

BUKTI KORESPONDENSI
ARTIKEL JURNAL INTERNASIONAL BEREPUTASI

Judul artikel : Institution Building to Discharging Inmates Educational Rights
on School Dropout Communities in Class IIB Penitentiary
Institutions of Payakumbuh

Jurnal : Jurnal Manajemen Pelayanan Publik, 2024, volume8(2),
447 - 456

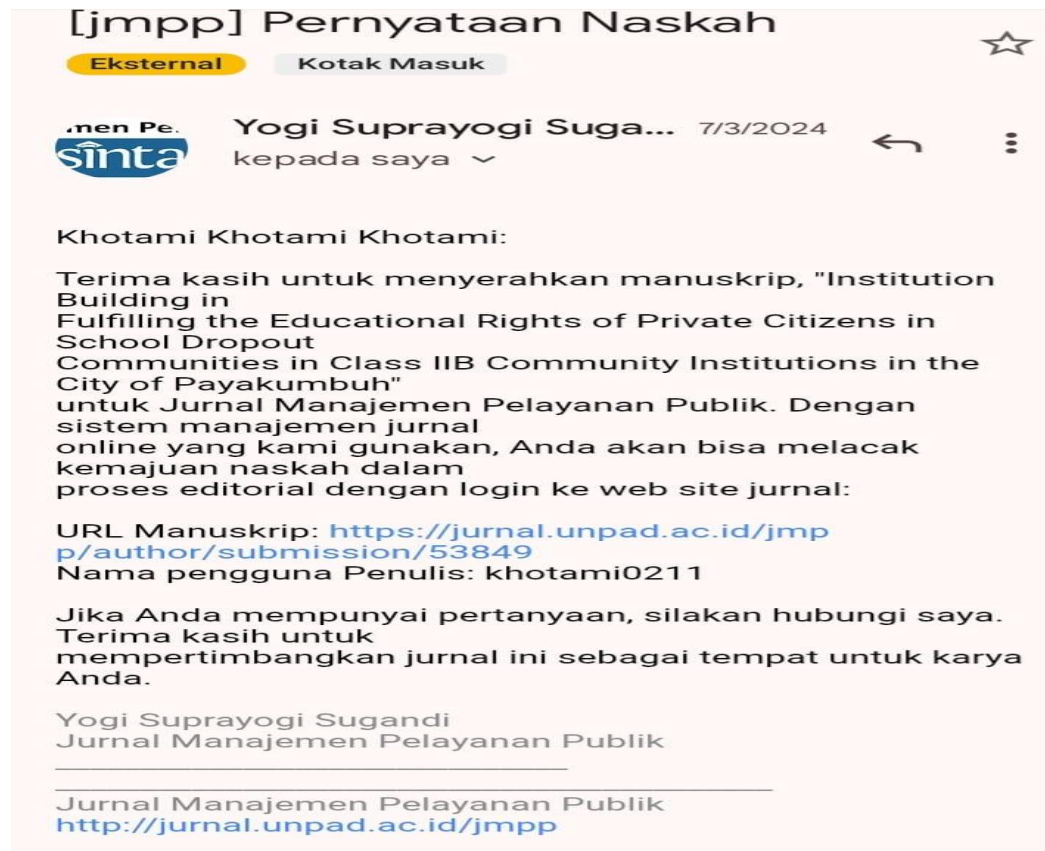
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No.	Perihal	Tanggal
1.	Bukti konfirmasi submit artikel dan artikel yang di subumit	07 Maret
2.	Bukti konfirmasi review dan hasil review pertama	15 Maret
3.	Bukti Hasil Proofread Certificate	2 April
4.	Bukti konfirmasi review dan hasil review kedua	07 Mei
3.	Bukti konfirmasi artikel accepted	05 Juni
4.	Bukti konfirmasi artikel published online	16 Juni

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**Bukti Konfirmasi Submit
Artikeldan Artikel yang
Disubmit
(07 Maret)**

Submission jmp



Institution Building in Fulfilling the Educational Rights of Private Citizens in School Dropout Communities in Class IIB Community Institutions in the City of Payakumbuh

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ABSTRAK

Penelitian ini bertujuan untuk mengkaji tentang implementasi pembangunan institusi dalam pemenuhan hak pendidikan warga binaan pelayan masyarakat yang putus sekolah pada Lembaga Pelayan Masyarakat Kelas IIB Kota Payakumbuh. Dengan menggunakan pendekatan kualitatif, penelitian ini menyoroti peran kepemimpinan, paket program pendidikan, keterlibatan Dinas Pendidikan, dan hambatan yang dihadapi dalam upaya pemenuhan hak atas pendidikan. Hasil penelitian menunjukkan bahwa program pendidikan kesetaraan A, B dan C telah dilaksanakan sejak Maret 2021, meski mengalami kendala akibat pandemi COVID-19. Kepemimpinan yang proaktif, kolaborasi dengan instansi terkait, serta sarana dan prasarana yang terbatas namun optimal menjadi faktor kunci dalam pengembangan kelembagaan. Meskipun terjadi penurunan partisipasi warga binaan pelayan masyarakat dalam program pendidikan, namun hal ini dapat diatasi melalui sosialisasi yang lebih efektif tentang pentingnya pendidikan. Kesimpulannya, pengembangan kelembagaan berperan penting dalam menjembatani pemenuhan hak pendidikan warga binaan yang putus sekolah.

ARTICLE HISTORY

Submitted: XX-XX-XXXX
Revised: XX-XX-XXXX
Accepted: XX-XX-XXXX
Published: XX-XX-XXXX

KATA KUNCI

Kata Kunci 1; Pengembangan Kelembagaan 2; Pemenuhan Hak Pendidikan 3; Warga Binaan Pelayan Masyarakat

KEYWORDS

Keyword 1; Institution Building 2; Fulfillment of Educational Rights 3; Correctional Inmates

INTRODUCTION

The administration of all forms of state affairs, namely through the government, has distributed some of its affairs to regional governments with the aim of improving the welfare of the people and forming a just and prosperous society in accordance with the foundations of Pancasila (Adiwilaga. et al., 2018). Regional governments prioritize the implementation of mandatory affairs related to basic services so that community needs can be met optimally (Christianingrum, 2019). With the formation of the regional apparatus organization, it functions as an assistant to the regional head in carrying out the function of regulating and managing in accordance with the field of government affairs handed over to the region, whether it is mandatory or optional affairs. Therefore, there is a need for inter-institutional relations and development (institution building) which is carried out as an implementation of the articles of the Law so that it is carried out well by the government and regional governments, and also regional governments and other regional governments. These institutional relationships include relationships between authority, finance, public services, utilization of natural resources, as well as several other resources that have an impact on administrative and regional relations at the government level.

Furthermore, in relation to the research context regarding the issue of fulfilling the educational rights of correctional inmates who have dropped out of school in class IIB correctional institutions in payakumbuh city, based on government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, it is explained in article (1) paragraph (3) that education and teaching are conscious efforts to prepare correctional inmates through guidance or training activities for their roles in the future. The head of a correctional institution can collaborate with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies that operate in the field of education and teaching. In this case, the class IIB correctional institution in payakumbuh city is collaborating with the education office regarding the provision of package A, B and C school programs. Providing this package school program is not just a form of concern, they are given the right to go to school as a basis when they have completed their criminal term. they can continue the ideals they want. Inmates are essentially human beings who have lost their freedom, but not the rights they have. They have the same rights to obtain quality education as society in general. Furthermore, in order to carry out government affairs, according to Finer, the term government refers to at least four main meanings, the first refers to the government process, the second refers to the existence where the government process takes place, the third government refers directly to the person who occupies the position as the executor of power, fourth refers to the relationship between those who rule and those who are ordered (Labolo, 2014). Based on the description presented above, this research focuses on discussing institutional development in fulfilling the right to education, especially for people in prison by proposing a problem formulation, namely how to develop institutions in fulfilling the right to education for people in prison.

Furthermore, regarding fulfilling the educational rights of correctional inmates who have dropped out of school at the class IIB correctional institution, payakumbuh city has been collaborating with the education department since 2020, however, due to the Covid-19 outbreak, this program was temporarily stopped and was officially implemented in March 2021. Providing school programs Packages A, B, and C originate from the desire of the Head of Correctional Institutions to provide educational rights to inmates who have

dropped out of school, then this is realized by entering into an agreement with the payakumbuh city education office to realize the vision and mission of correctional institutions as stated in correctional law number 22 In 2022. The education provided to correctional inmates is equality education, equality education is a non-formal education program that provides general education equivalent to elementary school/MI, namely the package A educational program, equivalent to junior high school/MTS, namely the package B education program, senior high school/MA is the package C education program.

The problem that occurs in fulfilling the right to education is that a large number of correctional inmates have dropped out of school, which is due to a lack of understanding by correctional inmates about the importance of education. This data can be seen in the following table:

Table. 1 Final education of the Inmates

No	Years	Number of Inmates	Last Education			
			Not finished Elementary School	Not Finished Junior high School	Not Finished Senior High School	Finished SMA
1	2021	268	52	58	67	91
2	2022	260	48	56	65	91
3	2023	287	57	65	71	94

Source: Payakumbuh City Class IIB Correctional Institution

Based on the data, it can be seen that there are 57 correctional inmates who have not finished elementary school in 2023, 65 who have not finished junior high school and 71 who have not finished high school, which means there is an increase in the number of inmates who have not finished school from the previous two years. This shows that almost a large number of correctional inmates have dropped out of school, therefore the school program packages A, B and C given to correctional inmates are indeed in line with what they need. Furthermore, regarding the issue of the minimal number of correctional inmates participating in the package school program, this is also one of the problems of not achieving the vision and mission of correctional institutions.

Literature Review

Conceptually, institution building is an approach to understanding social change and an effort to identify operational methods and action strategies that will be carried out by practitioners as agents of change. The Inter-University research program defines institution building as the planning, structuring and guidance of new or re-formed organizations that embody changes in values, functions, physical and/or social technology. Institution building focuses on the creation and restoration of institutions by introducing technical or social changes to developing countries that include several values such as institutional leadership, doctrine, programs, resources, and internal structures that have external, functional, normative, and distributed relationships. (Esman, 1972).

Studies on institution building have been carried out by many scholars with different focuses. Among the research conducted is about the importance of institutional development, especially farmer economic institutions and agricultural extension institutions, to improve farmer welfare with the main focus being increasing farmer access to these institutions. The results of this research show that by building farmer economic institutions, farmers can compete better in the agricultural market and improve their bargaining position (Hanifah, 2008). Furthermore, research on institutional building was also carried out by Khotami who found that in overcoming gold mining without permits, formal and informal leadership factors as well as policy factors play an important role in overcoming gold mining without permits in Kuantan Singingi Regency (Khotami, 2020). Other research related to institutional building reviews the role and potential of development in the religious sector, especially the empowerment of mosques, as an alternative development strategy in Indonesia (Rita, 2019). Furthermore, research discusses the processes of origin, formation, sustainable development, and changes in economic institutions in transition economies. As well as concluding that institutional change occurs under the mutual influence of various parties, including countries, individuals and

special groups with different interests. This process requires quite a long time to permeate and adapt institutions in the new economic system, and involves conscious activities for adjustments and increasing the efficiency of its functioning (Volchik, V. et al., 2019). Meanwhile, this research discusses institution building in fulfilling the educational rights of correctional inmates who have dropped out of school in class IIB community institutions in Payakumbuh City, which has relatively not been discussed previously.

The definition of institutional development is defined as planning, structuring and guidance for new or reorganized organizations to: a) realize changes in values, functions, physical and social technologies; b) establish, develop and foster new normative relationships and patterns of action; c) building networks or links (linkages) to obtain support and completeness from the environment (Esman, 1972).

Esman further views institutional development as a vision and effort. The institution-building perspective is presented as the organizational framework of a strategy for directed or planned social change: "Innovation must be understood as engineered social change. Studying institutions (and organizations) is almost as broad as the study of sociology itself, because the analysis focuses on something basic, functional and patterned in the social system (Syahyuti, 2003).

The terms institutional and organizational are often confused and interchangeably. Scientifically, 'social institutions' and 'social organizations' talk about the same thing, to refer to what in sociology are social groups, groups, social forms, etc. (Uphoff, 1992).

Many scholars in various countries have discussed institution building by looking at it from different perspectives. Among them, the research results show that national development policy has a very important and strategic role and function for achieving national development goals. The success of national development is not only determined by the role of government, but must also be supported by the role of the private sector and society as development stakeholders (Wibowo, 2008).

Based on the description that has been explained above regarding institutional building, including discussing the planning aspect, structure in government functions, changes in values as well as normative relationships within government agencies. Meanwhile, in this research, institutional building focuses more on fulfilling the educational rights of correctional inmates, which is actually the government's responsibility to fulfill the basic needs of society. This research concentrates on institutional development from the aspects of government leadership, policy and improvements in terms of government structure in order to fulfill the responsibility of fulfilling the educational rights of correctional inmates.

