



Legal Analysis of Inmate Development to Optimize the Correctional System in Cirebon Prison

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Abstract

Introduction: This article examines the legal and practical framework of inmate development within Indonesia's correctional system following the enactment of Law Number 22 of 2022 on Corrections. It highlights ongoing challenges in ensuring that correctional institutions effectively fulfill their rehabilitative mandate, with Cirebon Class IIA Correctional Facility serving as the primary locus of analysis.

Purposes of the Research: The purpose of this study is to analyze the legal regulation of inmate development under Law Number 22 of 2022, evaluate its implementation in Cirebon Class IIA Correctional Facility, and identify inhibiting factors as well as the institutional efforts undertaken to optimize inmate development in accordance with national correctional standards.

Methods of the Research: This research employs a descriptive qualitative design combining normative and empirical juridical approaches. Secondary legal materials from primary and secondary sources underpin the analysis. Data interpretation uses a deductive reasoning model through syllogistic analysis to assess the alignment of legal norms with on-ground practices in the implementation of inmate development programs.

Findings of the Research: This study confirms that the Cirebon Class IIA Correctional Institution has made great efforts to fulfill the rights of inmates in accordance with the mandate of the Law on Corrections, which is manifested in the implementation of spiritual, social, health, and vocational development programs. These institutional efforts include the provision of routine religious guidance, psychological and social counseling, health seminars, and vocational skills training such as carpentry, agriculture, and handicrafts. However, the optimal implementation of these programs is severely hampered by significant structural challenges, namely severe overcapacity of inmates, limited number of correctional personnel and professional experts (psychologists, social workers, vocational instructors), and inadequate facilities and infrastructure to accommodate and support development activities effectively. The study highlights the gap between the ideal legal framework (*das sollen*) and the operational reality on the ground (*das sein*), while also demonstrating collaborative initiatives with external parties and proposals to increase resource allocation as mitigation measures.

Keywords: Implementation; Inmate Development; Prisoners; Correctional Institution.

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INTRODUCTION

Correctional institutions in Indonesia play a pivotal role not merely as facilities for punishment but as centers of rehabilitation designed to reintegrate inmates into society. This orientation aligns with modern penal philosophy, which emphasizes behavioral transformation, respect for human dignity, and structured development programs as the core purpose of imprisonment.¹ The enactment of Law Number 22 of 2022 on Corrections marked a paradigm shift by strengthening a human-rights-based correctional framework,

¹ John W Creswell and Cheryl N Poth, *Qualitative Inquiry and Research Design: Choosing Among Five Approaches* (California: Sage Publications Lt, 2018).

replacing the outdated Law Number 12 of 1995, which no longer addressed contemporary legal and social challenges.²

Existing literature highlights that inmate development requires holistic interventions, including education, vocational training, religious guidance, and personality-building programs aimed at reducing recidivism.³ However, previous research consistently shows significant limitations in implementation, such as human resource shortages, inadequate facilities, and weak collaboration with external stakeholders—all of which hinder the effectiveness of inmate rehabilitation.⁴ Moreover, national data indicate that Indonesia's correctional institutions face chronic overcapacity, creating structural barriers to fulfilling inmates' rights and delivering high-quality development programs.⁵ These systemic obstacles necessitate deeper examination at the institutional level.

Within this context, Cirebon Class IIA Correctional Institution provides an important case study for evaluating how the new regulatory framework has been translated into practice. As a facility with substantial overcapacity and diverse inmate characteristics, its implementation of rehabilitation programs reflects both the strengths and vulnerabilities of Indonesia's correctional system.⁶ While Law Number 22 of 2022 introduced innovations such as strengthened social reintegration mechanisms (assimilation, parole, conditional leave), the consistency and effectiveness of these mechanisms remain questionable in practice.⁷ Previous studies seldom address how legal reforms interact with institutional constraints, thereby leaving a gap in understanding the alignment between legal norms and empirical realities.

