARLY DETECTION OF SECURITY AND PUBLIC ORDER DISTURBANCES AT THE CLASS I PRISON IN BANDARLAMPUNG



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ABSTRACT

This study explores the implementation of correctional intelligence as a proactive strategy for early detection of security and order disturbances (kamtib) at the Class I Correctional Institution in Bandarlampung. The research is driven by systemic challenges such as overcrowding, limited personnel capacity, and the circulation of contraband, which weaken internal supervision within correctional facilities. Using a qualitative case study approach, data were collected through observations, in-depth interviews, and document analysis. The analysis is based on policy implementation theory by George C. Edwards III and intelligence theory by Sun Tzu. The findings show that correctional intelligence is implemented through three main functions: investigation, security operations, and outreach (intelligence cultivation). These functions have been initiated but are not yet optimal due to several constraints, including limited technical training, underdeveloped reporting systems, and weak coordination between units. However, persuasive interpersonal approaches in outreach activities have proven effective in obtaining important information from inmates. The study highlights the need for strategic improvements to strengthen the effectiveness of early warning systems. Key recommendations include enhancing human resource competencies, optimizing the organizational structure of correctional intelligence, and integrating information technology to improve data analysis and reporting. In addition, stronger collaboration with external law enforcement agencies is essential to build a more adaptive and anticipatory security system within correctional institutions.

Keywords: *Correctional Intelligence; Early Detection; Security and Order Disturbance; Overcrowding*

INTRODUCTION

Correctional institutions hold a central role within the Indonesian criminal justice system. Their function is not merely to serve as facilities for the execution of sentences but also as institutions of rehabilitation and reformation. The correctional paradigm emphasizes that prisoners are not solely offenders to be punished but also individuals who possess the right to change and to be treated with dignity. Ideally, prisons are envisioned as spaces for resocialization, where offenders can be prepared to reintegrate into society.

However, in practice, the reality of correctional management in Indonesia remains far removed from this ideal. One of the most critical issues facing correctional facilities is overcrowding. Data from the Directorate General of Corrections (Ditjenpas) performance report in 2023 revealed that 93.82% of correctional institutions and detention centers in Indonesia are experiencing overcrowding. The number of inmates reached 272,173, far exceeding the official capacity of 140,424. This condition reflects an occupancy ratio of almost double the ideal capacity. Overcrowding places an enormous strain on existing facilities, reduces the effectiveness of correctional programs, and overstretches human resources especially correctional officers. Recruitment of officers is conducted periodically by the government and does not necessarily correspond with the growing operational demands of correctional institutions. The imbalance between the number of inmates and staff exacerbates the risk of conflicts, violence, and systemic disorder within the prison environment.

Beyond the issue of overcrowding, prisons have increasingly become breeding grounds for misconduct and criminal enterprises. Problems range from drug trafficking and smuggling of prohibited items to violence among inmates and the granting of special privileges to certain prisoners. Several high-profile cases underscore this reality. For example, riots and arson at Lapas Banceuy in Bandung were triggered by inmate protests against sanctions imposed on a drug-related case. Similarly, the notorious case of Freddy Budiman, who was able to manage narcotics operations from within Lapas Cipinang, and the discovery of a luxurious prison cell belonging to Artalyta Suryani at Pondok Bambu Detention Center in 2011, highlight the fragility of prison supervision. These cases demonstrate that correctional facilities, instead of serving rehabilitative purposes, often become epicenters of organized crime.

As Setiyono (2019) argues, weak supervisory mechanisms open avenues for corruption, contraband smuggling, and illicit economic activities that undermine the very goals of corrections. The urgency of strengthening control mechanisms is further evident from typologies of crimes that frequently occur within correctional units. Data from Ditjenpas (2023) indicate that incidents of narcotics circulation, unauthorized possession of communication devices, and inmate violence remain prevalent. This reality necessitates the development of a modern correctional security system based on intelligence-led approaches. Early detection of potential disturbances becomes imperative to prevent escalation into riots that endanger both staff and inmates. In environments such as Lapas Kelas I Bandarlampung where overcrowding is acute and the inmate population is highly heterogeneous the likelihood of conflict, contraband smuggling, and narcotics distribution is significantly higher (Roberts, 2006; Aguirre, 2018). Hence, an intelligence-based early detection system is not merely a technical necessity but a strategic imperative in maintaining security and supporting the rehabilitative mission of corrections.