RESEARCH METHODS

The method used in this research is a qualitative approach. Qualitative research is carried out by exploring and deepening social and environmental phenomena consisting of subjects, events, places and times. According to Whitney, the qualitative method is fact-finding with proper implementation. Descriptive research studies problems in society and certain situations, including relationships, activities, attitudes, views and ongoing processes and the influence of a phenomenon. Qualitative research is research that is descriptive in nature and tends to use analysis with an inductive approach (Moleong, 2014). Dominating the research process and utilizing a theoretical basis is carried out so that the research focus is in accordance with the facts in the field. Apart from that, the theoretical basis is also useful for providing a general overview of the research background and as material for discussing research results. The choice of qualitative method was based on the reason to reveal research problems related to institutional development in fulfilling the educational rights of residents in the class IIB correctional facility in payakumbuh city. The informants in this research consisted of correctional institution employees in the field of registration and community guidance, head of the non-formal education studio-learning activity studio (SPNF-SKB), learning activity studio teacher, correctional inmates who attended package schools. The technique for finding informants in this research uses purposive sampling, namely digging up information in depth according to the characteristics of the research in certain situations and conditions. Furthermore, data

collection techniques in this research were carried out by means of interviews, observation and documentation. Interviews were conducted with a number of informants who were involved and competent and knowledgeable regarding the provision of school package programs to correctional inmates who also observed individual behavior and activities directly at the research location. Meanwhile, the documents obtained in this research came from electronic media and print media, official documents, and journals and other writings. Then the data analysis technique used is based on presentation by applying a qualitative narrative/report approach in conveying the results of the analysis related to the issue of fulfilling educational rights.

RESULTS AND DISCUSSIONS

Meanwhile, this research refers more to the thoughts of Milton J. Esman who views institutional building as planning, structuring and guidance for new or reorganized organizations to: a) realize changes in values, functions, technology -physical and social technology; b) establish, develop and foster new normative relationships and patterns of action; c) building networks or links (linkages) to obtain support and completeness from the environment. Meanwhile, institutional creation is the expected final condition, or as an evaluative variable to assess the success of institutional development. The institutions themselves involve a number of variables: leadership, doctrine, program, resources, and internal structure, all of which are embedded in their new environment by the "relationships" of various types, namely, the structures and processes for operating and maintaining the new institution.

1. Leadership

According to Welch, a leader is a person who provides inspiration with a clear vision of how something can be done in a better way (Pramudyo, 2013). Leadership is the ability that a person has to influence other people so that they do something to achieve a goal and purpose. This means that leadership does not at least involve elements, namely people who can influence, people who can be influenced and the existence of certain activities or a series of actions in achieving organizational goals (Utari and Hadi, 2020).

Leaders defined in an institution refer to "a number of actors who are actively involved in the formulation of institutional policies and activities, who direct the institution's activities and regulate the institution's relationship with its environment. Leadership is the most important element in institutional development because a deliberate change process will require intensive management, require special skills and expertise, and full commitment from within the institution. Leadership as a group process, where various roles such as decision making and operational control of the institution are distributed in various patterns within the leadership group. The leadership group must be defined as consisting of holders of structurally appointed leadership positions as well as other personnel who, even though they do not have structural positions, are capable of having an important influence in the institution (Esman, 1972).

Based on government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, it is explained in article (1) paragraph (3) that education and teaching are conscious efforts to prepare correctional inmates through guidance or training activities for their roles in the future. This program originates from the desire of the head of prisons who wants to fulfill the educational rights of prison inmates, especially since most of the prison inmates are people who have dropped out of school, therefore the head of prisons coordinates with the Education Service which is realized by a cooperation agreement by the education office, which is followed by MoU, integrity pact and contract which are extended every year. The program provided to correctional inmates is not merely a form of concern, but this program is formed on the basis of fulfilling their rights as citizens, with the aim that these inmates can later realize their dreams when they have finished serving their criminal term in prison.

Inmates are essentially human beings who have lost their freedom, but not the rights they have. They have the same rights to obtain quality education as society in general (Rahayu, 2018). Correctional inmates can be given the same rights to obtain education, such as attending school and obtaining a diploma, like ordinary people, even though their space and movement are limited. This has been explained in Article 31 of the

Constitution, Paragraph (1) which reads: "Every citizen has the right to education". This means that there is not a single Indonesian citizen who cannot obtain an education, even while in prison.

A leadership role in handling the fulfillment of educational rights for correctional inmates is very necessary. Strong and committed leadership is essential in establishing institutions that support the right to education. Caring leaders will design policies, allocate implementation resources, and ensure the implementation of educational programs.

Furthermore, government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, explains in article (1) paragraph (3) that education and teaching is a conscious effort to prepare correctional inmates through guidance or training activities for their role in the future. The head of a correctional institution can collaborate with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies that operate in the field of education and teaching.

Based on the research results, it was found that the role of the payakumbuh prison leadership was very good. The collaboration between these institutions is running smoothly and in line with expectations. The head of payakumbuh class IIB prison is very concerned and committed to fighting for the educational rights of the inmates and hopes that the inmates will get a diploma. This is important to prepare them to return to society with the necessary knowledge and skills. To fulfill the educational rights of inmates, the head of payakumbuh prison collaborates with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies engaged in the field of education and teaching. Class IIB payakumbuh prison and the payakumbuh city education office have coordinated regarding the fulfillment of educational rights for inmates who have dropped out of school by providing package A, B and C school programs to inmates who have dropped out of school, as well as establishing sustainable cooperation which is extended every year.

This equality education program is strongly supported by all prison officers. The person coordinating the school activities for packages A, B and C at payakumbuh prison is the head of the registration and Community Guidance Sub-Section (REGBIMAS). The role of the head of the payakumbuh city education service greatly influences the implementation of the package A, B and C programs in payakumbuh prison. The head of the payakumbuh city education service provides competent and friendly teaching staff consisting of formal school teachers and teachers from the non-formal education studio-learning activities studio (SPNF-SKB) payakumbuh city. This makes the inmates comfortable in participating in the package A, B and C program learning.

Based on empirical facts, if linked to theory, it is very clear that the role of leadership can influence efforts to fulfill the right to education to correctional inmates who have dropped out of school. There needs to be cooperation or coordination so that the fulfillment of this right can run effectively and in accordance with its objectives.

2. Doctrine

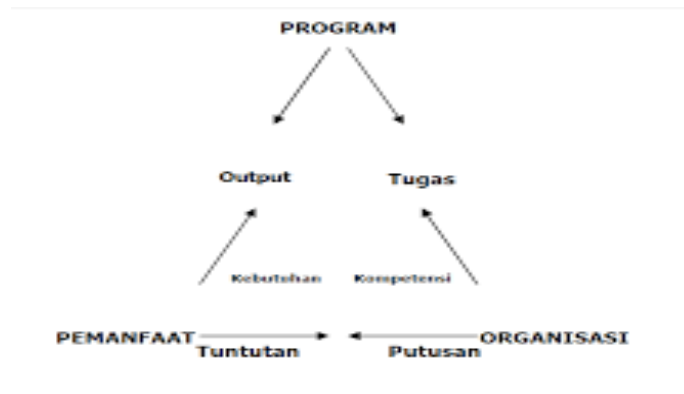
Policies can be expressed as efforts to achieve certain goals, as well as efforts to solve problems using certain means and within certain time stages. Policies are generally basic, because policies only outline general guidelines as a basis for action in an effort to achieve predetermined goals (Ramdhani and Ali Ramdhani, 2017). Meanwhile, doctrine is an opinion or scientific stance that is prepared and expressed rationally and can convince other people (Sofyan, 2016).

Institutional policy is the intersection between a series of policies within the organization itself and in the external institutional environment that describes the vision, hopes and goals of the Institution (Yunus, 2022). According to Thomas R. Dye, policy can be viewed as a system. If a policy is a system then the policy can contain several constituent elements. David C. Korten states that a program will be successful if there is a match between the program and utilization, namely a match between what is offered by the

program and what is needed by the target group (utilization). The model of elements forming policy for a program according to David C. Korten is as follows:

Figure 1.

The model of policy forming elements



Conformity between the program and the implementing organization, namely the compatibility between the tasks envisaged by the program and the implementing organization's ability to carry out its main duties and functions as well as the compatibility between the conditions decided by the organization to be able to obtain the program output and what the program's target group can do. Based on the model developed by Korten, it can be concluded that if there is a mismatch between the three elements of policy implementation, the program performance will not be successful as expected (Otenyo, 2006).

In relation to fulfilling the right to education for inmates in prisons who have dropped out of school, based on law number 22 of 2022 concerning corrections, it is explained in article (1) that correctional institutions are a criminal justice subsystem that carries out law enforcement in the field of treatment of prisoners, children and inmates. Followed by article (2) of Law Number 22 of 2022 concerning corrections, the aim of this correctional system is to provide guaranteed protection for the rights of prisoners and children, improve the quality of personality and independence of inmates so that they realize their mistakes, improve themselves, and not repeat the crime. punishment, so that it can be accepted again by the community, can live normally as a good, law-abiding, responsible citizen, and can actively play a role in development and provide protection to the community from repetition of criminal acts.

Basically, every human being wants to have the right to be free to do what he wants to do as long as he does not violate existing rules in society. However, in prison, this right is revoked due to being forced to serve a sentence. The implementation of the correctional system in prisons is carried out through coaching inmates and prisoner services, therefore officers must understand and understand the psychological factors of inmates. One effort to achieve the goals of the correctional system is to fulfill the rights of prisoners. One of them is in accordance with law number 22 of 2022 concerning corrections article 9 (c), namely receiving education and teaching.

Based on payakumbuh city regional regulation number 1 of 2017 concerning the implementation of education, the education provided to correctional inmates is equality education, equality education is a non-formal education program that provides general education equivalent to elementary school/MI, namely the education program package A, equivalent to middle school firstly/MTS is the package B education program, senior high school/MA, namely the package C education program.

Regarding findings in the field, the class IIB correctional institution in payakumbuh city has entered into an MoU with the education department since 2020 in the form of a letter signed on a matrai, however, due to the Covid-19 outbreak, this program was forced to be temporarily stopped and was officially implemented in March 2021. The package A, B and C school program provided to correctional inmates who have dropped out of school has been running well, the collaboration has been carried out three times, which means it has been three years.

This program policy is a memorandum of the understanding (MoU) between payakumbuh prison and the payakumbuh city education office, namely the formation of school schedules for study packages A, B and C, provision of teaching staff, receipt of report cards, and the implementation of national exams carried out regularly. The role of the education department in this program is to prepare all tools and materials for the learning and teaching process. Among other things, preparing tables, books, pens, pencils and modules used during learning and teaching. Meanwhile, prisons only provide space, school uniforms, and manage and open registration for correctional inmates who wish to take part in package A, B and C school programs.

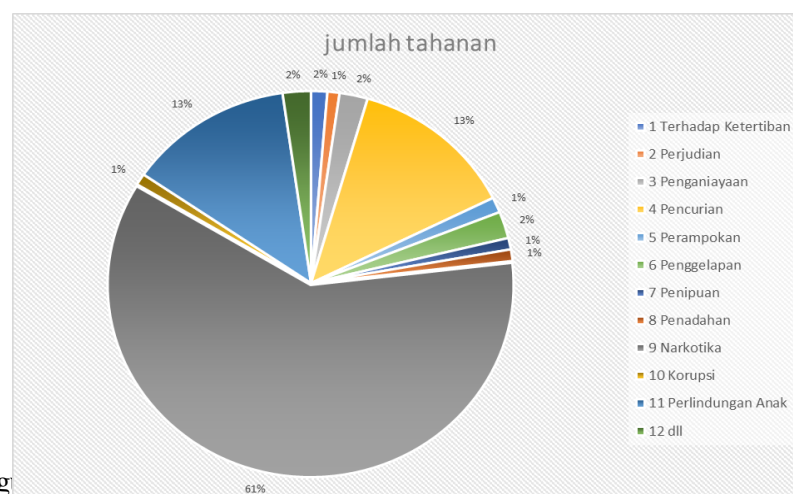
Involvement between institutions in fulfilling the right to education is a condition that cannot be separated from this discussion. Correctional Institutions involve the education service as an actor capable of providing the fulfillment of educational rights to correctional inmates. Therefore, the education office has authority over all forms of education implementation which are directly supervised by the ministry of education. The presence of collaboration between these institutions can have an influence on the birth of policies that are on behalf of the interests of the general public and people who have lost their independence.

