

Correctional Revitalization: A Systemic Solution for High-Risk Prisoners

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Accepted: 03-12-2025. Revised: 11-12-2025 Approved: 18-12-2025 Published: 20-12-2025

DOI: 10.30596/dll.v11i1.26762

How to cite:

Suroso, T (2026). "Correctional Revitalization: A Systemic Solution for High-Risk Prisoners". De Lega Lata: Jurnal Ilmu Hukum, Volume 11 (1): p. 119-127

Abstract

Data from the Directorate General of Corrections on the <https://sdppublik.ditjenpas.go.id/> website as of August 2, 2025, recorded that the number of prisoners and detainees in Indonesia reached 281,790. Meanwhile, the total capacity of all correctional institutions (Lapas) in Indonesia can only accommodate 147,530 people. This condition indicates a 90% overcrowding. This overcrowding is a crucial issue because it has the potential to cause disturbances to security and order, such as attempted escapes, controlling drug trafficking from within prisons, the spread of radical ideology, and repeated violations of rules. These behaviors are indicators of an increase in the risk level of prisoners into the high-risk category. The emergence of high-risk prisoners is a serious challenge within the correctional system. In an effort to address this, the Ministry of Law and Human Rights issued Regulation of the Minister of Law and Human Rights of the Republic of Indonesia Number 35 of 2018 concerning the Revitalization of Correctional Implementation. This policy regulates the development of prisoners based on their risk level. This paper aims to analyze the implementation of the correctional revitalization policy as a systematic solution in handling high-risk prisoners.

Keywords: *Revitalization, Correctional, High Risk.*

INTRODUCTION

The Revitalization of Correctional Services aims to increase the objectivity of assessing changes in the behavior of prisoners, convicts and clients as a guideline in the implementation of services, guidance and mentoring (Revitalisasi Penyelenggaraan Pemasyarakatan, 2018a). Judging from the drafting of the Revitalization of Correctional Services, it can be said that the creation of Correctional Revitalization is intended to provide services, guidance, and mentoring based on behavioral changes of detainees, prisoners, and clients. In general, Correctional Institutions (Lapas) are institutions or places that carry out the function of mentoring convicts (Pemasyarakatan, 2022). In this case, it can be understood that the development activities are carried out to improve the quality of prisoners.

Imprisonment essentially has two primary goals: to deter criminals and to fulfill a sense of justice for victims and society. Traditionally, the prison system has been identified with a retributive approach, namely the imposition of punishment as retribution for unlawful acts.

Punishment is imposed to demonstrate that such acts are unacceptable to society and must be compensated for by the loss of freedom through imprisonment. However, developments in modern criminal law, including in Indonesia, demonstrate a paradigm shift in understanding the function and purpose of imprisonment itself. In Indonesia, the prison system has transformed from a retributive approach to a more humanistic and rehabilitation-oriented one. This seriousness is reflected in Law Number 22 of 2022 concerning Corrections. The correctional system views prisoners not merely as criminals who must be punished, but as individuals with the potential to change, improve, and be reintegrated into society as better and more productive individuals.

Imprisonment in the Indonesian correctional system is not solely intended as a form of punishment, but also emphasizes the developmental aspect. Correctional institutions (Lapas), which serve as places to serve their sentences, also serve as a means to foster personality and increase the independence of inmates. Various development programs are implemented, encompassing personality, independence, and spiritual development, including job skills training, counseling, rehabilitation, formal and non-formal education, and religious services. The primary goal of these programs is to reduce recidivism rates and prepare inmates to adapt and contribute positively to society upon release. Thus, the Indonesian prison system has conceptually shifted from a retributive paradigm to a restorative and rehabilitative one. This new paradigm places development and social reintegration at the core of criminal punishment, with the hope that inmates will become better individuals, deter repeat offenses, and be able to contribute positively to society. This transformation is crucial for creating a legal system that is not only firm but also just and humane. The development program implemented in correctional institutions is a concrete manifestation of this new paradigm, where punishment is not only interpreted as retribution for unlawful acts, but also as a rehabilitation effort to prepare prisoners to return to society.