In response to these systemic challenges, the Indonesian Ministry of Law and Human Rights issued Regulation No. 7 of 2023 concerning Correctional Intelligence. This

regulation provides a comprehensive legal framework for the institutionalization of intelligence functions within correctional settings. Article 1 paragraph (2) defines intelligence as the knowledge, organization, and activities related to policymaking and decision-making based on analysis of collected information and facts. Article 1 paragraph (3) further specifies correctional intelligence as a component of state intelligence that focuses on preventive detection, early warning, and countermeasures against potential threats to national security arising within the correctional system. Philosophically, correctional intelligence differs from national intelligence institutions such as the State Intelligence Agency (BIN).

As articulated by Lilik Sujandi, former Director of Security and Order at Ditjenpas in 2019, the fundamental principle of correctional intelligence is early detection to ensure that incidents do not occur. This aligns with Article 6 of the regulation, which mandates four primary functions: gathering intelligence information, managing and analyzing intelligence, presenting intelligence data, and facilitating information exchange. Article 7 further outlines three core operational functions of correctional intelligence: investigation, security operations, and outreach (*penggalangan*). These functions are intended to serve as strategic tools for identifying, analyzing, and mitigating potential threats before they materialize.

Despite this regulatory advancement, practical implementation remains problematic. Research by Pratama et al. (2023) identifies several obstacles, including limited competencies among intelligence personnel, inadequate technological infrastructure, restricted operational budgets, and weak coordination with both internal units and external law enforcement agencies. These findings are echoed by Setiadi (2022), who highlights gaps between the regulatory framework and field realities. Nonetheless, as Yulianti et al. (2023) argue, the regulation represents a modern paradigm in correctional management by emphasizing early identification of risks to security and order. Thus, the discrepancy between normative provisions and actual practice becomes a central issue requiring closer scholarly and policy attention. Against this backdrop, an examination of the implementation of correctional intelligence in Lapas Kelas I Bandar Lampung holds particular significance. This facility is characterized not only by severe overcrowding but also by a diverse inmate population that poses complex security challenges.

Data on disturbances in security and order (*kamtib*) within this facility reveal recurring incidents that necessitate systematic intelligence-based interventions. Investigating how intelligence mechanisms especially early detection are applied in this setting provides valuable insights into the strengths and limitations of current practices. Moreover, it contributes to identifying potential improvements in human resource capacity, organizational structures, and inter-agency collaboration. The importance of this study is therefore twofold. Academically, it enriches the body of literature on correctional reform, particularly in the field of intelligence-led prison management.

Practically, it offers evidence-based recommendations for policymakers and correctional administrators seeking to enhance institutional resilience against overcrowding, contraband trafficking, and inmate violence. By analyzing the implementation of correctional intelligence in Lapas Kelas I Bandar Lampung, this research aims to bridge the gap between policy design and field realities, while also contributing to the broader discourse on building secure, humane, and rehabilitative correctional systems in Indonesia.

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.

Policy Implementation Theory (George C. Edwards III).

George C. Edwards III emphasizes that the success or failure of policy implementation is not determined merely by the quality of the policy itself, but by how effectively it is executed at the operational level. Edwards identifies four main factors that influence the success of implementation: communication, resources, disposition, and bureaucratic structure (Putra & Khaidir, 2019).

Communication refers to the clarity with which policy goals, objectives, and procedures are transmitted to those responsible for implementation. Without clear and consistent communication, there is often confusion among implementers, which leads to inconsistency in practice and potential policy failure. Resources are equally critical; no matter how well-designed a policy is, inadequate personnel, lack of training, insufficient facilities, and limited funding can render it ineffective. Disposition highlights the attitudes, willingness, and motivation of policy implementers. Even when communication and resources are sufficient, if the actors responsible for execution lack commitment or resist the policy, implementation will not succeed.

Finally, bureaucratic structure plays a decisive role in shaping how policies are carried out. Complex hierarchies, rigid procedures, and poor coordination among units can obstruct policy execution and dilute accountability. In the context of correctional facilities, Edwards' theory is particularly relevant because correctional intelligence is not merely about creating regulations but also about ensuring that officers understand the objectives, possess the resources to act, maintain positive attitudes, and operate within structures that facilitate rather than hinder implementation.

This theoretical framework enables an assessment of how correctional intelligence regulations, such as those in Permenkumham No. 7 of 2023, are applied in practice, and to what extent the four factors identified by Edwards contribute to or obstruct effective policy outcomes in preventing security disturbances.

Fundamental Theory of Intelligence (Sun-Tzu).

The second theoretical foundation derives from the strategic insights of Sun-Tzu, the ancient Chinese military strategist whose treatise *The Art of War* has profoundly shaped intelligence studies for centuries. Sun-Tzu argued that victory in any conflict depends on comprehensive knowledge of oneself, the enemy, and the surrounding environment (Saronto, 2020). His maxim "Know yourself and know your enemy and you will never be defeated" captures the essence of intelligence as a discipline of information gathering, analysis, and application. In modern adaptations, this theory has been operationalized into three principal functions: investigation, security, and outreach.