3. Program

The activities/services referred to in this paper are activities related to the performance of each institutional function and are the results or output of the institution. Based on government regulation number 57 of 1999 concerning cooperation in the implementation of correctional development and guidance, explained in article (1), namely; collaboration is an activity organized by the minister with related agencies, community bodies or individuals in the context of coaching and/or supervising correctional inmates, whose activities are in line with the implementation of the correctional system. Where cooperation is carried out in the context of development, improvement and/or expansion of coaching, where the cooperation relationship is functional.

Data on cases and the number of prisoners in the class IIB correctional institution in payakumbuh city in november 2023 can be seen in the following figure:

Figure 2. Number of prisoners



Based on the figure, the number of prisoners in the Payakumbuh City Class IIB Prison are narcotics cases. This shows that many correctional inmates in the

Payakumbuh City Class IIB Prison are occupied by prisoners with narcotics cases. In fact, this is a challenge for these two institutions to direct the inmates not to do this again. If they are given a proper education and the opportunity to obtain a diploma, they will be able to take advantage of it after they have finished their prison term. The school program packages A, B and C given to WBP who have dropped out of school are indeed in line with what they need.

Regarding the package A, B and C learning program at payakumbuh prison, it has been implemented since March 2021. The learning schedule for the package A, B and C school program is a schedule given by the education office to inmates who take part in the package A, B school program. and C. The subjects given to these inmates are actually the same as other package school programs. Apart from that, the teachers who teach in this package school program come from SKB teachers and formal teachers from vocational high school 4 in payakumbuh city, high school 5 in payakumbuh city and high school 3 in payakumbuh city. Inmates take the national exam if they have been studying for one year, and if they want to continue to another package, the Inmates must take three years of learning in accordance with non-formal education regulations.

Residents assisted by correctional facilities routinely take part in the package school program from Monday-Friday at 13.30-15.30 WIB and have holidays on Saturdays and Sundays. The schedule given to the inmates has been taken into account with their daily activities, so this schedule will not be a burden on the inmates who take part in this learning package program. The mechanism of this package school program is the same as other package school programs, the only difference is the location.

4. Resources

Literally, the term resource comes from the words source and power. The word source is usually connected with the origin, the starting point as a forerunner that can develop or move elsewhere (Kusnaedi, 2021). Human resources in the company need to be developed in order to improve their work capabilities. A company needs to encourage each employee to improve their performance so that the company's desires and goals are quickly achieved (Meirina, 2011). Meanwhile, human resource development aims to prepare employees to follow changes and developments in globalization (Yosepa, 2020).

The resources referred to in this article can be financial resources, human resources, technology and information which become input for the institution. Inmates often face limited access to quality education. Limited resources and infrastructure are obstacles, requiring institutional development to create an environment that supports learning. Overcoming stigma against inmates and promoting awareness of the right to education is an important part of this process.

Based on the research results, it was found that providing school program packages A, B and C to correctional inmates who had dropped out of school experienced several obstacles, including:

Lack of understanding of correctional inmates about the importance of education

The absence of socialization regarding education to correctional inmates means that inmates are less interested in participating in this packaged school program. Inmates tend to no longer be interested in going to school. The high egos of the inmates make this package school program problematic. They feel there is no point in going to school, especially since they are currently in detention. So this makes coordination between correctional institutions and the education service difficult to increase the interest of inmates to take part in the package school program, especially since the number of inmates who drop out of school is not comparable to the inmates who take part in the package school program in prison.

Inadequate facilities

Inadequate facilities are also one of the inhibiting factors in achieving the goals of this program. As for what was found in the field, the inmates who took part in the package A school program studied in a narrow room limited only by the prayer room curtain. Meanwhile, inmates who take part in the package B and C programs study in the prayer room and in the hall, which can sometimes disturb other people who want to

worship. However, it is not uncommon for them to share space if the hall is being used for other purposes. The inmates study on the floor only, there are no chairs or other mats. The table used is only a small table, not infrequently there are still tables used for reciting the Koran. The small blackboard also makes it difficult for teachers to explain the material. Sometimes it is not uncommon for these inmates to complain about the lack of clarity in the teacher's teaching voice, due to the large number of voices coming from outside. These inmates are also given school uniforms by the correctional institution, however the distribution of these uniforms is still not evenly distributed, therefore there are still inmates who have not received school uniforms.

Therefore, the facilities and infrastructure provided for learning and teaching activities can still be said to be inadequate. Even though there are limited facilities and infrastructure, the payakumbuh prison and the teaching team continue to carry out the learning process optimally in order to achieve the goal of fulfilling the educational rights of correctional inmates in the payakumbuh class IIB prison.

Difficulty in accessing the internet

Difficulty in accessing the internet is also one of the obstacles in running this program. Indeed, basically inmates are not allowed to access the internet. However, this creates a challenge for teachers in teaching. Teachers must be required to prepare all learning materials for inmates. Such as providing modules and other books which will later be given to the inmates so that they can easily understand the material provided by the teachers who teach. However, not all teachers are able to provide modules to inmates who take part in the package school program.

5. Internal Structure

The education office has an important task in managing and supporting the implementation of the package equality program. This program is designed to provide access to education to individuals who have various backgrounds and levels of education. The following are some of the main tasks of the Education Department related to the package equality program:

- a. Responsible for designing package equality programs that include learning for those who cannot access formal education.
- b. Organizing equivalency tests to measure students' understanding and achievement in achieving an equivalent educational level.
- c. Manage the recruitment and training of qualified teaching staff to support program implementation.
- d. Design or adapt learning materials according to the needs of students in the equivalency package program.
- e. Monitor and evaluate program implementation. this includes reviewing the performance of teaching staff, and the effectiveness of the curriculum.
- f. Collaborate with related institutions, such as correctional institutions or rehabilitation institutions, to ensure package equality programs can be accessed by those in special or limited conditions.
- g. Providing outreach and campaigns to increase public awareness about the importance of package equality programs.
- h. Provide certificates of equality to students who successfully adapt the program.

By implementing this, the education office has a crucial role in ensuring that the equivalency program package is not only available but also of high quality and relevant to the needs of students. This creates equal educational opportunities for all and gives those who were previously limited access to formal education.

Prisons play a key role in ensuring the fulfillment of the rights to an equal education package for inmates. The following are some of the tasks of prisons related to equal education packages:

1. Monitor and evaluate the educational abilities of inmates.
2. Responsible for developing and implementing package equality programs.

3. Ensure adequate access to learning materials and learning support facilities
4. Facilitate the implementation of equivalency tests.
5. Evaluate the impact of the package's equality education program.

Institutional development involves developing educational programs that are relevant to the needs of the inmates. This may include skills training, formal education or special rehabilitation programs. In this program, the payakumbuh city education office has authority in all learning processes, such as providing teaching staff consisting of SKB teachers and formal education teachers from high schools and vocational high schools in payakumbuh city, providing tools used in the process, studying and teaching, giving report cards, holding national exams, and issuing diplomas for correctional inmates. Before starting the process of learning and teaching activities in each semester, package A, B and C school teachers are required to make a learning implementation plan, so that learning activities are directed and planned.

The payakumbuh class IIB correctional institution in collaboration has the task of opening registration for correctional inmates who wish to take part in package A, B and C school programs, and also registering data on correctional inmates who take part in this package school program. Apart from that, prisons are also tasked with providing rooms for inmates to study and rooms for inmates to take national exams and class promotion exams.

CONCLUSIONS

Based on the results of the research conducted, it was found that fulfilling the educational rights of correctional inmates at the Payakumbuh Class IIB Correctional Institution is closely related to the concept of institution building. This can be expressed through: first, a leadership role is needed that addresses the issue of fulfilling the right to education for correctional inmates in Class IIB Payakumbuh Prison.

The Head of Prisons as leader invites all employees to fight for the educational rights of inmates and collaborate with the Payakumbuh City Education Office to implement the Package A, B and C equality education program at Payakumbuh Prison. Second, the package education program is an effort to achieve the goals of the correctional system, namely by fulfilling the rights of prisoners. Third, the Package A, B and C learning program at Payakumbuh Prison has been implemented since March 2021. The mechanisms and subjects of this package school program are the same as other package school programs. Fourth, even though the facilities and infrastructure are limited, Payakumbuh Prison and the Teaching Team continue to carry out the learning process optimally in order to achieve the goal of fulfilling the educational rights of correctional inmates in Class IIB Payakumbuh Prison. Fifth, the Payakumbuh City Education Office has authority in all learning processes such as providing teaching staff consisting of SKB teachers and education teachers.

Based on the explanation above, it can be said that institutional development is an alternative solution in overcoming the problem of fulfilling the educational rights of correctional inmates who have dropped out of school. This is related to the elements needed in institutional development as stated by Esman, namely leadership, doctrine, resources, activities/services and organizational structure.

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**BUKTI REVISI ARTIKEL DI GMAIL DAN
FILE REVISI ARTIKEL
(15 Maret)**

Revisi Artikel

Institution Building in Fulfilling the Educational Rights of Private Citizens in School Dropout Communities in Class IIB Community Institutions in the City of Payakumbuh

by Khotami Khotami

Submission date: 15-Mar-2024 04:10PM (UTC+0700)

Submission ID: 2321055988

File name: 53849-207262-1-SM.docx (199.46K)

Word count: 6702

Character count: 38253

Institution Building in Fulfilling the Educational Rights of Private Citizens in School Dropout Communities in Class IIB Community Institutions in the City of Payakumbuh

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ABSTRAK

Penelitian ini bertujuan untuk mengkaji tentang implementasi pembangunan institusi dalam pemenuhan hak pendidikan warga binaan pemasyarakatan yang putus sekolah pada Lembaga Pemasyarakatan Kelas IIB Kota Payakumbuh. Dengan menggunakan pendekatan kualitatif, penelitian ini menyoroti peran kepemimpinan, paket program pendidikan, keterlibatan Dinas Pendidikan, dan hambatan yang dihadapi dalam upaya pemenuhan hak atas pendidikan. Hasil penelitian menunjukkan bahwa program pendidikan kesetaraan A, B dan C telah dilaksanakan sejak Maret 2021, meski mengalami kendala akibat pandemi COVID-19. Kepemimpinan yang proaktif, kolaborasi dengan instansi terkait, serta sarana dan prasarana yang terbatas namun optimal menjadi faktor kunci dalam pengembangan kelembagaan. Meskipun terjadi penurunan partisipasi warga binaan pemasyarakatan dalam program pendidikan, namun hal ini dapat diatasi melalui sosialisasi yang lebih efektif tentang pentingnya pendidikan. Kesimpulannya, pengembangan kelembagaan berperan penting dalam menjembatani pemenuhan hak pendidikan warga binaan yang putus sekolah.

ABSTRACT

This research examines the implementation of institutional building in fulfilling the educational rights of correctional inmates who have dropped out of school at the Class IIB Correctional Institution in Payakumbuh City. Using a qualitative approach, this research highlights the role of leadership, packaged education programs, the involvement of the Education Department, and the obstacles faced in efforts to fulfill the right to education. The research results show that the A, B and C equality education programs have been implemented since March 2021, despite experiencing obstacles due to the COVID-19 pandemic. Proactive leadership, collaboration with related agencies, and limited but optimal facilities and infrastructure are key factors in institutional development. Although there is a decline in the participation of correctional inmates in educational programs, this can be overcome through more effective outreach about the importance of education. In conclusion, institutional development plays an important role in bridging the fulfillment of the educational rights of inmates who have dropped out of school.

INTRODUCTION

The administration of all forms of state affairs, namely through the government, has distributed some of its affairs to regional governments with the aim of improving the welfare of the people and forming a just and prosperous society in accordance with the foundations of Pancasila (Adiwilaga. et al., 2018). Regional governments prioritize the implementation of mandatory affairs related to basic services so that community needs can be met timely (Christianingrum, 2019). With the formation of the regional apparatus organization, it functions as an assistant to the regional head in carrying out the function of regulating and managing in accordance with the field of government affairs handed over to the region, whether it is mandatory or optional

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ARTICLE HISTORY

Submitted: XX-XX-XXXX

Revised: XX-XX-XXXX

Accepted: XX-XX-XXXX

Published: XX-XX-XXXX

KATA KUNCI

Pengembangan Kelembagaan;
Pemenuhan Hak Pendidikan;
Warga Binaan
Pemasyarakatan

KEYWORDS

Institution Building; Fulfillment
of Educational Rights;
Correctional Inmates

affairs. Therefore, there is a need for inter-institutional relations and development (institution building) which is carried out as an implementation of the articles of the Law so that it is carried out well by the government and regional governments, and also regional governments and other regional governments. These institutional relationships include relationships between authority, finance, public services, utilization of natural resources, as well as several other resources that have an impact on administrative and regional relations at the government level.