The concept of treating lawbreakers was first proposed in 1963 by Dr. Sahardjo, S.H., who was then serving as Minister of Justice in the Third Working Cabinet. This idea was conveyed in a speech for the award of an Honorary Doctorate from the University of Indonesia, entitled "The Banyan Tree of Protection." In his speech, Dr. Sahardjo introduced the symbol of the banyan tree, inspired by the symbol of justice in Roman mythology, as a representation of the correctional system. This Correctional System became a concept of approach used to handle prisoners with the aim of fostering and rehabilitating prisoners, not just simply imposing punishment. The main goal of this concept is for prisoners to return to society as responsible and productive individuals.

The basic principle of the correctional system is respect for human rights, where prisoners retain their rights as human beings even though their freedom is restricted through guidance and reintegration programs. Handling prisoners through guidance programs must be carried out humanely and still uphold human dignity and rights. Social reintegration is also a basic principle of the correctional system, which focuses on preparing prisoners to return to normal life and integrate into society and eliminate the negative stigma against former prisoners. This concept is implemented in Law Number 12 of 1995 concerning Corrections, which has been amended because the law is no longer relevant to legal developments in Indonesia and does not fully

reflect the needs of the correctional system implementation, thus being replaced by Law Number 22 of 2022 concerning Corrections.

The increase in the number of prison and detention center inmates has resulted in increasingly dense housing (overcrowding) (Novian, 2018). Unfortunately, this has not been matched by an increase in the number of facilities and adequate infrastructure. One of the results of research conducted by the Human Rights Research and Development Agency, the Indonesian Ministry of Justice and Human Rights, shows that along with overcrowding, a number of prisons and detention centers are experiencing many problems. The greater the number of inmates, the greater the potential for conflict. An update as of August 2, 2025, shows that the condition of inmates in Special Child Development Institutions, State Detention Centers, and Correctional Institutions in Indonesia has reached 190% (out of a total of 281,790 inmates) with a capacity of only 147,530 inmates according to the Correctional Database System. This indicates overcrowding of 90%.

Overcrowding has an impact on the suboptimal guidance and security within correctional institutions, causing inmates to attempt to do things that are contrary to the rules, such as attempted escape, controlling drug distribution within the prison, radicalism, and repeated violations of discipline, which in this case can be categorized as high-risk inmates. The presence of high-risk inmates is feared to disrupt the correctional system, so policies are needed to regulate and guide high-risk inmates. Special treatment or different treatment for high-risk inmates is due to the needs and risks inherent in them (Haryono, 2017a). The implemented policies are expected to create a safe and conducive correctional system for the development of high-risk inmates. Revitalization through Regulation of the Minister of Law and Human Rights of the Republic of Indonesia Number 35 of 2018 concerning the Revitalization of Correctional Services serves as the basis for the state's efforts to address the challenges posed by the presence of high-risk inmates. The Revitalization of Correctional Services itself arose amidst efforts to optimize correctional services in the treatment of inmates, detainees, and clients, as well as to protect the ownership of evidence (Revitalization of Correctional Services, 2018b). In this regard, it is understandable that the policies contained in the Revitalization of Correctional Services can be a systematic solution for high-risk inmates.

METHOD RESEARCH

The data collection technique used in this study was the Library Research method. This library study is a data collection technique conducted by reviewing books, literature, notes, legal materials, articles, and research reports related to the topic under discussion. Data analysis techniques were carried out qualitatively, through the processes of data reduction, data presentation, and drawing conclusions. By writing using this approach, it is hoped that it will provide a comprehensive picture that Correctional Revitalization can be a systematic solution for dealing with high-risk inmates.

