

Analysis of the Form Adaptation of Detention Centers in the DKI Jakarta Area in Providing Detention Services to Presidential Instruction No. 1 of 2025

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ABSTRACT

Presidential Instruction No. 1 of 2025 on budget efficiency significantly affects public services, including healthcare in State Prisons (Rutan) in the DKI Jakarta area. This study analyzes how Rutan adapts to maintain healthcare quality amid financial constraints. Using a descriptive qualitative approach—through interviews, observations, and document studies—key informants include the Head of Detention Center, clinic officers, and inmates. Findings reveal that budget cuts hinder the procurement of medicines, medical equipment, and health worker training. However, services persist through adaptation strategies such as bulk procurement, use of generic drugs, and cross-sector collaboration with health centers and hospitals. The adaptive leadership of the Head of Rutan plays a crucial role by prioritizing needs and fostering innovation. Despite facility limitations, medical personnel rotation, health block services, and referrals remain operational. Some officers also demonstrate empathy by providing personal support to inmates. An analysis using Kurt Lewin's change theory identifies three phases: unfreeze (realizing the need for change), change (implementing adaptation), and freeze (establishing new norms). SERVQUAL analysis shows the tangible aspects are limited, but reliability, responsiveness, assurance, and empathy remain intact, ensuring continued inmate satisfaction. Thus, adaptation in Rutan goes beyond technical fixes—it represents a cultural shift towards more humane, collaborative, and flexible service delivery. The study highlights that budget efficiency must not compromise inmates' fundamental health rights, and emphasizes the importance of strategic management and adaptive leadership to sustain essential services.

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INTRODUCTION

The penitentiary system in Indonesia has an important role in maintaining social stability and public order. In Law Number 12 of 1995 concerning Corrections, it is explained that correctional facilities are part of the criminal justice system which aims to foster inmates so that they can return to becoming good members of society. The State Prison (Rutan) as a technical implementation unit (UPT) plays a central role in providing services to prisoners, starting from the reception, placement, to release of prisoners (Ministry of Law and Human Rights of the Republic of Indonesia, 2022).

Services for prisoners are not only limited to physical aspects, but also include the fulfillment of spiritual needs, education, health, recreation, and the right to humane treatment. This is in accordance with the mandate of Article 7 which regulates the basic rights of prisoners, including proper health services and protection from acts that harm the physical and mental health (Ministry of Law and Human Rights of the Republic of Indonesia, 2022). Thus, the quality of services provided by the Detention Center greatly determines the success of the correctional goals themselves.

However, these ideal conditions face challenges when the government issues a policy on state budget efficiency. Through Presidential Instruction Number 1 of 2025, the President of the Republic of Indonesia stipulates budget savings of IDR 306.6 trillion, including cuts in ministries/institutions spending and transfers to the regions (State, 2025). This policy was taken with the aim that the state budget could be used more effectively and on target, but at the same time had a direct impact on the performance of related institutions, including the Ministry of Immigration and Corrections.

The Ministry of Immigration and Corrections is one of the agencies that has experienced significant cuts. The budget, which previously reached IDR 6.7 trillion, was cut to IDR 2.9 trillion for capital expenditure, while employee spending was maintained (IDN Times, 2025). This poses a major challenge for the implementation of correctional programs and services, especially in meeting the basic needs of inmates who cannot be postponed, such as health and foodstuffs.

Budgets are an important instrument in organizational planning and control. Through the budget, an institution can determine program priorities, evaluate performance, and control the course of activities (Gaddafi, 2024). Therefore, the reduction in the budget will have a direct effect on the management strategy carried out by the Directorate General of Corrections and all UPTs under it, including Rutan. Budget efficiency requires policy adjustments, especially in allocating limited resources to the needs that are considered most crucial.

Based on data from the Ministry of Finance, the remaining budget received by the Directorate General of Corrections after efficiency is focused on employee spending, basic needs, and food items for the inmates. Meanwhile, several budget posts such as office operational expenditure, the construction of UPT facilities, and technical facilities were cut to zero (Ministry of Finance of the Republic of Indonesia, 2025). This condition clearly limits the space for Rutan to provide optimal services, especially in the health sector, because the available funds are not proportional to the real needs in the field.

The challenges are even more difficult when paying attention to the phenomenon of overcrowding or overcapacity experienced by several prisons in Jakarta. Data shows, for example, the Salemba Detention Center, which has a capacity of 1,450 people, must accommodate more than 2,100 prisoners, while the Cipinang Detention Center holds 1,682 people from a capacity of only 1,100 people (Anggraeni, 2022). This excess capacity has direct implications for the increasing burden of service costs, including health, nutrition, and hygiene needs, which are increasingly difficult to meet with limited budgets.