Furthermore, in relation to the research context regarding the issue of fulfilling the educational rights of correctional inmates who have dropped out of school in class IIB correctional institutions in payakumbuh city, based on government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, it is explained in article (1) paragraph (3) that education and teaching are conscious efforts to prepare correctional inmates through guidance or training activities for their roles in the future. The head of a correctional institution can collaborate with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies that operate in the field of education and teaching. In this case, the class IIB correctional institution in payakumbuh city is collaborating with the education office regarding the provision of package A, B and C school programs. Providing this package school program is not just a form of concern, they are given the right to go to school as a basis when they have completed their criminal term. they can continue the ideals they want. Inmates are essentially human beings who have lost their freedom, but not the rights they have. They have the same rights to obtain quality education as society in general. Furthermore, in order to carry out government affairs, according to Finer, the term government refers to at least four main meanings, the first refers to the government process, the second refers to the existence where the government process takes place, the third government refers directly to the person who occupies the position as the executor of power, fourth refers to the relationship between those who rule and those who are ordered (Labolo, 2014). Based on the description presented above, this research focuses on discussing institutional development in fulfilling the right to education, especially for people in prison by proposing a problem formulation, namely how to develop institutions in fulfilling the right to education for people in prison.

Furthermore, regarding fulfilling the educational rights of correctional inmates who have dropped out of school at the class IIB correctional institution, payakumbuh city has been collaborating with the education department since 2020, however, due to the Covid-19 outbreak, this program was temporarily stopped and was officially implemented in March 2021. Providing school programs Packages A, B, and C originate from the desire of the Head of Correctional Institutions to provide educational rights to inmates who have dropped out of school, then this is realized by entering into an agreement with the payakumbuh city education office to realize the vision and mission of correctional institutions as stated in correctional law number 22 In 2022. The education provided to correctional inmates is equality education, equality education is a non-formal education program that provides general education equivalent to elementary school/MI, namely the package A educational program, equivalent to junior high school/MTS, namely the package B education program, senior high school/MA is the package C education program.

The problem that occurs in fulfilling the right to education is that a large number of correctional inmates have dropped out of school, which is due to lack of understanding by correctional inmates about the importance of education. This data can be seen in the following table:

Table. 1 Final education of the Inmates

No	Years	Number of Inmates	Last Education			
			Not finished Elementary School	Not Finished Junior high School	Not Finished Senior High School	Finished SMA
1	2021	268	52	58	67	91
2	2022	260	48	56	65	91
3	2023	287	57	65	71	94

Source: Payakumbuh City Class IIB Correctional Institution

35 Based on the data, it can be seen that there are 57 correctional inmates who have not finished elementary school in 2023, 65 who have not finished junior high school and 71 who have not finished high school, which means there is an increase in the number of inmates who have not finished school from the previous two years. This shows that almost a large number of correctional inmates have dropped out of school, therefore the school program packages A, B and C given to correctional inmates are indeed in line with what they need. Furthermore, regarding the issue of the minimal number of correctional inmates participating in the package school program, this is also one of the problems of not achieving the vision and mission of correctional institutions.

Literature Review

Conceptually, institution building is an approach to understanding social change and an effort to identify operational methods and action strategies that will be carried out by practitioners as agents of change. The Inter-University research program defines institution building as the planning, structuring and guidance of new or re-formed organizations that embody changes in values, functions, physical and/or social technology. Institution building focuses on the creation and restoration of institutions by introducing technical or social changes to developing countries that include several values such as institutional leadership, doctrine, programs, resources, and internal structures that have external, functional, normative, and distributed relationships. (Esman, 1972).

Studies on institution building have been carried out by many scholars with different focuses. Among the research conducted is about the importance of institutional development, especially farmer economic institutions and agricultural extension institutions, to improve farmer welfare with the main focus being increasing farmer access to these institutions. The results of this research show that by building farmer economic institutions, farmers can compete better in the agricultural market and improve their bargaining position (Hanifah, 2008). Furthermore, research on institutional building was also carried out by Khotami who found that in overcoming gold mining without permits, formal and informal leadership factors as well as policy factors play an important role in overcoming gold mining without permits in Kuantan Singingi Regency (Khotami, 2020). Other research related to institutional building reviews the role and potential of development in the religious sector, especially the empowerment of mosques, as an alternative development strategy in Indonesia (Rita, 2019). Furthermore, research discusses the processes of origin, formation, sustainable development, and changes in economic institutions in transition economies. As well as concluding that institutional change occurs under the mutual influence of various parties, including countries, individuals and special groups with different interests. This process requires quite a long time to permeate and adapt institutions in the new economic system, and involves conscious activities for adjustments and increasing the efficiency of its functioning (Volchik, V. et al., 2019). Meanwhile, this research discusses institution building in fulfilling

the educational rights of correctional inmates who have dropped out of school in class IIB community institutions in Payakumbuh City, which has relatively not been discussed previously.

The definition of institutional development is defined as planning, structuring and guidance for new or reorganized organizations to: a) realize changes in values, functions, physical and social technologies; b) establish, develop and foster new normative relationships and patterns of action; c) building networks or links (linkages) to obtain support and completeness from the environment (Esman, 1972).

Esman further views institutional development as a vision and effort. The institution-building perspective is presented as the organizational framework of a strategy for directed or planned social change: "Innovation must be understood as engineered social change. Studying institutions (and organizations) is almost as broad as the study of sociology itself, because the analysis focuses on something basic, functional and patterned in the social system (Syahyuti, 2003).

The terms institutional and organizational are often confused and interchangeably. Scientifically, 'social institutions' and 'social organizations' talk about the same thing, to refer to what in sociology are social groups, groups, social forms, etc. (Uphoff, 1992).

Many scholars in various countries have discussed institution building by looking at it from different perspectives. Among them, the research results show that national development policy has a very important and strategic role and function for achieving national development goals. The success of national development is not only determined by the role of government, but must also be supported by the role of the private sector and society as development stakeholders (Wibowo, 2008).

Based on the description that has been explained above regarding institutional building, including discussing the planning aspect, structure in government functions, changes in values as well as normative relationships within government agencies. Meanwhile, in this research, institutional building focuses more on fulfilling the educational rights of correctional inmates, which is actually the government's responsibility to fulfill the basic needs of society. This research concentrates on institutional development from the aspects of government leadership, policy and improvements in terms of government structure in order to fulfill the responsibility of fulfilling the educational rights of correctional inmates.

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RESEARCH METHODS

The method used in this research is a qualitative approach. Qualitative research is carried out by exploring and deepening social and environmental phenomena consisting of subjects, events, places and times. According to Whitney, the qualitative method is fact-finding with proper implementation. Descriptive research studies problems in society and certain situations, including relationships, activities, attitudes, views and ongoing processes and the influence of a phenomenon. Qualitative research is research that is descriptive in nature and tends to use analysis with an inductive approach (Molung, 2014). Dominating the research process and utilizing a theoretical basis is carried out so that the research focus is in accordance with the facts in the field. Apart from that, the theoretical basis is also useful for providing a general overview of the research background and as material for discussing research results. The choice of qualitative method was based on the reason to reveal research problems related to

institutional development in fulfilling the educational rights of residents in the class IIB correctional facility in payakumbuh city. The informants in this research consisted of correctional institution employees in the field of registration and community guidance, head of the non-formal education studio-learning activity studio (SPNF-SKB), learning activity studio teacher, correctional inmates who attended package schools. The technique for finding informants in this research uses purposive sampling, namely digging up information in depth according to the characteristics of the research in certain situations and conditions. Furthermore, data collection techniques in this research were carried out by means of interviews, observation and documentation. Interviews were conducted with a number of informants who were involved and competent and knowledgeable regarding the provision of school package programs to correctional inmates who also observed individual behavior and activities directly at the research location. Meanwhile, the documents obtained in this research came from electronic media and print media, official documents, and journals and other writings. Then the data analysis technique used is based on presentation by applying a qualitative narrative/report approach in conveying the results of the analysis related to the issue of fulfilling educational rights.

RESULTS AND DISCUSSIONS

Meanwhile, this research refers more to the thoughts of Milton J. Esman who views institutional building as planning, structuring and guidance for new or reorganized organizations to: a) realize changes in values, functions, technology -physical and social technology; b) establish, develop and foster new normative relationships and patterns of action; c) building networks or links (linkages) to obtain support and completeness from the environment. Meanwhile, institutional creation is the expected final condition, or as an evaluative variable, assess the success of institutional development. The institutions themselves involve a number of variables: leadership, doctrine, program, resources, and internal structure, all of which are embedded in their new environment by the "relationships" of various types, namely, the structures and processes for operating and maintaining the new institution.

1. Leadership

According to Welch, a leader is a person who provides inspiration with a clear vision of how something can be done in a better way (Pramudyo, 2013). Leadership is the ability that a person has to influence other people so that they do something to achieve a goal and purpose. This means that leadership does not at least involve elements, namely people who can influence, people who can be influenced and the existence of certain activities or a series of actions in achieving organizational goals (Utari and Hadi, 2020).

Leaders defined in an institution refer to "a number of actors who are actively involved in the formulation of institutional policies and activities, who direct the institution's activities and regulate the institution's relationship with its environment. Leadership is the most important element in institutional development because a deliberate change process will require intensive management, require special skills and expertise, and full commitment from within the institution. Leadership as a group process, where various roles such as decision making and operational control of the institution are distributed in various patterns within the leadership group. The leadership group must be defined as consisting of holders of structurally appointed leadership positions as well as other personnel who, even though they do not have structural positions, are capable of having an important influence in the institution (Esman, 1972).

Based on ¹⁴ government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, it is explained in article (1) paragraph (3) that education and teaching are conscious efforts to prepare correctional inmates through guidance or training activities for their roles in the future. This program originates from the desire of the head of prisons who wants to fulfill the educational rights of prison inmates, especially since most of the prison inmates are people who have dropped out of school, therefore the head of prisons coordinates with the Education Service which is realized by a cooperation agreement by the education office, which is followed by MoU, integrity pact and contract which are extended every year. The program provided to correctional inmates is not merely a form of concern, but this program is formed on the basis of fulfilling their rights as citizens, with the aim that these inmates can later realize their dreams when they have finished serving their criminal term in prison.

Inmates are essentially human beings who have lost their freedom, but not the rights they have. They have the same rights to obtain quality education as society in general (Rahayu, 2018). Correctional inmates can be given the same rights to obtain education, such as attending school and obtaining a diploma, like ordinary people, even though their ⁴³ place and movement are limited. This has been explained in Article 31 of the Constitution, Paragraph (1) which reads: "Every citizen has the right to education". This means that there is not a single Indonesian citizen who cannot obtain an education, even while in prison.

A leadership role in handling the fulfillment of educational rights for correctional inmates is very necessary. Strong and committed leadership is essential in establishing institutions that support the right to education. Caring leaders will design policies, allocate implementation resources, and ensure the implementation of educational programs.

Furthermore, ²⁹ government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, explains in article (1) paragraph (3) that education and teaching is a conscious effort to prepare correctional inmates through guidance or ⁸ training activities for their role in the future. The head of a correctional institution can collaborate with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies that operate in the field of education and teaching.

Based on the research results, it was found that the role of the payakumbuh prison leadership was very good. The collaboration between these institutions is running smoothly and in line with expectations. The head of payakumbuh class IIB prison is very concerned and committed to fighting for the educational rights of the inmates and hopes that the inmates will get a diploma. This is important to prepare them to return to society with the necessary knowledge and ² skills. To fulfill the educational rights of inmates, the head of payakumbuh prison collaborates with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies engaged in the field of education and teaching. Class IIB payakumbuh prison and the payakumbuh city education office have coordinated regarding the fulfillment of educational rights for inmates who have dropped out of school by providing package A, B and C school programs to inmates who have dropped out of school, as well as establishing sustainable cooperation which is extended every year.

This equality education program is strongly supported by all prison officers. The person coordinating the school activities for packages A, B and C at payakumbuh prison ⁴² the head of the registration and Community Guidance Sub-Section (REGBIMAS). The role of ⁴ the head of the payakumbuh city education service greatly influences the implementation of the package A, B and C programs in payakumbuh prison. The head of the payakumbuh city education service

provides competent and friendly teaching staff consisting of formal school teachers and teachers from the non-formal education studio-learning activities studio (SPNF-SKB) payakumbuh city. This makes the inmates comfortable in participating in the package A, B and C program learning.

Based on empirical facts, if linked to theory, it is very clear that the role of leadership can influence efforts to fulfill the right to education to correctional inmates who have dropped out of school. There needs to be cooperation or coordination so that the fulfillment of this right can run effectively and in accordance with its objectives.