Investigation involves both overt methods, such as research, interviews, and observation, and covert techniques, including surveillance, infiltration, and wiretapping. These processes allow intelligence officers to gather critical data that can reveal potential threats before they materialize. Security, on the other hand, pertains to protective measures designed to prevent espionage, sabotage, infiltration, and other

forms of disruption. This function can be preventive, aiming to stop threats before they occur, or repressive, responding to threats that have already emerged.

Finally, outreach—or *penggalangan*—is an essential yet often overlooked dimension of intelligence. It encompasses efforts to shape perceptions, attitudes, and behaviors of individuals or groups, and is closely related to psychological operations (Hanita, 2019). Outreach may be persuasive, aiming to build cooperation and compliance, or coercive, employing strategies such as propaganda, subversion, or intimidation (Pasaribu, 2020; Hendropriyono, 2013).

In correctional contexts, these functions serve as vital mechanisms to ensure early detection of risks. Investigation helps identify contraband smuggling networks or potential inmate unrest, security measures safeguard staff, facilities, and information, while outreach strategies influence inmate behavior to maintain order and prevent conflict. Sun-Tzu's theoretical framework thus provides a timeless and universal lens for understanding how intelligence activities can be systematically deployed to anticipate, prevent, and manage threats in complex environments such as correctional facilities.

METHOD

This study employs a qualitative approach, which is considered most appropriate for exploring social phenomena within correctional institutions. The qualitative method was chosen because it allows for an in-depth understanding of early detection practices carried out by correctional intelligence officers, as well as the social dynamics occurring inside the prison.

Data were collected in narrative form through in-depth interviews, field observations, and document analysis. Guided by Sun-Tzu's Theory of Intelligence and George C. Edwards III's Policy Implementation Theory, this research seeks to interpret how effectively Regulation of the Minister of Law and Human Rights No. 7 of 2023 has been implemented in daily correctional practices. The research design applied is a case study, focusing specifically on Class I Correctional Facility in Bandarlampung. This design enables a comprehensive exploration of the phenomenon by considering various factors that influence the success or challenges of early detection implementation.

Primary data were obtained through interviews with the Head of the Correctional Facility, structural officials, intelligence officers, and selected inmates. Meanwhile, secondary data such as literature, academic journals, legal regulations, and institutional documents were utilized to support and validate the findings. Concentrating on a single location allows the researcher to observe the phenomenon directly, making the study more contextual and targeted.

Data collection techniques include observation, structured interviews, and document study. The collected data were analyzed using a descriptive method with SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis. The analytical process involved data reduction, data presentation in descriptive form, and drawing conclusions to answer the research questions. SWOT analysis was selected because it effectively illustrates internal strengths and weaknesses, as well as external opportunities and threats, influencing the implementation of early detection. Through this method, the research aims to generate comprehensive findings that contribute both theoretically and practically to strengthening the role of correctional intelligence in maintaining prison security and order.

RESULTS AND DISCUSSION

Implementation of Correctional Intelligence in Early Detection

The findings indicate that the implementation of correctional intelligence at Class I Correctional Facility in Bandarlampung has been active but remains far from optimal. Intelligence functions such as investigation, security, and mobilization are still conducted in a conventional manner. Intelligence officers primarily rely on interpersonal networks with inmates and informal communication, which, while effective in some cases, lacks standardization and technological support.

This condition makes the intelligence process reactive rather than preventive, limiting its ability to anticipate disturbances before they escalate. The absence of operational SOPs as a technical derivative of Regulation No. 7 of 2023 further contributes to inconsistencies in daily practice.

Investigation Function and Its Challenges

The intelligence unit carries out investigations to collect early information on potential disturbances. However, this function has not been supported by sufficient instruments such as digital surveillance systems, encrypted communications, or structured intelligence databases.

Instead, officers depend on direct observation and informal reports from inmates. While this approach has the advantage of building trust, it also introduces bias and data gaps, especially in the absence of systematic documentation. As a result, the ability of officers to analyze patterns, anticipate risks, and formulate preventive measures is significantly constrained.

Security and Preventive Efforts

Security measures in the correctional facility are mostly conducted through manual supervision, such as routine patrols and direct observation of inmate activities. The lack of modern security tools, such as smart CCTV and automated alarm systems, reduces the effectiveness of prevention.

Moreover, the coordination between intelligence units and security staff remains limited, resulting in fragmented responses to emerging threats. The study shows that while officers are committed to maintaining order, the absence of integrated security systems has led to inefficiencies and reactive approaches rather than structured preventive strategies.

Mobilization and Information Gathering

The mobilization function of correctional intelligence especially in gathering and managing information relies heavily on persuasive approaches toward inmates. Intelligence officers often use interpersonal communication to gain trust and extract information.