Although there is research examining the development of inmates and challenges in the Indonesian correctional system, there is still a gap in the in-depth understanding of how significant legal reforms, such as those under Law Number 22 of 2022 concerning Corrections, interact empirically with institutional structural constraints in the field. Many previous studies have tended to focus on just one aspect, whether it's regulatory compliance, program descriptions, or analysis of common challenges such as overcapacity. However, research that comprehensively analyzes the alignment between new legal norms and operational realities in correctional institutions, as well as identifies specific institutional efforts to address these barriers, is still limited. In particular, how correctional institutions facing chronic overcapacity implement the more progressive legal mandate of the latest legislation requires further study.

This research offers several significant novelty contributions that aim to analyze the legal framework, implementation, and challenges of inmate development in the Class IIA Cirebon Correctional Institution based on Law Number 22 of 2022, by examining normative provisions and practices in the field, this study seeks to provide the latest insights for correctional law and offer practical recommendations to improve correctional governance in Indonesia. Therefore, this article discusses the following core issues: how the legal provisions on inmate development are formulated, how they are implemented in the

² Kementerian Hukum dan Hak Asasi Manusia, "Reformasi Hukum Masyarakat dan Masyarakat Berbasis Hak Asasi Manusia" (Jakarta, 2022).

³ Jean-Paul Rodrigue, *The Geography of Transport Systems* (London and New York: Routledge Taylor & Francis Group, 2020).

⁴ Tety Herawati, Dian Widiyanti, and Abdul Karim, "Character Building Management in Improving Personality Competence Teacher," *Asia-Pacific Journal of Educational Management Research* 8, no. 2 (2023): 49–64, <https://doi.org/10.21742/AJEMR.2023.8.2.04>.

⁵ Direktorat Jenderal Pemasyarakatan, "Sistem Database Pemasyarakatan" (Jakarta, 2023).

⁶ Kanwil Kemenkumham Jawa Barat, "Profil Lapas Kelas IIA Cirebon Dan Tingkat Hunian" (Bandung, 2023).

⁷ Criminon Indonesia, "Program Pembinaan Mental Narapidana Melalui Model Criminon" (Jakarta, 2022).

Cirebon Class IIA Prison, and what inhibiting factors affect the optimization of inmate rehabilitation under the new correctional regime.

METHODS OF THE RESEARCH

This study examines the concept and implementation of inmate development at Cirebon Class IIA Correctional Institution by employing a normative–empirical legal research design. Normative legal research is used to analyze the legal norms contained in Law Number 22 of 2022 on Corrections and its implementing regulations, thereby providing a conceptual foundation regarding how inmate development should be conducted according to law (*das sollen*).⁸ Meanwhile, the empirical component is used to evaluate how these legal provisions are implemented in practice, allowing the study to assess the consistency between normative regulations and real conditions in correctional facilities.⁹ This combination enables a comprehensive assessment of the legal framework, its institutional application, and the factors that hinder the realization of an effective correctional system. The research applies several approaches traditionally recognized in legal research. First, the *statute approach* is used to examine relevant legal instruments, including Law Number 22 of 2022 and ministerial regulations governing inmate rights and correctional management. Second, the *conceptual approach* is utilized to explore doctrines and theories concerning correctional systems, rehabilitation philosophy, and modern criminal law principles.¹⁰ Third, the *sociological approach* is implemented to understand the social reality of inmate development through empirical observations of interactions between correctional officers and inmates at Cirebon Class IIA Prison.¹¹ These approaches help contextualize legal norms within the practical environment of correctional administration. To support the analysis, the study uses primary, secondary, and tertiary legal materials. Primary legal materials include statutory regulations such as the Corrections Law and government regulations related to inmate development. Secondary legal materials consist of scholarly books, journal articles, previous research, and expert opinions relevant to correctional law and criminology. Tertiary legal materials, including legal dictionaries and encyclopedias, are employed to clarify foundational concepts and terminologies.¹² The techniques for collecting legal materials involve library research for normative sources, in-depth interviews with key informants such as correctional officers and criminal law experts, and direct observation of inmate development activities at Cirebon Class IIA Prison.¹³ Informants in this study were selected using purposive sampling, which identifies participants who possess relevant and in-depth knowledge concerning the research topic.¹⁴ Informants include key informants who understand core issues of inmate development, main informants who are directly involved in the daily correctional activities, and additional informants who provide supplementary insights. In qualitative legal research, the researcher serves as the primary instrument, responsible for determining research focus, selecting informants, collecting data, evaluating data quality, analyzing findings, interpreting meanings, and drawing conclusions. To support data collection, auxiliary instruments such as interview guidelines,