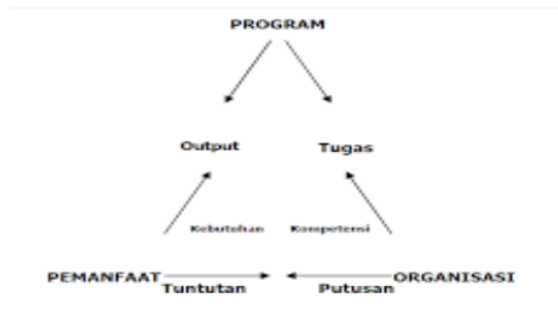
2. Doctrine

Policies can be expressed as efforts to achieve certain goals, as well as efforts to solve problems using certain means and within certain time stages. Policies are generally basic, because policies only outline general guidelines as a basis for action in an effort to achieve predetermined goals (Ramdhani and Ali Ramdhani, 2017). Meanwhile, doctrine is an opinion or scientific stance that is prepared and expressed rationally and can convince other people (Sofyan, 2016).

Institutional policy is the intersection between a series of policies within the organization itself and in the external institutional environment that describes the vision, hopes and goals of the Institution (Yunus, 2022). According to Thomas R. Dye, policy can be viewed as a system. If a policy is a system then the policy can contain several constituent elements. David C. Korten states that a program will be successful if there is a match between the program and utilization, namely a match between what is offered by the program and what is needed by the target group (utilization). The model of elements forming policy for a program according to David C. Korten is as follows:

Figure 1.

The model of policy forming elements



Conformity between the program and the implementing organization, namely the compatibility between the tasks envisaged by the program and the implementing organization's ability to carry out its main duties and functions as well as the compatibility between the conditions decided by the organization to be able to obtain the program output and what the program's target group can do. Based on the model developed by Korten, it can be concluded that if there is a mismatch between the three elements of policy implementation, the program performance will not be successful as expected (Otenyo, 2006).

In relation to fulfilling the right to education for inmates in prisons who have dropped out of school, based on law number 20 of 2022 concerning corrections, it is explained in article (1) that correctional institutions are a criminal justice subsystem that carries out law enforcement in the field of treatment of prisoners, children and inmates. Followed by article (2) of Law Number 22 of 2022 concerning corrections, the aim of this correctional system is to provide guaranteed protection for the rights of prisoners and children, improve the quality of personality and independence of inmates so that they realize their mistakes, improve themselves, and not repeat the crime. punishment, so that it can be accepted again by the community, can live normally as a good, law-abiding, responsible citizen, and can actively play a role in development and provide protection to the community from repetition of criminal acts.

Basically, every human being wants to have the right to be free to do what he wants to do as long as he does not violate existing rules in society. However, in prison, this right is revoked due to being forced to serve a sentence. The implementation of the correctional system in prisons is carried out through coaching inmates and prisoner services, therefore officers must understand and understand the psychological factors of inmates. One effort to achieve the goals of the correctional system is to fulfill the rights of prisoners. One of them is in accordance with law number 22 of 2022 concerning corrections article 9 (c), namely receiving education and teaching.

Based on payakumbuh city regional regulation number 1 of 2017 concerning the implementation of education, the education provided to correctional inmates is equality education, equality education is a non-formal education program that provides general education equivalent to elementary school/MI, namely the education program package A, equivalent to middle school firstly/MTS is the package B education program, senior high school/MA, namely the package C education program.

Regarding findings in the field, the class IIB correctional institution in payakumbuh city has entered into an MoU with the education department since 2020 in the form of a letter signed on a matrai, however, due to the Covid-19 outbreak, this program was forced to be temporarily stopped and was officially implemented in March 2021. The package A, B and C school program provided to correctional inmates who have dropped out of school has been running well, the collaboration has been carried out three times, which means it has been three years.

This program policy is a memorandum of the understanding (MoU) between payakumbuh prison and the payakumbuh city education office, namely the formation of school schedules for study packages A, B and C, provision of teaching staff, receipt of report cards, and the implementation of national exams carried out regularly. The role of the education department in this program is to prepare all tools and materials for the learning and teaching process. Among other things, preparing tables, books, pens, pencils and modules used during learning and teaching. Meanwhile, prisons only provide space, school uniforms, and manage and open registration for correctional inmates who wish to take part in package A, B and C school programs.

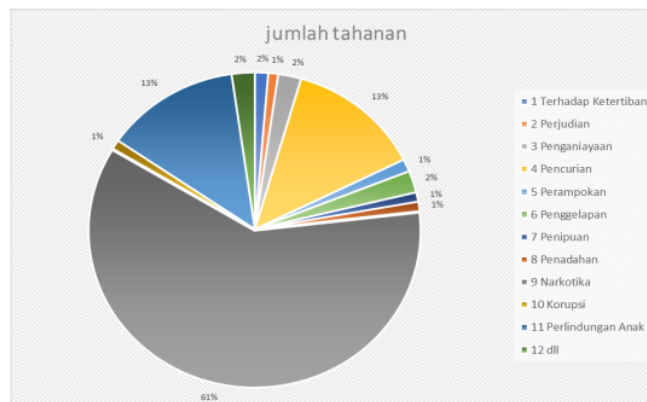
Involvement between institutions in fulfilling the right to education is a condition that cannot be separated from this discussion. Correctional Institutions involve the education service as an actor capable of providing the fulfillment of educational rights to correctional inmates. Therefore, the education office has authority over all forms of education implementation which are directly supervised by the ministry of education. The presence of collaboration between these institutions can have an influence on the birth of policies that are on behalf of the interests of the general public and people who have lost their independence.

3. Program

The activities/services referred to in this paper are activities related to the performance of each institutional function and are the results or output of the institution. Based on government regulation number 57 of 1999 concerning cooperation in the implementation of correctional development and guidance, explained in article (1), namely; collaboration is an activity organized by the minister with related agencies, community bodies or individuals in the context of coaching and/or supervising correctional inmates, whose activities are in line with the implementation of the correctional system. Where cooperation is carried out in the context of development, improvement and/or expansion of coaching, where the cooperation relationship is functional.

Data on cases and the number of prisoners in the class IIB correctional institution in payakumbuh city in november 2023 can be seen in the following figure:

Figure 2. Number of prisoners



Based on the figure above, it can be seen that more than 50% of cases of correctional inmates in the Payakumbuh City Class IIB Prison are narcotics cases. This shows that many correctional inmates in the Payakumbuh City Class IIB Prison are occupied by prisoners with narcotics cases. In fact, this is a challenge for these two institutions to direct the inmates not to do this again. If they are given a proper education and the opportunity to obtain a diploma, they will be able to take advantage of it after they have finished their prison term. The school program packages A, B and C given to WBP who have dropped out of school are indeed in line with what they need.

Regarding the package A, B and C learning program at payakumbuh prison, it has been implemented since March 2021. The learning schedule for the package A, B and C school program is a schedule given by the education office to inmates who take part in the package A, B school program. and C. The subjects given to these inmates are actually the same as other package school programs. Apart from that, the teachers who teach in this package school program come from SKB teachers and formal teachers from vocational high school 4 in payakumbuh city, high school 5 in payakumbuh city and high school 3 in payakumbuh city. Inmates take the national exam if they have been studying for one year, and if they want to continue to another package, the Inmates must take three years of learning in accordance with non-formal education regulations.

Residents assisted by correctional facilities routinely take part in the package school program from Monday-Friday at 13.30-15.30 WIB and have holidays on Saturdays and Sundays. The schedule given to the inmates has been taken into account with their daily activities, so this schedule will not be a burden on the inmates who take part in this learning package program. The mechanism of this package school program is the same as other package school programs, the only difference is the location.

4. Resources

Literally, the term resource comes from the words source and power. The word source is usually connected with the origin, the starting point as a forerunner that can develop or move elsewhere (Kusnaedi, 2021). Human resources in the company need to be developed in order to improve their work capabilities. A company needs to encourage each employee to improve their performance so that the company's desires and goals are quickly achieved (Meirina, 2011). Meanwhile, human resource development aims to prepare employees to follow changes and developments in globalization (Yosepa, 2020).

The resources referred to in this article can be financial resources, human resources, technology and information which become input for the institution. Inmates often face limited access to quality education. Limited resources and infrastructure are obstacles, requiring institutional development to create an environment that supports learning. Overcoming stigma against inmates and promoting awareness of the right to education is an important part of this process. Based on the research results, it was found that providing school program packages A, B and C to correctional inmates who had dropped out of school experienced several obstacles, including:

Lack of understanding of correctional inmates about the importance of education

The absence of socialization regarding education to correctional inmates means that inmates are less interested in participating in this packaged school program. Inmates tend to no longer be interested in going to school. The high egos of the inmates make this package school program problematic. They feel there is no point in going to school, especially since they are currently in detention. So this makes coordination between correctional institutions and the education service difficult to increase the interest of inmates to take part in the package school program, especially since the number of inmates who drop out of school is not comparable to the inmates who take part in the package school program in prison.

Inadequate facilities

Inadequate facilities are also one of the inhibiting factors in achieving the goals of this program. As for what was found in the field, the inmates who took part in the package A school program studied in a narrow room limited only by the prayer room curtain. Meanwhile, inmates who take part in the package B and C programs study in the prayer room and in the hall, which can sometimes disturb other people who want to worship. However, it is not uncommon for them to share space if the hall is being used for other purposes. The inmates study on the floor only, there are no chairs or other mats. The table used is only a small table, not infrequently there are still tables used for reciting the Koran. The small blackboard also makes it difficult for teachers to explain the material. Sometimes it is not uncommon for these inmates to complain about the lack of clarity in the teacher's teaching voice, due to the large number of voices coming from outside. These inmates are also given school uniforms by the correctional institution, however the distribution of these uniforms is still not evenly distributed, therefore there are still inmates who have not received school uniforms.

Therefore, the facilities and infrastructure provided for learning and teaching activities can still be said to be inadequate. Even though there are limited facilities and infrastructure, the payakumbuh prison and the teaching team continue to carry out the learning process optimally in order to achieve the goal of fulfilling the educational rights of correctional inmates in the payakumbuh class IIB prison.

Difficulty in accessing the internet

Difficulty in accessing the internet is also one of the obstacles in running this program. Indeed, basically inmates are not allowed to access the internet. However, this creates a challenge for teachers in teaching. Teachers must be required to prepare all learning materials for inmates. Such as providing modules and other books which will later be given to the inmates so that they can easily understand the material provided by the teachers who teach. However, not all teachers are able to provide modules to inmates who take part in the package school program.

5. Internal Structure

The education office has an important task in managing and supporting the implementation of the package equality program. This program is designed to provide access to education to individuals who have various backgrounds and levels of education. The following are some of the main tasks of the Education Department related to the package equality program:

- a. Responsible for designing package equality programs that include learning for those who cannot access formal education.
- b. Organizing equivalency tests to measure students' understanding and achievement in achieving an equivalent educational level.
- c. Manage the recruitment and training of qualified teaching staff to support program implementation.
- d. Design or adapt learning materials according to the needs of students in the equivalency package program.
- e. Monitor and evaluate program implementation. this includes reviewing the performance of teaching staff, and the effectiveness of the curriculum.
- f. Collaborate with related institutions, such as correctional institutions or rehabilitation institutions, to ensure package equality programs can be accessed by those in special or limited conditions.
- g. Providing outreach and campaigns to increase public awareness about the importance of package equality programs.
- h. Provide certificates of equality to students who successfully adapt the program.

By implementing this, the education office has a crucial role in ensuring that the equivalency program package is not only available but also of high quality and relevant to the needs of students. This creates equal educational opportunities for all and gives those who were previously limited access to formal education.

Prisons play a key role in ensuring the fulfillment of the rights to an equal education package for inmates. The following are some of the tasks of prisons related to equal education packages:

1. Monitor and evaluate the educational abilities of inmates.
2. Responsible for developing and implementing package equality programs.
3. Ensure adequate access to learning materials and learning support facilities
4. Facilitate the implementation of equivalency tests.
5. Evaluate the impact of the package's equality education program.

Institutional development involves developing educational programs that are relevant to the needs of the inmates. This may include skills training, formal education or special rehabilitation programs. In this program, the payakumbuh city education office has authority in all learning processes, such as providing teaching staff consisting of SKB teachers and formal education teachers from high schools and vocational high schools in payakumbuh city, providing tools used in the process, studying and teaching, giving report cards, holding national exams, and issuing diplomas for correctional inmates. Before starting the process of learning and teaching activities in each semester, package A, B and C school teachers are required to make a learning implementation plan, so that learning activities are directed and planned.

The payakumbuh class IIB correctional institution in collaboration has the task of opening registration for correctional inmates who wish to take part in package A, B and C school programs, and also registering data on correctional inmates who take part in this package school program. Apart from that, prisons are also tasked with providing rooms for inmates to study and rooms for inmates to take national exams and class promotion exams.

CONCLUSIONS

²Based on the results of the research conducted, it was found that fulfilling the ³³educational rights of correctional inmates at the Payakumbuh Class IIB Correctional Institution is closely related to the concept of institution building. This can be expressed through: first, a leadership role is needed that addresses the issue of fulfilling the right to education for correctional inmates in Class IIB Payakumbuh Prison.