DISCUSSION

The overcapacity of correctional institutions results from the increasing number of inmates entering the institution without a corresponding increase in physical capacity and human resources. The percentage of new inmates entering the institution shows a significant

imbalance compared to the number of inmates released or released from the institution each year. The difference between the number of inmates entering and leaving the institution often shows a very large gap, resulting in a surge in the number of inmates that cannot be accommodated optimally. This condition causes the correctional institution to become increasingly crowded and overcrowded, which directly impacts the effectiveness of the inmate guidance and supervision program. The very unequal ratio of correctional officers to inmates is also a serious problem, because the number of officers is far fewer than the number of inmates, resulting in the inability to carry out supervision, security, and guidance tasks optimally. This makes the primary goal of correctional institutions, which is to develop inmates so they can return to being good citizens after serving their sentences, difficult to achieve optimally. This can lead to disturbances in security and order, where inmates will freely violate prison regulations due to the lack of supervision and guidance.

An update as of August 2, 2025, shows that overcrowding in Special Child Development Institutions, State Detention Centers, and Correctional Institutions in Indonesia has reached 90% (with a total of 281,790 inmates), while the available capacity is only 147,530 inmates. This overcrowding can cause problems that suboptimally function the correctional system. Problems arising from this overcrowding often lead to security and order disturbances in the form of escape attempts, drug trafficking control within prisons, radicalism, and repeated violations of rules. These behaviors can be categorized as high-risk inmates. The impacts that influence the presence of high-risk inmates due to this overcrowding include:

- a. An imbalance between supervision and guidance. The main problem arises from the limited number of prison officers compared to the large number of inmates and prisoners entering the prison, resulting in inadequate supervision and guidance for prisoners.
- b. The high prevalence of disease is due to a shortage of medical personnel and medicines due to the increasing number of inmates. Overcapacity in prisons can increase the spread of disease. Poor hygiene and overcrowding are the main sources of disease outbreaks in prisons. Growing evidence indicates that a large proportion of inmates suffer from highly contagious and life-threatening diseases (Austin, 2004).
- c. An increase in violence within the prison blocks, both between inmates and new inmates. The increasing number of inmates is a major factor in the unfavorable conditions in prisons, which can lead to conflicts between inmates that can lead to violence.
- d. The spread of radical or extreme ideologies is due to the presence of inmates who already adhere to these beliefs. Inadequate supervision and guidance due to the imbalance between the number of inmates and officers facilitates the indoctrination of vulnerable inmates. Under these conditions, inmates with radical views, particularly those convicted of terrorism, have a high potential to spread their teachings or ideology by persuading fellow inmates to follow radical teachings through personal approaches and covert study activities within the prison.
- e. The freedom afforded by inmates due to the lack of supervision by officers allows drugs and prohibited items to easily circulate within the prison. The disproportionate number of officers to the increasing number of inmates contributes to the lack of

supervision and security. This situation creates a loophole for the entry of drugs and other prohibited items that should not be within the prison environment.

Determining high-risk status is not done haphazardly. The categorization of high-risk inmates is based on the results of the Community Research (Litmas) and the recommendations of the Correctional Observation Team. This assessment is objective and comprehensive, taking into account personality, criminal background, and the inmate's attitudes and behavior during their sentence. Based on the assessment conducted by correctional officers, each inmate has a different risk qualification, including high-risk, medium-risk, and low-risk inmates. These risk qualifications require different treatment (Haryono, 2017b). Each category requires appropriate treatment, supervision, and development methods tailored to the level of risk. In the context of high-risk inmates, this classification is crucial because inmates in this category typically exhibit signs or tendencies of endangering behavior, both threatening the stability of prison security and the potential for radicalization, violence, and negative influence on other inmates.

In order to handle high-risk prisoners, the Director General of Corrections has established the Directorate General of Corrections Regulation Number: PAS-58.OT.03.01 of 2010 concerning the Standard Procedures for the Treatment of High-Risk Prisoners (Protap for the Conduct of High-Risk Prisoners). High-risk prisoners must receive special treatment to reduce or even eliminate the risks they pose. The categorization and guidance of high-risk prisoners is implemented based on the revitalization of correctional administration. The ongoing correctional revitalization has attracted public attention. This policy, which is considered a new face in correctional administration, is emphasized as being able to provide a solution in resolving problems related to prisoners based on their risk level. Not only in terms of its effectiveness but also in its application to the enforcement of Human Rights.