In conditions like this, the leadership role of the head of the detention center becomes very crucial. Leaders are required to be able to make the right decisions, set priorities, and collaborate with external stakeholders to cover the lack of resources. Firmansyah (2022) stated that the back and forth of a correctional organization is greatly influenced by the leadership style, because it is the leader who controls the direction of policies and the implementation of programs in the field.

Not infrequently, leaders are faced with a dilemma between complying with rigid rules and the need to be flexible in crisis situations. Ahmad (2020) emphasized that many leaders are trapped in formal bureaucracy so they are slow to make decisions in emergency conditions. In fact, budget efficiency requires agility in determining the scale of priorities so that services to prisoners are not disrupted. Thus, the adaptability of leaders is the main key to the sustainability of public services in Prison.

Based on this description, this research is important to understand how the Head of Detention Center in Jakarta responds to the budget efficiency policy set by the government. The main focus is directed at adaptation strategies in health services, considering that this aspect is a basic need for prisoners as well as one of the rights guaranteed by law. The results of the research are expected to make a theoretical and practical contribution to the development of correctional policies, especially in dealing with budget limitations without reducing the quality of services for inmates.

METHOD

This research uses a qualitative approach because it aims to understand in depth the form of adaptation of the State Prison (Rutan) in Jakarta in facing budget efficiency policies. According to Creswell (2013), a qualitative approach is a research process to explore and understand the meaning that is considered to come from social or humanitarian problems. The researcher seeks to explore information narratively and interpretively so that the phenomenon can be understood in its entirety. This approach is also in line with the opinion of Moleong (2017) who emphasizes that qualitative methods are used to understand complex phenomena through direct interaction with the research subjects.

The design used is qualitative descriptive. Whitney in Nazir (2014) explained that descriptive research aims to describe existing phenomena factually and systematically. With this approach, researchers not only try to describe the condition of the prison after the budget cuts, but also interpret the data obtained from the field. Kusumastuti and Mustamil (2019) added that descriptive qualitative methods are effective in understanding the habits, attitudes, and adaptation patterns of a community group or organization.

The data sources in this study are divided into two, namely primary data and secondary data. Primary data was obtained directly through interviews with the Head of Prison, polyclinic employees, companion prisoners, and prisoners' families. According to Sugiyono (2019), primary data has a high level of authenticity because it is obtained directly from relevant subjects. Secondary data was obtained through supporting documents such as financial statements (RKAKL), archives of drug procurement receipts, health service records, and internal reports of the detention center.

The data collection technique was carried out through observation and structured interviews. Observation allows researchers to see firsthand how health services in the prison are carried out, as well as validate document data. According to Catwright in Murdiyanto (2020), observation is a systematic recording of observed phenomena. Meanwhile, structured interviews are used to ensure that the data obtained is consistent. Lincoln and Guba in Murdiyanto (2020) stated that interviews in qualitative research aim to explore the views, experiences, and perceptions of research participants.

Data analysis was carried out using the Miles and Huberman interactive model which included three stages: data reduction, data presentation, and conclusion drawn. According to Miles, Huberman, & Saldana (2014), data reduction means selecting important information and simplifying field data. Data presentation is done through narratives, tables, or charts to clarify interpretation. The final stage is the withdrawal of provisional conclusions that continue to be verified until a valid final conclusion is obtained.

The validity of the data was tested using source triangulation and triangulation techniques. Triangulation of sources was carried out by comparing information from the Head of Prison, polyclinic employees, prisoners, and prisoners' families. Meanwhile, technical triangulation is carried out by matching data from observations, interviews, and supporting documents. According to Moleong (2017), triangulation is an effective way to increase the credibility of qualitative data. In addition, reference materials in the form of authentic documents and field photos are also used to support the validity of the findings.

This research was carried out in three State Prisons in the DKI Jakarta area, namely the Class I Cipinang Prison, the Central Jakarta Class I Prison (Salemba), and the Class I Prison Pondok Bambu. The subject of the study was determined by purposive sampling, which is to select informants who have direct knowledge and experience related to the phenomenon being studied (Sugiyono, 2019). The main informant is the Head of the Detention Center, while the supporting informants include polyclinic employees, companion prisoners, and prisoners' families.

The research was carried out through several stages: (1) preparation, namely literature study and preparation of interview instruments; (2) data collection, through observation, interviews, and documentation; (3) data analysis, with Miles & Huberman's interactive model; and (4) the preparation of research reports. This flow is arranged so that research can run systematically, in accordance with the principle stated by Creswell (2019), that qualitative research must be flexible but still have a clear work structure.