The Head of Prison ³²as leader invites all employees to fight for the educational rights of inmates and collaborate with the Payakumbuh City Education Office to implement the Package A, B and ³⁶quality education program at Payakumbuh Prison. Second, the package education program is an effort to achieve the goals of the correctional system, namely by fulfilling the rights of prisoners. Third, the Package A, B and C learning program at Payakumbuh Prison has been implemented since March 2021. The mechanisms and subjects of this package school program are the same as other package school programs. Fourth, even though the facilities ²¹infrastructure are limited, Payakumbuh Prison and the Teaching Team continue to carry out the learning process optimally in order to achieve the goal of fulfilling the educational rights of correctional inmates in Class IIB Payakumbuh Prison. Fifth, the Payakumbuh City Education Office has authority in all learning processes such as providing teaching staff consisting of SKB teachers and education teachers.

Based on the explanation above, it can be said that institutional development is an alternative solution in overcoming the problem of fulfilling the educational rights of correctional inmates who have dropped out of school. This is related to the elements needed in institutional development as stated by Esman, namely leadership, doctrine, resources, activities/services and organizational structure.

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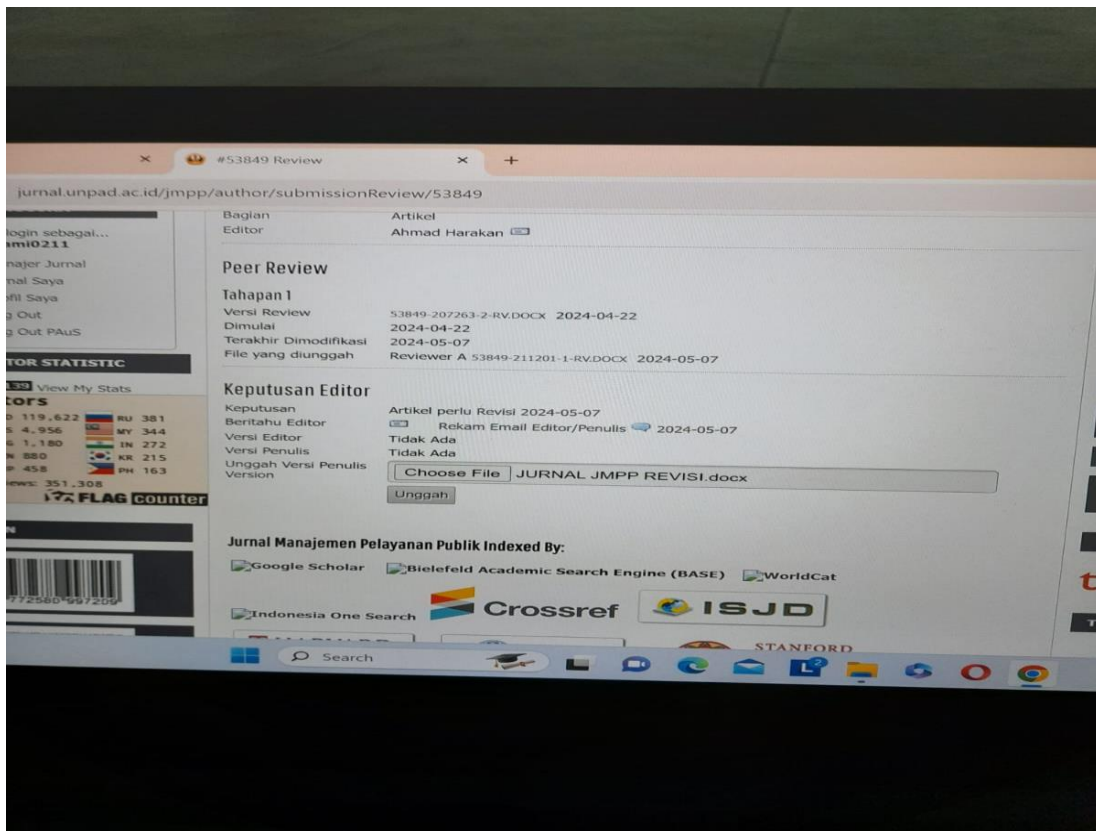
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Institution Building to Discharging Inmates Educational Rights on School Dropout Communities in Class IIB Penitentiary Institutions of Payakumbuh

ABSTRAK

Tujuan penelitian ini untuk menganalisis tentang implementasi pembangunan institusi dalam pemenuhan hak pendidikan warga binaan pemsyarakatan yang putus sekolah pada Lembaga Pemsyarakatan Kelas IIB Kota Payakumbuh. Dengan menggunakan pendekatan kualitatif, penelitian ini menyoroti peran kepemimpinan, paket program pendidikan, keterlibatan Dinas Pendidikan, dan hambatan yang dihadapi dalam upaya pemenuhan hak atas pendidikan. Hasil penelitian menunjukkan bahwa program pendidikan kesetaraan A, B dan C telah dilaksanakan sejak Maret 2021, meski mengalami kendala akibat pandemi COVID-19. Kepemimpinan yang proaktif, kolaborasi dengan instansi terkait, serta sarana dan prasarana yang terbatas namun optimal menjadi faktor kunci dalam pengembangan kelembagaan. Meskipun terjadi penurunan partisipasi warga binaan pemsyarakatan dalam program pendidikan, namun hal ini dapat diatasi melalui sosialisasi yang lebih efektif tentang pentingnya pendidikan. Kesimpulannya, pengembangan kelembagaan berperan penting dalam menjembatani pemenuhan hak pendidikan warga binaan yang putus sekolah.

ABSTRACT

This research examines the implementation of the institutional building to discharge the educational rights of inmates who have dropped out of school at the Class IIB penitentiary in Payakumbuh. Using a qualitative approach, this research highlights the portrayal of leadership, packaged education programs, the involvement of the Education Department, and the obstacles confronted in efforts to answer the right to education. The research results demonstrate that the A, B, and C equality education programs have been implemented since March 2021, despite experiencing obstacles due to the COVID-19 pandemic. Proactive leadership, collaboration with related agencies, and limited yet optimal facilities and infrastructure are key factors in institutional building. Although there is a decline in the participation of inmates in educational programs, this can be overcome through more effective outreach about the importance of education. In conclusion, institutional development plays an important role in bridging the fulfillment of the educational rights of inmates who have dropped out of school.

ARTICLE HISTORY

Submitted: XX XX XXXX
Revised: XX XX XXX
Accepted: XX XX XXXX
Published: XX XX XXXX

KATA KUNCI

Pengembangan Kelembagaan;
Pemenuhan Hak Pendidikan;
Warga Binaan Pemsyarakatan

KEYWORDS

Institution Building; Fulfillment
of Educational Rights;
Correctional Inmates

INTRODUCTION

The administration of all forms of state affairs, particularly through the government, has distributed some of its affairs to regional governments to improve the welfare of the people and form a just and prosperous society by the foundations of Pancasila (Adiwilaga et al., 2018). Regional governments prioritize the implementation of mandatory affairs related to basic services so that community requirements can be conformed to optimally (Christianingrum, 2019). Upon the formation of the regional apparatus organization, it functions as an assistant to the regional head in carrying out the function of regulating and managing the field of government affairs handed over to the region, whether it is mandatory or optional affairs. Therefore, there is a need for inter-institutional relations and development (institution building)

which is carried out as an implementation of the articles of the Law so that it is carried out well by the government and regional governments, and also the other regional governments. These institutional relationships include relationships between authority, finance, public services, utilization of natural resources, as well as several other resources that have an impact on administrative and regional relations at the government level.

Furthermore, the research context regarding the issue of fulfilling the educational rights of inmates who have dropped out of school in class IIB institutions in Payakumbuh city, based on government regulation number 32 of 1999 concerning the development and guidance of inmates, is explained in article (1) paragraph (3) that education and teaching are conscious efforts to prepare inmates through guidance or training activities for their part in the future. The head of a penitentiary institution can collaborate with government agencies whose scope of duties includes the fields of education and culture, and/or community that work in the field of education and teaching. In this case, the class IIB penitentiary in Payakumbuh is collaborating with the education office regarding the provision of package A, B, and C school programs. Providing this package school program is not just a form of concern, they are given the right to go to school as a basis when they have completed their criminal term. they can continue the ideals they want. Inmates are essentially human beings who have lost their freedom, but not the rights they have. They have the same rights to obtain quality education as society in general. Furthermore, to carry out government affairs, according to Finer, the term government refers to at least four main meanings, the first refers to the government process, the second refers to the existence where the government process takes place, the third government refers directly to the person who occupies the position as the executor of power, fourth refers to the relationship between those who rule and those who are ordered (Labolo, 2014). Based on the description presented above, this research focuses on discussing institutional development in fulfilling the right to education, especially for people in prison by proposing a problem formulation, namely how to develop institutions in fulfilling the right to education for people in prison.

Furthermore, regarding fulfilling the educational rights of inmates who have dropped out of school at the class IIB penitentiary institution, Payakumbuh, has been collaborating with the education department since 2020, however, due to the Covid-19 outbreak, this program was temporarily stopped and was officially implemented in March 2021. Providing school programs Packages A, B, and C originate from the desire of the Head of Institutions to provide educational rights to inmates who have dropped out of school, then this is realized by agreeing with the Payakumbuh education office to realize the vision and mission of penitentiary institutions as stated in correctional regulation number 22 In 2022. The education provided to inmates is equality education, equality education is a non-formal education program that provides general education equivalent to elementary school/MI with the package A educational program, equivalent to junior high school/MTS which is the package B education program, senior high school/MA is the package C education program.

The problem that occurs in fulfilling the right to education is that a large number of inmates have dropped out of school, which is due to a lack of understanding by inmates about the importance of education. This data can be seen in the following table:

Table 1.
Final education of the Inmates

No	Years	Number of Inmates	Last Education			
			Not finished Elementary School	Not Finished Junior high School	Not Finished Senior High School	Finished SMA
1	2021	268	52	58	67	91
2	2022	260	48	56	65	91
3	2023	287	57	65	71	94

Source: Payakumbuh City Class IIB Correctional Institution

Based on the data, it can be seen that 57 correctional inmates have not finished elementary school in 2023, 65 have not finished junior high school and 71 have not finished high school, which means there is an increase in the number of inmates who have not finished school from the previous two years. This shows that almost a large number of inmates have dropped out of school, therefore the school program packages A, B, and C given to correctional inmates are indeed in line with what they need. Furthermore, regarding the issue of the minimal number of correctional inmates participating in the package school program, this is also one of the problems of not achieving the vision and mission of correctional institutions.

Literature Review

Conceptually, institution building leads to an approach to understanding social change and an effort to identify operational methods and action strategies that will be carried out by practitioners as agents of change. The Inter-University Research Program defines institution building as the planning, structuring, and guidance of new or re-formed organizations that embody changes in values, functions, and physical and/or social technology. Institution building focuses on the creation and restoration of institutions by introducing technical or social changes to developing countries that include several values such as institutional leadership, doctrine, programs, resources, and internal structures that have external, functional, normative, and distributed relationships (Esman, 1972).

Studies on institution building have been carried out by many scholars with different focuses. Among the research conducted is about the importance of institutional development, especially farmer economic institutions and agricultural extension institutions, to improve farmer welfare with the main focus being increasing farmer access to these institutions. The results of this research show that by building farmer economic institutions, farmers can compete better in the agricultural market and improve their bargaining position (Hanifah, 2008). Furthermore, research on the institutional building was also carried out by Khotami who found that in overcoming gold mining without permits, formal and informal leadership factors as well as policy factors play an important role in overcoming gold mining without permits in Kuantan Singingi Regency (Khotami, 2020). Other research related to institutional building reviews the role and potential of development in the religious sector, especially the empowerment of mosques, as an alternative development strategy in Indonesia (Rita, 2019). Furthermore, research discusses the processes of origin, formation, sustainable development, and changes in economic institutions in transition economies. As well as concluding that institutional change occurs under the mutual influence of various parties, including countries, individuals, and special groups with different interests. This process requires quite a long time to permeate and adapt institutions in the new economic system and involves

conscious activities for adjustments and increasing the efficiency of its functioning (Volchik, 2019). Meanwhile, this research discusses institution building in fulfilling the educational rights of inmates who have dropped out of school in class IIB penitentiary in Payakumbuh, which has relatively not been discussed previously.

The definition of institutional building is defined as planning, structuring, and guidance for new or reorganized organizations to a) realize changes in values, functions, and physical and social technologies; b) establish, develop, and foster new normative relationships and patterns of action; c) reconstruct networks or links (linkages) to obtain support and completeness from the environment (Esman, 1972).