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1. Correctional Supervisors are officers responsible for carrying out correctional duties, including observing, managing, and assisting inmates in their development.
2. Correctional Security Officers are correctional officers who maintain security to ensure safety and order in and around correctional institutions.
3. Community Supervisors: Correctional officers who conduct community research (litmas), supervision, guidance, and support for clients.

These three elements of guidance support the success of Correctional Revitalization in reducing the level of risk of prisoners. By increasing the capacity of Correctional Supervisors, Correctional Security, and Community Guidance, it is hoped that the goals of Correctional Services will be achieved. Regulation of the Minister of Law and Human Rights of the Republic

of Indonesia Number: 35 of 2018 concerning the Revitalization of Correctional Services is the basis for the seriousness of the state in efforts to reduce the presence of high-risk prisoners. Revitalization of Correctional Services is an effort to optimize the implementation of correctional services as a form of treatment for Detainees, Inmates and Clients as well as protection of ownership rights to evidence. The implementation of the correctional system must be an important attention that must be pursued in order to maintain national security and order. Law Number 22 of 2022 concerning Correctional Services, Article 54 paragraph (3) explains that to provide services or guidance to high-risk prisoners, it is done by:

1. Placement in a specific location; and
2. Provision of service or development programs in coordination with relevant agencies.

Super Maximum Security Prison is a prison classification intended for high-risk inmates. As stipulated in the Correctional Revitalization regulations, elements that classify high-risk inmates include those who pose a risk of endangering state security and/or public safety. These elements will be considered in the assessment, which will then be presented in the Community Research (Litmas) and discussed in the Correctional Observation Team (TPP) meeting to provide recommendations for placement and guidance. Unlike other prison systems, the system for fostering high-risk inmates uses individual segregation. In room placement, one inmate is placed in one room (one person, one cell) (Yuliyanto, 2021). This system is similar to the Pennsylvania system in placing prisoners. The difference with the Pennsylvania system lies in the pattern of correction and the purpose of imprisonment. In the Pennsylvania system, the purpose of imprisonment is to deter prisoners and avenge their actions (Ardiansyah, 2020). The pattern of correction applied in the Pennsylvania system involves giving prisoners work in their cells, only providing them with reading material in the form of holy books, and strictly prohibiting them from communicating with others or receiving visits (Aryana, 2015). In the Revitalization of Correctional Implementation, the aim of imprisonment at the Super Maximum Security stage for high-risk prisoners is to raise the prisoners' self-awareness, which emphasizes changing the attitudes and behavior of prisoners, which has implications for reducing the level of risk and protecting society.

The revitalization of correctional institutions emphasizes that high-risk inmates receive differentiated treatment to encourage behavioral change and reduce risk levels. This aligns with the objectives of Minister of Law and Human Rights Regulation Number 35 of 2018 concerning the Revitalization of Correctional Institutions. In the implementation of guidance for high-risk inmates, all activities are restricted, including contact with prison officers, communication with other inmates, and family visits. Resistance from inmates to this guidance system is highly likely, given their limited mobility and social interaction. Nevertheless, the implementation of this strict guidance pattern is expected to lead to slow and gradual behavioral changes. The guidance program, implemented using an individual separation method, is implemented with the aim of determining inmates' self-awareness of previous high-risk behaviors, in order to protect the community from the negative influences that inmates may have.

The goal of the high-risk inmate development program is not only to secure prisoners, but also to change deviant behavior and mindsets, thereby reducing the inmate's risk level. According to Regulation of the Minister of Law and Human Rights of the Republic of Indonesia

Number 35 of 2018 concerning the Revitalization of Correctional Services, the development program provided to high-risk inmates includes:

1. Religious awareness development, which is personality development provided to increase devotion to God Almighty, so that inmates have a strong religious awareness, which in turn improves their emotional intelligence;
2. National and state awareness development, which is development aimed at shaping inmates into individuals with good citizenship character, aware of national life, and fostering a spirit of nationalism, patriotism, mutual cooperation, and tolerance;
3. Legal awareness development, which is an activity aimed at increasing awareness and compliance with the law, so that inmates are motivated to obey the rules and avoid breaking laws that could negatively impact themselves or others; and
4. Psychological counseling, which is important development aimed at enabling inmates to manage their psychological conditions, solve problems, achieve their goals or hopes, improve communication skills, and manage their emotional and stress levels.