RESEARCH RESULTS

The 2023 "Analysis of Health Services Quality Using SERVQUAL Method in Correctional Institutions Class IIA Kotabumi" shows that health services in Kotabumi Prison have not fully met the expectations of inmates. Respondents reported that there was a gap between expectations and perceptions, especially in the reliability and tangible dimensions. (Undana Journal). The study "Implementation of Health Services to Prisoners in Overcrowded Conditions at Class IIA Ambarawa Prison" (2022) illustrates that overcrowding conditions (overcapacity) cause health facilities such as the number of nurses and supporting facilities to be inadequate. There is only one nurse who treats many patients and doctors are not always available. (Undana Journal)

In the study "Optimization of Health Services for Prisoners by the Pematangsiantar Class IIA Correctional Institution" (2025), it was found that the quality of services in general has met minimum standards, but the responsiveness and reliability of services are still often hampered by limited human resources and medical facilities. (Undana Journal). The study "Nursing services as perceived by inmates in correctional facilities in Jakarta, Indonesia: A qualitative study" (2021) reported that overcapacity reached 87-303% in several prisons/rutans in Jakarta. One nurse has to serve up to about two hundred inmates. In return, nurses experience burnout and are unable to adequately respond to all physical, psychological, social, and spiritual needs. (Belitung Raya)

The study "Implementation of Health Services for Elderly Prisoners in Class IIA Kuningan Prison" (2025) revealed that although the relationship between officers and elderly inmates is good and transparent, the quality of services is not optimal due to limited medical facilities and human resources. (Undana Journal)

In a study of BPJS users in Purwokerto Prison (Class IIA), it was found that the quality of health clinics has a significant positive influence on the satisfaction of inmates. Factors such as ease of access, facilities, and the competence of medical officers are important elements that increase satisfaction. (DOAJ). Research at Curup Prison (Class IIA) showed that 23.7% of the variability of inmate satisfaction was explained by the variable quality of health services, the rest (76.3%) was influenced by other variables that were not measured. This indicates that although health services are important, there are still many aspects beyond medical quality that affect the satisfaction of the inmates. (Undana Journal)

The study "Evaluation of the Healthy and Fit Prison Program (LASEGAR)" at the Class IIB Sukabumi Prison (2024) reported that the coverage of programs such as COVID-19 vaccination (86%), non-communicable disease screening (78%), and HIV screening (30%) has been successfully increased. However, limited funds and human resources remain an obstacle. (Journal of Researchers)

In the latest study in Cipinang (Class I Detention Center), health services are faced with a significant increase in the number of patients. Empirical data show that the remaining budget from the previous year still underpins most of the medical equipment procurement needs, but informants' awareness that in the near future pressure will increase if facilities are not expanded or updated. (this is in accordance with the research data of Rutan-Cipinang informant Doctor Yulius).

In Pondok Bambu, the informant of the Head of the Polyclinic said that drug shopping is now immediately spent once a large spend, no longer gradually. This strategy is an adaptation to ensure that the stock of drugs remains, even if flexibility decreases. The perception of the inmates in Cipinang shows that the types of drugs have begun to be more diverse than before (e.g. "Sanmol" and "Paracetamol Forte"), although they are also aware that some drugs are generic, no longer patented. It shows the adaptation of quality and quantity on the side of the recipient of the service.

In terms of reliability, although HR training is no longer routinely carried out due to limited funds, the picket system and the presence of medical personnel are still monitored and maintained. Services in healthy blocks remain, although the quality of training is stagnant. Responsiveness remains a key focus: medical officers continue to carry out routine checks on the block, respond to complaints even at night, and the leadership of the correctional facility is directly involved in supervision so that responses to urgent conditions are not delayed.

The assurance dimension is also maintained: patients' rights to services are guaranteed, including referral services to outpatient hospitals when necessary, and there is no discrimination against the status of prisoners (new, incarcerated, or permanent inmates). The dimension of empathy emerges as an element of work culture: officers use personal funds if stocks of soap or other hygiene items run out, provide personalized health education, and treat inmates as whole human beings, not just prisoners.

DISCUSSION

The budget efficiency carried out by the government has direct implications for health services in Detention Centers. Research shows that budget constraints reduce the ability of institutions to provide adequate medical facilities. A study at Ambarawa Prison found that overcrowding conditions coupled with limited medical equipment resulted in suboptimal health services (Widyardi & Rachmayanthi, 2022).

The quality of health services is influenced by reliability, responsiveness, assurance, empathy, and tangible factors. However, the tangible dimension is most often hampered due to limited medical facilities and the number of health workers. This can be seen in research at Kotabumi Prison which highlights the gap between the expectations of inmates and the real facilities available (Kurnia & Pangestuti, 2023).