Esman further perceives institutional building as a vision and effort. it is presented as the organizational framework of a strategy for directed or planned social change: "Innovation must be comprehended as engineered social change. Studying institutions (and organizations) is almost as broad as the study of sociology itself because the analysis focuses on something basic, functional, and patterned in the social system (Syahyuti, 2003).

The terms institutional and organizational are often confused and interchangeable. Scientifically, 'social institutions' and 'social organizations' discuss similar matters, to refer to what in sociology are social groups, groups, social forms, etc. (Uphoff, 1992).

Many scholars in various countries have discussed institution building by looking at it from different perspectives. Among them, the research results show that national development policy has a very important and strategic role and function in achieving national development goals. The success of national development is not only determined by the role of government but must also be supported by the role of the private sector and society as development stakeholders (Wibowo, 2008).

Based on the description that has been explained above regarding institutional building, including discussing the planning aspect, structure in government functions, changes in values as well as normative relationships within government agencies. Meanwhile, in this research, institutional building focuses more on completing the educational rights of inmates, which is the government's responsibility to fulfill the basic needs of society. This research concentrates on institutional building from the aspects of government leadership, policy, and improvements in terms of government structure to fulfill the responsibility of fulfilling the educational rights of correctional inmates.

RESEARCH METHODS

The method used in this research is a qualitative approach. Qualitative research is carried out by exploring and deepening social and environmental phenomena consisting of subjects, events, places, and times. According to Whitney, the qualitative method is fact-finding with proper implementation. Descriptive research studies problems in society and certain situations, including relationships, activities, attitudes, views ongoing processes, and the influence of a phenomenon. Qualitative research is research that is descriptive and tends to use analysis with an inductive approach (Moleong, 2016). Dominating the research process and utilizing a theoretical basis is carried out so that the research focus is on the facts in the field. Apart from that, the theoretical basis is also useful for providing a general overview of the research background and as material for discussing research results. The choice of qualitative method was based on the reason to reveal research problems related to institutional building in completing the educational rights of residents in the class IIB correctional facility in Payakumbuh

City. The informants in this research consisted of correctional institution employees in the field of registration and community guidance, the head of the non-formal education studio-learning activity studio (SPNF-SKB), learning activity studio teachers, and inmates who attended package schools. The technique for finding informants in this research uses purposive sampling, namely digging up information in depth according to the characteristics of the research in certain situations and conditions. Furthermore, data collection techniques in this research were carried out using interviews, observation, and documentation. Interviews were conducted with several informants who were involved competent and knowledgeable regarding the provision of school package programs to correctional inmates who also observed individual behavior and activities directly at the research location. Meanwhile, the documents obtained in this research came from electronic media and print media, official documents, journals, and other writings. Then the data analysis technique used is based on presentation by applying a qualitative narrative/report approach in conveying the results of the analysis related to the issue of fulfilling educational rights.

RESULTS AND DISCUSSIONS

Meanwhile, this research refers more to the thoughts of Milton J. Esman who views institutional building as planning, structuring, and guidance for new or reorganized organizations to: a) realize changes in values, functions, technology -physical and social technology; b) establish, develop and foster new normative relationships and patterns of action; c) create networks or links (linkages) to obtain support and completeness from the environment. Meanwhile, institutional creation is the expected final condition, or an evaluative variable to assess the success of institutional development. The institutions themselves involve several variables: leadership, doctrine, program, resources, and internal structure, all of which are embedded in their new environment by the "relationships" of various types, namely, the structures and processes for operating and maintaining the new institution.

1. Leadership

According to Welch, a leader refers to a person who inspires with a clear vision of how something can be done in a better way (Pramudyo, 2013). Leadership is the ability that a person has to influence other people so that they do something to achieve a goal and purpose. This means that leadership does not at least involve elements, namely people who can influence, people who can be influenced, and the existence of certain activities or a series of actions in achieving organizational goals (Utari & Hadi, 2020).

Leaders defined in an institution refer to "several actors who are actively involved in the formulation of institutional policies and activities, who direct the institution's activities and regulate the institution's relationship with its environment. Leadership is the most important element in institutional development because a deliberate change process will require intensive management, special skills and expertise, and full commitment from within the institution. Leadership is a group process, where various roles such as decision-making and operational control of the institution are distributed in various patterns within the leadership group. The leadership group must be defined as consisting of holders of structurally appointed leadership positions as well as other personnel who, even though they do not have structural positions, are capable of having an important influence in the institution (Esman, 1972).

Based on government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, it is explained in the article (1) paragraph (3) that education and teaching are conscious efforts to prepare correctional inmates through guidance or training

activities for their roles in the future. This program originates from the desire of the head of the prison who wants to fulfill the educational rights of prison inmates, especially since most of the prison inmates are people who have dropped out of school, therefore the head of the prison coordinates with the Education Service which is realized by a cooperation agreement by the education office, which is followed by MoU, integrity pact and contract which are extended every year. The program provided to correctional inmates is not merely a form of concern, but this program is formed based on fulfilling their rights as citizens, with the aim that these inmates can later realize their dreams when they have finished serving their criminal term in prison.

Inmates are essentially human beings who have lost their freedom, but not the rights they have. They have the same rights to obtain quality education as society in general (Rahayu, 2018). Correctional inmates can be given the same rights to obtain education, such as attending school and obtaining a diploma, like ordinary people, even though their space and movement are limited. This has been explained in Article 31 of the Constitution, Paragraph (1) which reads: "Every citizen has the right to education". This means that there is not a single Indonesian citizen who cannot obtain an education, even while in prison.

A leadership role in handling the fulfillment of educational rights for correctional inmates is very necessary. Strong and committed leadership is essential in establishing institutions that support the right to education. Caring leaders will design policies, allocate implementation resources, and ensure the implementation of educational programs.

Furthermore, government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, explains in article (1) paragraph (3) that education and teaching is a conscious effort to prepare correctional inmates through guidance or training activities for their role in the future. The head of a correctional institution can collaborate with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies that operate in the field of education and teaching.

Based on the research results, it was found that the role of the Payakumbuh prison leadership was very good. The collaboration between these institutions is running smoothly and in line with expectations. The head of Payakumbuh class IIB penitentiary is very concerned and committed to fighting for the educational rights of the inmates and hopes that the inmates will get a diploma. This is important to prepare them to return to society with the necessary knowledge and skills. To fulfill the educational rights of inmates, the head of Payakumbuh prison collaborates with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies engaged in the field of education and teaching. Class IIB Payakumbuh penitentiary and the Payakumbuh city education office have coordinated regarding the fulfillment of educational rights for inmates who have dropped out of school by providing package A, B, and C school programs to inmates who have dropped out of school, as well as establishing sustainable cooperation which is extended every year.

This equality education program is strongly supported by all penitentiary officers. The person coordinating the school activities for packages A, B, and C at Payakumbuh prison is the head of the registration and Community Guidance Sub-Section (REGBIMAS). The role of the head of the Payakumbuh City education service greatly influences the implementation of the package A, B, and C programs in Payakumbuh prison. The head of the Payakumbuh city education service provides competent and friendly teaching staff consisting of formal school teachers and teachers from the non-formal education studio-learning activities studio (SPNF-SKB) Payakumbuh city. This makes the inmates comfortable in participating in the package A, B, and C program learning.

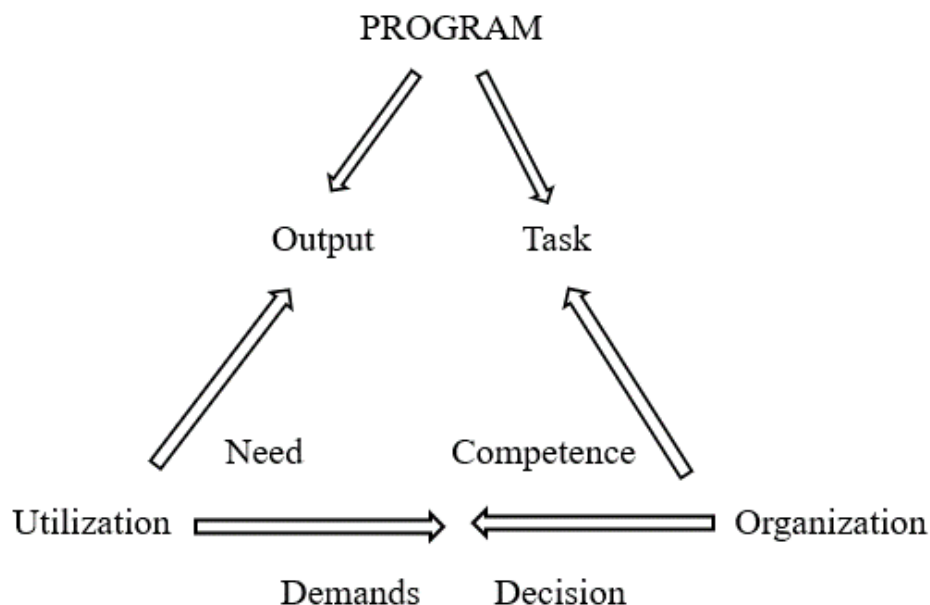
Based on empirical facts, if linked to theory, it is very clear that the role of leadership can influence efforts to fulfill the right to education for correctional inmates who have dropped out of school. There needs to be cooperation or coordination so that the fulfillment of this right can run effectively and by its objectives.

2. Doctrine

Policies can be expressed as efforts to achieve certain goals, as well as efforts to solve problems using certain means and within certain time stages. Policies are generally basic because policies only outline general guidelines as a basis for action to achieve predetermined goals (Ramdhani dan Ramdhani, 2017). Meanwhile, the doctrine is an opinion or scientific stance that is prepared and expressed rationally and can convince other people (Sofyn, 2016) (Sofyan, 2016).

Institutional policy is the intersection between a series of policies within the organization itself and in the external institutional environment that describes the vision, hopes, and goals of the Institution (Yunus, 2022). According to Thomas R. Dye, policy can be viewed as a system. If a policy is a system, then the policy can contain several constituent elements. David C. Korten states that a program will be successful if there is a match between the program and utilization, namely a match between what is offered by the program and what is needed by the target group (utilization). The model of elements forming policy for a program according to David C. Korten is as follows:

Figure 1.
The model of policy-forming elements



Source: David C. Korten (Tarigan, 2000: 19)

Based on the figure above, it can be explained that between the organization, the users, and the program there must be compatibility starting from the planned tasks with the organization's ability to carry out the main tasks and functions as well as compatibility between the conditions set by the organization to be able to obtain the expected outcomes carried out by the program target group. Based on the model developed by Korten, it can be concluded that if there is a mismatch between the three elements of policy implementation, then the program performance will not be as successful as expected (Otenyo & Lind, 2006).

Regarding fulfilling the right to education for inmates in prisons who have dropped out of school, based on law number 22 of 2022 concerning corrections, it is explained in article (1) that correctional institutions are a criminal justice subsystem that carries out law enforcement in the field of treatment of prisoners, children, and inmates. Followed by article (2) of regulation number 22 of 2022 concerning corrections, the purpose of this correctional system is to provide guaranteed protection for the rights of prisoners and children, improve the quality of personality and independence of inmates so that they realize their mistakes, improve themselves, and not repeat the crime. punishment, so that it can be accepted again by the community, can live normally as a good, law-abiding, responsible citizen, and can actively play a role in development and provide protection to the community from the repetition of criminal acts.

Every human being wants to have the right to be free to do what he wants to do as long as he does not violate existing rules in society. However, in prison, this right is revoked due to being forced to serve a sentence. The implementation of the correctional system in prisons is carried out through coaching inmates and prisoner services, therefore officers must understand and understand the psychological factors of inmates. One effort to achieve the goals of the correctional system is to fulfill the rights of prisoners. One of them is by law number 22 of 2022 concerning corrections article 9 (c), namely receiving education and teaching.

Based on Payakumbuh City regional regulation number 1 of 2017 concerning the implementation of education, the education provided to correctional inmates is equality education, equality education is a non-formal education program that provides general education equivalent to elementary school/MI, namely the education program package A, equivalent to middle school firstly/MTS is the package B education program, senior high school/MA, namely the package C education program.

Regarding findings in the field, the class IIB correctional institution in Payakumbuh City has entered into an MoU with the education department since 2020 in the form of a letter signed on a stamp, however, due to the Covid-19 outbreak, this program was forced to be temporarily stopped and was officially implemented in March 2021. The package A, B, and C school programs provided to correctional inmates who have dropped out of school have been running well, the collaboration has been carried out three times, which means it has been three years.

This program policy is a memorandum of understanding (MoU) between Payakumbuh prison and the Payakumbuh city education office, namely the formation of school schedules for study packages A, B, and C, provision of teaching staff, receipt of report cards, and the implementation of national exams carried out regularly. The role of the education department in this program is to prepare all tools and materials for the learning and teaching process. Among other things, preparing tables, stationaries, and modules is used during learning and teaching. Meanwhile, prisons only provide space, and school uniforms, and manage and open registration for correctional inmates who wish to take part in package A, B, and C school programs.