As part of efforts to improve the effectiveness of the correctional system, the Revitalization of Correctional Administration places significant emphasis on adaptive and risk-based treatment patterns, particularly for high-risk inmates. This step is taken to ensure that the inmate development process is not merely administrative, but is truly capable of encouraging significant and sustainable behavioral change. The main objective is to minimize the potential for disruptions to security and order within correctional institutions while simultaneously encouraging inmates to demonstrate positive behavioral changes, which can then be used as a basis for consideration and assessment so that inmates receive their rights in the future. The forms of treatment for high-risk inmates include:

1. Restrictions on recreational rights outside the cell;
2. Restrictions on family visits;
3. Restrictions on interactions with fellow inmates and prison officers; and
4. Restrictions on reintegration rights such as remission, assimilation, family visit leave, parole, pre-release leave, and conditional leave are not granted..

Correctional institutions, as a subsystem of the criminal justice system, play a crucial role in changing inmate behavior. Correctional institutions are required to promote rehabilitation, enabling inmates to return to and be accepted into society without repeating their crimes. Correctional Revitalization offers a solution to address the presence of high-risk inmates. The impacts of this Correctional Revitalization model include:

1. Increasing devotion to God Almighty, so that inmates have a strong religious awareness, which impacts the quality of their emotional intelligence;
2. Developing inmates into individuals with the character of good citizens and an awareness of national life, fostering a spirit of nationalism, patriotism, mutual cooperation, and tolerance;
3. Increasing awareness and adherence to the law, so that inmates are motivated to obey the rules and refrain from re-violating the law, which could have a negative impact on themselves and others;

4. Inmates are able to manage their psychological condition, solve their problems, set and achieve their goals or hopes, improve their communication skills, and manage their emotional and stress levels.

The implementation of Correctional Revitalization as a solution to the presence of high-risk inmates requires support from various parties to be effective. In addition to the primary role of Correctional Institution or State Detention Center officers who are directly responsible for the security and development of inmates, active community participation is also essential. This is because reducing inmate risk levels is supported through many aspects, including security, personality development, and social reintegration. Active public participation is crucial, both in supporting the development program, providing access to community activities for former inmates, and eliminating stigma or negative perceptions of inmates who have served their sentences. Community involvement will strengthen the synergy between the implementation of correctional revitalization and the social environment as part of the successful reintegration process for high-risk inmates. Community support for correctional revitalization also contributes to creating a safer, more orderly, and more conducive environment.

Conclusion

Based on the discussion above, the author concludes that overcrowding in correctional institutions is a major cause of security and order disturbances, such as escape attempts, drug trafficking attempts from within the prison, the spread of radical ideology, and repeated violations of rules by inmates. This situation has led to the emergence of a category of high-risk inmates, namely inmates who have a high potential to pose a threat to stability in correctional institutions and society. As a solution to address these challenges in correctional administration, Minister of Law and Human Rights Regulation Number 35 of 2018 concerning the Revitalization of Correctional Administration was introduced, establishing a more comprehensive development approach. This development emphasizes changes in attitudes and behavior within inmates, rather than simply imposing punishment as a form of retribution.

Development is provided by classifying inmates based on their risk level and development needs. Through a systematic, measurable, and sustainable development approach, the Revitalization of Correctional Administration is expected to reduce the level of risk for inmates, mitigate potential security disturbances, and create a safer, more orderly, and more conducive correctional environment. In order for the objectives of Revitalizing Correctional Services to be achieved optimally, the implementation of this policy must be carried out responsibly by all correctional officers and supported by active participation from all levels of society.

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