Despite the limitations, some Correctional Units are able to optimize services through adaptive strategies. Research at Pematangsiantar Prison shows that despite limited resources, services can still be carried out by maximizing existing health workers and cross-sector cooperation (Sitorus & Yuska, 2025).

The overcapacity factor is the main challenge. In Jakarta, the occupancy rate of prisons/rutans reaches 87-303% of capacity, so that one nurse can serve up to 200 inmates. This condition affects the quality of care, including psychological and spiritual aspects that are not paid attention to (Sinaga et al., 2021).

Efforts to maintain health services are not only carried out by improving facilities, but also program innovations. For example, the LASEGAR program at Sukabumi Prison, which focuses on the prevention of infectious and non-communicable diseases, has succeeded in increasing vaccination and screening coverage despite budget and human resource constraints (Kamila et al., 2024).

Research at the Kuningan Prison on elderly inmates shows that social interaction and information disclosure are quite good, but limited health facilities are a serious obstacle. This shows that special attention is needed for vulnerable groups such as the elderly in prisons (Hamzah & Santoso, 2025).

The dimension of satisfaction of the inmates is also an important indicator. Research at Purwokerto Prison found that the quality of health clinic services has a significant positive effect on BPJS user satisfaction. This means that improving the quality of services will have a direct impact on positive reception from inmates (DOAJ, 2024).

However, research at Curup Prison shows that the quality of health services only explains a small part (23.7%) of the variation in inmate satisfaction. The rest is influenced by other factors such as the environment, food, and social interaction. This shows that health services should be seen as part of a broader service system (Alfredo & Rifani, 2020).

In the context of budget efficiency, the role of leadership is crucial. The Head of Detention Center must be able to direct priorities, establish cooperation with external stakeholders, and ensure that basic health rights are still fulfilled. Firmansyah (2022) emphasized that adaptive leadership greatly determines the success of services in the midst of limitations.

Overall, it can be concluded that budget efficiency has a significant impact on health services in Rutan. However, through program innovation, cross-sectoral cooperation, and adaptive leadership, health services can still be maintained to meet minimum standards. The challenge ahead is how to make efficiency without sacrificing the basic rights of prisoners as human beings who still have to get proper health services (Ahmad, 2020).

CONCLUSION

Based on the results of the research on the form of adaptation of State Prisons in the DKI Jakarta area in providing services to Presidential Instruction No. 1 of 2025 concerning budget efficiency, it can be concluded:

1. Budget efficiency has a direct impact on health services. Funding cuts have led to limitations in the procurement of medicines, medical facilities, and training of health workers. However, the service did not stop because the prison tried to adapt so that the basic rights of the inmates were still fulfilled.
2. The adaptive leadership of the Head of Detention Center is a key factor. Leaders are able to prioritize needs, establish cross-sector cooperation (health centers, hospitals, health offices), and direct officers to continue to provide optimal services in the midst of limitations.
3. Health services continue to run according to procedures. The picket system for medical personnel, block control, and medical referrals is still in place. Some officers even showed personal concern by helping the inmates use personal resources.
4. The adaptation of change can be analyzed with Kurt Lewin's theory.
 - a. Unfreeze: there is an awareness of the need for change due to budget efficiency.
 - b. Change: implementation of adaptation strategies in services.
 - c. Freeze: the establishment of new work patterns as sustainable standards.

5. The quality of public services can be explained by the SERVQUAL theory. Although the tangible dimension has undergone adjustments due to limited facilities, the dimensions of reliability, responsiveness, assurance, and empathy are still maintained so that the inmates still feel served properly.

Overall, the adaptation carried out is not only a technical change, but also a transformation of a work culture that is more humane, flexible, and responsive to budget constraints.

Suggestion

1. For the Ministry of Law and Human Rights/Directorate General of PAS, it is expected to pay more attention to the allocation of the health budget, because medical services are basic rights that should not be compromised.
2. For State Prisons, it is recommended to continue to strengthen cross-sector cooperation with health centers, referral hospitals, and NGOs so that internal limitations can be covered by external support.
3. For Rutan Leaders, it is important to maintain an adaptive and responsive leadership style, as well as open up space for innovation for staff to come up with creative solutions in dealing with limitations.
4. For Health Service Workers, psychological support, additional training, and adequate work facilities should be provided, so that they are still able to work optimally despite facing work pressure and budget limitations.
5. For further research This research can be used as a basis to further explore the influence of budget efficiency on other aspects of services in prisons, such as education, spiritual coaching, visiting services, and social reintegration programs.

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