⁸ Peter Mahmud Marzuki, *Penelitian Hukum: Edisi Revisi*, 13th ed. (Jakarta: Kencana, 2017).

⁹ Soerjono Soekanto, *Pengantar Penelitian Hukum* (Jakarta: UI- Press, 2010).

¹⁰ Muladi and Barda Nawawi Arief, *Teori-Teori Dan Kebijakan Hukum Pidana* (Bandung: Alumni, 2019).

¹¹ Lexy J Moeleong, *Metode Penelitian Kualitatif* (Bandung: Remaja Rosdakarya, 2018).

¹² Henry Campbell Black and Bryan A Garner, *Black's Law Dictionary* (New York: West Group, 2019).

¹³ Sugiyono, *Metode Penelitian Kuantitatif, Kualitatif, Dan R&D* (Bandung: Alfabeta, 2019).

¹⁴ Creswell and Poth, *Qualitative Inquiry and Research Design: Choosing Among Five Approaches*.

observation sheets, and documentation checklists were used.¹⁵ The collected data were analyzed using a descriptive-analytical method, which describes legal regulations and their implementation systematically and then compares both dimensions to identify alignment, discrepancies, and areas for improvement.¹⁶ This method allows the study to evaluate whether inmate development practices at Cirebon Class IIA Prison conform to the normative standards established by Law Number 22 of 2022. Although the research includes a field component, it remains grounded in qualitative legal analysis, ensuring that findings contribute both empirically and normatively to correctional law scholarship.

RESULTS AND DISCUSSION

The findings of this research reveal that the implementation of inmate development at Cirebon Class IIA Correctional Institution has generally aligned with the legal framework mandated by Law Number 22 of 2022 on Corrections. The institution has fulfilled the basic rights of inmates as stipulated in Articles 9 and 10 of the law, including access to education, health services, religious development, social activities, and work training. These rights are operationalized through structured rehabilitation programs that aim to support inmates' personal development and reintegration into society. The study indicates that the correctional officers have made consistent efforts to translate the legal provisions into practical activities despite institutional limitations.

Table 1. Summary of Research Findings on Inmate Development Implementation at Cirebon Class IIA Correctional Institution

Research Aspect	Findings	Supporting Evidence
Compliance with Legal Framework	Implementation generally aligns with Law No. 22/2022; inmate rights (education, health, religion, social activities, vocational training) are provided.	Law Number 22/2022, Articles 9-10. ¹
Spiritual Development Programs	Regular religious studies and worship sessions supported by internal and external religious counselors.	Interview with Religious Counselor (2024). ²
Social & Psychological Development	Counseling, moral education, group activities to build social awareness and emotional stability.	Observation (2024). ³ Notes
Health & Mental Health Programs	Health seminars, counseling, hygiene education conducted periodically.	Field Observation (2024). ⁷
Vocational Training	Carpentry, agriculture, craftsmanship, and other work skills provided to support reintegration.	Vocational Training Report (2024). ⁴
Major Constraints	Severe overcapacity; limited officers; shortage of psychologists and trainers; infrastructure constraints.	Overcapacity Data (2023); Officer Interview (2024). ^{5,6,7}

¹⁵ Burhan Bungin, *Penelitian Kualitatif: Komunikasi, Ekonomi, Kebijakan Publik* (Jakarta: Kencana Prenada Media Group, 2019).

¹⁶ Moh. Nazir, *Metode Penelitian* (Jakarta: Ghalia Indonesia, 2014).