Although this method is effective in some contexts, it has not been institutionalized into a formal intelligence culture. The absence of systematic training in psychological or communication strategies means that mobilization outcomes vary greatly depending on individual officers' skills. This indicates the urgent need to standardize mobilization strategies with measurable indicators and professional guidelines.

Obstacles in Implementation

The study reveals several obstacles that hinder the optimal implementation of

correctional intelligence in Class I Correctional Facility Bandarlampung. The first and most prominent challenge is the limited number and quality of intelligence personnel, which creates a significant imbalance between workload and available human resources. This situation is further exacerbated by the lack of specialized technical training, causing officers to rely more on personal intuition and informal methods rather than standardized professional approaches.

In addition, the infrastructure and analytical tools required to support structured intelligence operations remain inadequate, making it difficult to transform raw information into actionable intelligence products. Coordination with external institutions, such as the police and the National Narcotics Agency (BNN), is also weak, despite the fact that many security disturbances originate from or are connected to external criminal networks.

Lastly, the absence of an institutionalized intelligence culture prevents the development of collective responsibility and shared commitment among officers, which is crucial for sustaining early detection mechanisms. Together, these obstacles demonstrate the existing gap between regulatory frameworks and practical realities in the field, showing that while Regulation No. 7 of 2023 provides a normative foundation, its implementation remains inconsistent and ineffective without comprehensive operational support.

Policy, Theory, and Practice

The implementation gaps identified in this study can be analyzed through George C. Edwards III's Policy Implementation Theory, which emphasizes communication, resources, disposition, and bureaucratic structure. In the case of Bandarlampung, communication breakdowns between policy makers and implementers, resource limitations in terms of personnel and infrastructure, varied attitudes among officers, and bureaucratic rigidity all contribute to suboptimal outcomes.

From the perspective of Sun-Tzu's Theory of Intelligence, the absence of comprehensive understanding of self, adversary, and environment limits the intelligence unit's ability to achieve preventive security. Without proper tools and analytical support, officers cannot fully map risks, anticipate threats, or strategically counter potential disruptions. Thus, while intelligence officers demonstrate commitment, their structural limitations weaken their ability to act proactively.

Implications for Correctional Management

The findings suggest that enhancing correctional intelligence requires comprehensive reforms. First, systematic training is necessary to improve officers' investigative, analytical, and communication skills. Second, the adoption of technological support, such as integrated surveillance systems and digital intelligence databases, is essential. Third, inter-agency coordination must be strengthened through formal mechanisms and joint operations. Finally, an institutionalized intelligence culture needs to be cultivated to ensure collective responsibility in maintaining prison security.

CONCLUSIONS AND SUGGESTIONS

The implementation of correctional intelligence in the early detection of security and order disturbances at Class I Correctional Facility Bandarlampung has been active but remains suboptimal. Core functions such as investigation, security, and mobilization are still carried out in conventional ways, lacking support from modern technology and standardized risk indicators.

As a result, intelligence responses tend to be reactive, while information gathering relies heavily on interpersonal relationships among officers without structured reporting and documentation systems. Security monitoring also remains manual due to the absence of digital tools such as smart CCTV or automated alarm systems, while the Minister of Law and Human Rights Regulation No. 7 of 2023 has not yet been fully translated into consistent operational SOPs. Overall, the study identifies five major obstacles in the implementation of correctional intelligence: (1) limited number and quality of human resources; (2) lack of technical training; (3) insufficient analytical facilities and infrastructure; (4) weak external coordination; and (5) the absence of an institutionalized intelligence culture. These challenges hinder the preventive function of correctional intelligence, making its role more reactive than proactive.

Therefore, a comprehensive improvement is required, covering aspects of policy, technology, professional training, and inter-agency collaboration to ensure that intelligence functions effectively and sustainably in carrying out its preventive role. To improve the effectiveness of early detection, the most urgent step is enhancing the quality of correctional intelligence personnel through technical training that is relevant to field demands.

Furthermore, the provision of technological support is essential, including surveillance systems such as CCTV, encrypted communication devices, and an internal intelligence database to accelerate analysis and decision-making. Regulation No. 7 of 2023 should also be translated into clear operational guidelines to ensure uniform implementation across all levels. Information mobilization strategies should adopt a more systematic communication approach rather than relying solely on persuasion, in order to engage key inmates effectively.

Lastly, external coordination with the police, the National Narcotics Agency (BNN), and other relevant agencies must be strengthened, given that many potential disturbances involve cross-sectoral networks. Without these improvements, the role of the Correctional Intelligence Unit risks remaining symbolic, with minimal impact on the overall stability of the correctional facility.

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