Research Aspect	Findings	Supporting Evidence
Institutional Efforts	Collaboration with external partners; strengthening vocational partnerships; proposing improved resource allocation.	Institutional Policy Document (2024). ⁸

Field observations and interviews show that rehabilitation programs have been implemented across several domains. Spiritual development programs are conducted through regular religious study sessions and worship activities facilitated by internal officers and external religious counselors. Social development activities—such as group counseling, moral education, and community interaction programs—are aimed at improving inmates’ social awareness and emotional stability. Health seminars and counseling sessions are also offered periodically, addressing mental health, disease prevention, and personal hygiene. Furthermore, work training programs are conducted in areas such as carpentry, agriculture, crafts, and other vocational skills, enabling inmates to develop competencies that may support their reintegration upon release. These programs demonstrate a practical effort to achieve the correctional system’s goals of rehabilitation and social restoration.

Despite these efforts, the research identifies several factors that inhibit optimal implementation of inmate development. Overcapacity remains one of the most significant challenges, as the number of inmates far exceeds the institution’s ideal capacity. This condition limits the effectiveness of rehabilitation programs, reduces the availability of personal guidance, and strains institutional resources. Another constraint involves the limited number of correctional officers and professional specialists, such as psychologists, social workers, and vocational instructors. Interviews highlight that the imbalance between the number of officers and inmates significantly affects monitoring quality and the delivery of individualized rehabilitation plans. In addition, infrastructure and facilities—such as classrooms, workshop spaces, and counseling rooms—remain insufficient to support the full implementation of correctional programs mandated by law.

The findings also reveal a gap between legal expectations (*das sollen*) and institutional realities (*das sein*). While the law outlines a comprehensive framework for inmate development, the correctional institution faces real-world constraints that prevent full compliance. Nonetheless, the study identifies ongoing efforts to address these challenges, including collaboration with external community groups, strengthening partnerships with vocational training institutions, and proposing increased resource allocation to ensure program continuity. The results indicate that improving human resources, expanding facilities, and implementing more individualized rehabilitation strategies are essential steps for advancing the correctional system in accordance with Law Number 22 of 2022.

The findings derived from observation, interviews, and documentation indicate that the fulfillment of inmates’ rights as outlined in Articles 9 and 10 of the Indonesian Correctional Law has generally been implemented at the Class IIA Cirebon Correctional Facility, although not yet optimally. Various service innovations and progressive employee performance evaluations demonstrate institutional commitment; however, structural barriers, particularly overcapacity, continue to impede the consistent realization of these rights. The correctional institution has made significant efforts to improve service delivery, strengthen human-rights-based practices, and modernize facility management, even

earning recognition from the Ministry of Law and Human Rights for meeting human rights service standards. Yet these initiatives operate under the persistent strain of overcrowding, which reduces the quality of services, limits program implementation, and places pressure on institutional facilities and infrastructure.

The study reveals that religious development programs at Class IIA Cirebon Prison are implemented in accordance with the policies established by the Ministry of Law and Human Rights and internal correctional regulations. These programs include congregational prayers, Qur'an recitation, religious lectures, and other spiritual training tailored to inmates' moral and spiritual needs. According to an officer in charge of the religious division, the rehabilitation policy prioritizes spiritual formation, emphasizing routine worship and scriptural studies to strengthen inmates' character and prepare them for reintegration into society with a stronger sense of responsibility and moral awareness. Observations also confirm that these programs adopt a holistic approach to inmate reform, where spiritual activities help cultivate solidarity, encourage reflection on moral values, and foster behavioral transformation.

In addition to religious development, personality development programs constitute a core element of inmate rehabilitation. Psychological and social counseling is provided by professional counselors to help inmates address personal trauma, internal conflict, and self-esteem issues—conditions that frequently underlie maladaptive behavior. One officer explained that counseling aims to rebuild inmates' confidence to ensure they are mentally prepared for life after release. Physical development is also supported through sports activities such as football, volleyball, and fitness training, strengthening discipline, teamwork, and physical well-being.

The analysis further shows that independence-building programs equip inmates with practical vocational skills, including agriculture, horticulture, fish farming, and agro-tourism. These programs are designed to promote economic self-reliance after release and instill a sense of responsibility through hands-on participation in sustainable agricultural practices. Observations reveal that the combined implementation of spiritual, personality, and vocational training has produced measurable positive effects, reflected in improved inmate behavior, increased self-discipline, and readiness for social reintegration.

However, despite these encouraging developments, overcapacity remains the most critical structural challenge. Overcrowding compromises the delivery of healthcare, nutrition services, personal space, sanitation, and program effectiveness. As noted by multiple officers, excessive inmate numbers strain human resources, reduce supervision quality, and accelerate the deterioration of facilities. This condition also heightens vulnerability to disease transmission, posing a significant public health concern within the institution. According to Nasaruddin Umar, overcrowding in Indonesian prisons reflects long-standing systemic neglect and insufficient policy reform, indicating the need for a management system that addresses funding, infrastructure, and staff welfare.¹⁷ The effectiveness of correctional services ultimately depends on both adequate regulations and competent human resources capable of internalizing the rehabilitative mission of correctional institutions.

Legal provisions such as Article 14 of the Correctional Law explicitly guarantee inmates' rights to healthcare and adequate nutrition, yet implementation is limited by the lack of

¹⁷ Nasaruddin Umar, *Kebijakan Pemasyarakatan Modern* (Jakarta: Kementerian Hukum dan Hak Asasi Manusia, 2018).

medical personnel, nutritionists, and professional cooks. In many cases, inmates themselves serve as cooks despite regulatory standards requiring trained personnel. Facilities also remain insufficient for the large inmate population, resulting in inadequate ventilation, deteriorating hygiene, and overcrowded sleeping spaces that reduce institutional safety and dignity. The absence of an explicit regulatory framework governing minimum housing feasibility standards further exacerbates these problems.

Given these challenges, the phenomenon of overcapacity will likely persist as a core structural issue in Indonesian correctional facilities. Nonetheless, ongoing efforts at Class IIA Cirebon – such as internal management reform, enhanced public service standards, and improved human resource systems – highlight the institution’s commitment to maintaining the integrity of the correctional system despite operational constraints. The limited number of trained officers, especially in religious and vocational divisions, continues to hinder optimal program delivery, pointing to the urgent need for capacity building, additional staffing, and stronger policy support to ensure that inmate rights and rehabilitation goals can be fully realized.

CONCLUSION

The findings of this research indicate that the Class IIA Cirebon Correctional Institution has made substantial efforts to fulfill the rights of inmates in accordance with Articles 9 and 10 of Law Number 22 of 2022 on Corrections. These efforts are reflected through various development and guidance programs, including religious instruction, social activities, health counseling, and vocational training, all of which aim to strengthen inmates’ moral, psychological, and practical capacities for reintegration into society. However, these efforts have not been fully optimal due to structural constraints, most notably overcrowding, limited personnel and professional staff, and insufficient facilities. The study underscores that adequate living conditions and institutional capacity are fundamental to supporting a progressive correctional system consistent with statutory mandates. Based on these findings, this article recommends that the Government – particularly the Ministry of Law and Human Rights and the Directorate General of Corrections – conduct a comprehensive evaluation of correctional regulations to address systemic challenges, especially those related to housing capacity standards and the fulfillment of basic inmate rights. Policy reforms are necessary to ensure proper accommodation, improved service quality, and stronger institutional accountability. For the Class IIA Cirebon Correctional Institution, persistent overcrowding should serve as a basis for institutional evaluation and improvement. The institution is encouraged to enhance its correctional system, strengthen human resources, and upgrade supporting facilities and infrastructure to ensure that inmate development programs can operate effectively and sustainably.

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Conflict of Interest Statement: The author(s) declares that research was conducted in the absence of any commercial or financial relationship that could be construed as a potential conflict of interest,

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