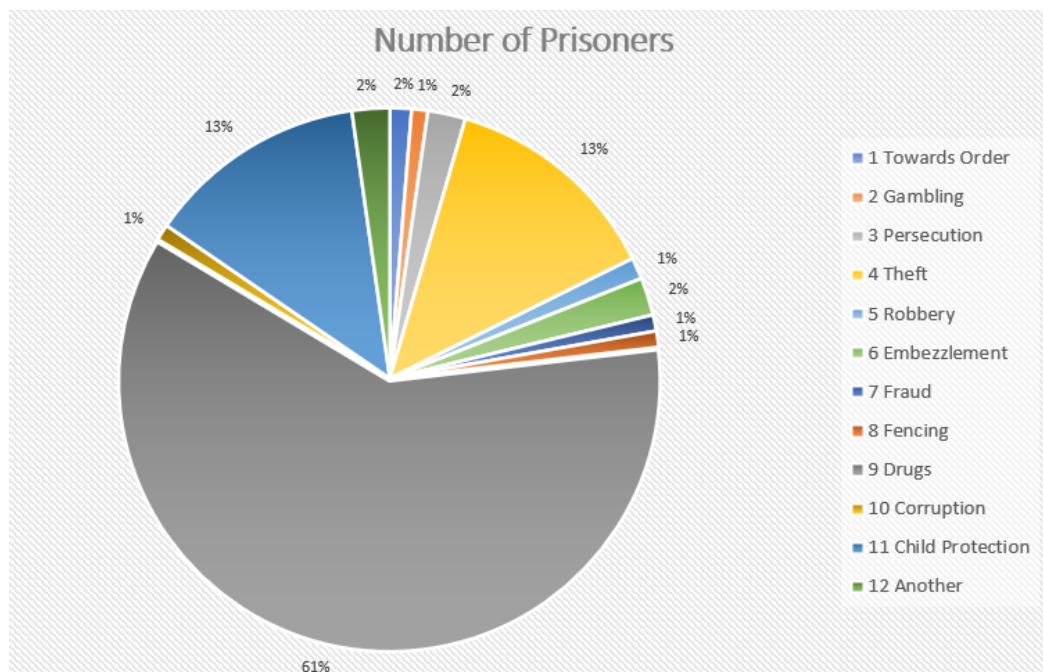
Involvement between institutions in fulfilling the right to education is a condition that cannot be separated from this discussion. Correctional Institutions involve the education service as an actor capable of providing the fulfillment of educational rights to correctional inmates. Therefore, the education office has authority over all forms of education implementation which are directly supervised by the Ministry of Education. The presence of collaboration between these institutions can influence the birth of policies that are on behalf of the interests of the general public and people who have lost their independence.

3. Program

The activities/services referred to in this paper are activities related to the performance of each institutional function and are the results or output of the institution. Based on government regulation number 57 of 1999 concerning cooperation in the implementation of correctional development and guidance, explained in article (1), namely; collaboration is an activity organized by the minister with related agencies, community bodies, or individuals in the context of coaching and/or supervising correctional inmates, whose activities are in line with the implementation of the correctional system. Where cooperation is carried out in the context of development, improvement, and/or expansion of coaching, where the cooperation relationship is functional.

Data on cases and the number of prisoners in the class IIB correctional institution in Payakumbuh City in November 2023 can be seen in the following figure:

Figure 2.
Number of prisoners



Source: Payakumbuh City Class IIB Correctional Institution, 2023

Based on the figure above, it can be seen that more than 50% of cases of correctional inmates in the Payakumbuh City Class IIB Prison are narcotics cases. This shows that many correctional inmates in the Payakumbuh City Class IIB Prison are occupied by prisoners with narcotics cases. This is a challenge for these two institutions to direct the inmates not to do this again. If they are given proper education and the opportunity to obtain a diploma, they will be able to take advantage of it after they have finished their prison term. The school program packages A, B, and C given to WBP who have dropped out of school are indeed in line with what they need.

The package A, B, and C learning program at Payakumbuh prison, has been implemented since March 2021. The learning schedule for the package A, B, and C school programs is a schedule given by the education office to inmates who take part in the package A, and B school programs. and C. The subjects given to these inmates are the same as other package school programs. Apart from that, the teachers who teach in this package school program come from SKB teachers and formal teachers from vocational high School 4 in Payakumbuh City, high school 5 in

Payakumbuh City, and high school 3 in Payakumbuh City. Inmates take the national exam if they have been studying for one year, and if they want to continue to another package, the Inmates must take three years of learning by non-formal education regulations.

Residents assisted by correctional facilities routinely take part in the package school program from Monday to Friday at 13.30-15.30 WIB and have holidays on Saturdays and Sundays. The schedule given to the inmates has been taken into account with their daily activities, so this schedule will not be a burden on the inmates who take part in this learning package program. The mechanism of this package school program is the same as other package school programs, the only difference is the location.

4. Resources

The term resource comes from the words source and power. The word source is usually connected with the origin, the starting point as a forerunner that can develop or move elsewhere (Kusnaedi, 2021). Human resources in the company need to be developed to improve their work capabilities. A company needs to encourage each employee to improve their performance so that the company's desires and goals are quickly achieved (Meirina, 2011). Meanwhile, human resource development aims to prepare employees to follow changes and developments in globalization (Yosepa, 2020).

The resources referred to in this article can be financial resources, human resources, technology, and information that become input for the institution. Inmates often face limited access to quality education. Limited resources and infrastructure are obstacles, requiring institutional development to create an environment that supports learning. Overcoming the stigma against inmates and promoting awareness of the right to education is an important part of this process.

Based on the research results, it was found that providing school program packages A, B, and C to correctional inmates who had dropped out of school experienced several obstacles, including:

Lack of understanding of correctional inmates about the importance of education

The absence of socialization regarding education for correctional inmates means that inmates are less interested in participating in this packaged school program. Inmates tend to no longer be interested in going to school. The high egos of the inmates make this package school program problematic. They feel there is no point in going to school, especially since they are currently in detention. Furthermore, this makes coordination between correctional institutions and the education service difficult to increase the interest of inmates to take part in the package school program, especially since the number of inmates who drop out of school is not comparable to the inmates who take part in the package school program in prison.

Inadequate facilities

Inadequate facilities are also one of the inhibiting factors in achieving the goals of this program. As for what was found in the field, the inmates who took part in the package A school program studied in a narrow room limited only by the prayer room curtain. Meanwhile, inmates who take part in the package B and C programs study in the prayer room and the hall, which can sometimes disturb other people who want to worship. However, it is not uncommon for them to share space if the hall is being used for other purposes. The inmates study on the floor only, there are no chairs or other mats. The table used is only a small table, not infrequently there are still tables used for reciting the Koran. The small blackboard also makes it difficult for teachers to explain the material. Sometimes it is not uncommon for these inmates to complain about the lack of clarity in the teacher's teaching voice, due to the large number of voices coming from

outside. These inmates are also given school uniforms by the correctional institution; however the distribution of these uniforms is still not evenly distributed, therefore there are still inmates who have not received school uniforms.

Therefore, the facilities and infrastructure provided for learning and teaching activities can still be said to be inadequate. Even though there are limited facilities and infrastructure, the Payakumbuh prison and the teaching team continue to carry out the learning process optimally to achieve the goal of fulfilling the educational rights of correctional inmates in the Payakumbuh class IIB prison.

Difficulty in accessing the internet

Difficulty in accessing the internet is also one of the obstacles in running this program. Indeed, inmates are not allowed to access the internet. However, this creates a challenge for teachers in teaching. Teachers must be required to prepare all learning materials for inmates. Such as providing modules and other books that will later be given to the inmates so that they can easily understand the material provided by the teachers who teach. However, not all teachers can provide modules to inmates who take part in the package school program.

5. Internal Structure

- a) The education office has an important task in managing and supporting the implementation of the package equality program. This program is designed to provide access to education to individuals who have various backgrounds and levels of education. The following are some of the main tasks of the Education Department related to the package equality program:
- b) Responsible for designing package equality programs that include learning for those who cannot access formal education.
- c) Organizing equivalency tests to measure students' understanding and achievement in achieving an equivalent educational level.
- d) Manage the recruitment and training of qualified teaching staff to support program implementation.
- e) Design or adapt learning materials according to the needs of students in the equivalency package program.
- f) Monitor and evaluate program implementation. this includes reviewing the performance of teaching staff, and the effectiveness of the curriculum.
- g) Collaborate with related institutions, such as correctional institutions or rehabilitation institutions, to ensure package equality programs can be accessed by those in special or limited conditions.
- h) Providing outreach and campaigns to increase public awareness about the importance of package equality programs.
- i) Provide certificates of equality to students who successfully adopt the program.

By implementing this, the education office has a crucial role in ensuring that the equivalency program package is not only available but also of high quality and relevant to the needs of students. This creates equal educational opportunities for all and gives those who were previously limited access to formal education.

Penitentiary plays a key role in ensuring the fulfillment of the rights to an equal education package for inmates. The following are some of the tasks of prisons related to equal education packages:

1. Monitor and evaluate the educational abilities of inmates.
2. Responsible for developing and implementing package equality programs.
3. Ensure adequate access to learning materials and learning support facilities
4. Facilitate the implementation of equivalency tests.
5. Evaluate the impact of the package's equality education program.

Institutional development involves developing educational programs that are relevant to the needs of the inmates. This may include skills training, formal education, or special rehabilitation programs. In this program, the Payakumbuh city education office has authority in all learning processes, such as providing teaching staff consisting of SKB teachers and formal education teachers from high schools and vocational high schools in Payakumbuh city, providing tools used in the process, studying and teaching, giving report cards, holding national exams, and issuing diplomas for correctional inmates. Before starting the process of learning and teaching activities in each semester, package A, B, and C school teachers are required to make a learning implementation plan so that learning activities are directed and planned.

The Payakumbuh class IIB correctional institution in collaboration has the task of opening registration for correctional inmates who wish to take part in package A, B, and C school programs, and also registering data on correctional inmates who take part in this package school program. Apart from that, prisons are also tasked with providing rooms for inmates to study and rooms for inmates to take national exams and class promotion exams.

CONCLUSIONS

Based on the results of the research conducted, it was found that fulfilling the educational rights of correctional inmates at the Payakumbuh Penitentiary Class IIB is closely related to the concept of institution building. This can be expressed through: first, a leadership role is needed that addresses the issue of fulfilling the right to education for correctional inmates in Class IIB Payakumbuh penitentiary.

The Head of the penitentiary as leader invites all employees to fight for the educational rights of inmates and collaborate with the Payakumbuh City Education Office to implement the Package A, B, and C equality education program at Payakumbuh Prison. Second, the package education program is an effort to achieve the goals of the correctional system, namely by fulfilling the rights of prisoners. Third, the Package A, B, and C learning program at Payakumbuh Penitentiary has been implemented since March 2021. The mechanisms and subjects of this package school program are the same as other package school programs. Fourth, even though the facilities and infrastructure are limited, Payakumbuh Penitentiary and the Teaching Team continue to carry out the learning process optimally to achieve the goal of fulfilling the educational rights of correctional inmates in Class IIB Payakumbuh Penitentiary. Fifth, the Payakumbuh Education Office has authority in all learning processes such as providing teaching staff consisting of SKB teachers and education teachers.

Based on the explanation above, it can be said that institutional building is an alternative solution to overcoming the problem of fulfilling the educational rights of inmates who have dropped out of school. This is related to the elements needed in institutional development as

stated by Esman, as leadership, doctrine, resources, activities/services, and organizational structure.

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1. Review Comments-Compulsory Revision Comments

Jawaban: This manuscript needs major revision and do need meet requirements of JMPP

2. Review Comments-Optional/General Comments

Jawaban:

3. Ethical Issues-Are there ethical issues in this manuscript? *(If yes, Kindly please write down the ethical issues here in details)*

Jawaban: Yes, the author do not have ethical clearance.

4. Are there competing interest issues in this manuscript?

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- ☐ Acceptable
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13. **Guideline**-Accept As Is (Marks of this manuscript)

Jawaban:

14. **Guideline**-Acceptable with minor revision (Marks of this manuscript)

Jawaban:

15. **Guideline**-Acceptable with major revision (Marks of this manuscript)

Jawaban:

16. **Guideline**-Rejected (Marks of this manuscript)

Jawaban: Rejected

Bukti konfirmasi artikel accepted
(05 Juni)

Jurnal Manajemen Pelayanan Publik

Alamat Penyunting dan Tata Usaha: Departemen Administrasi Publik FISIP Universitas Padjadjaran
Jalan Raya Bandung – Sumedang KM. 21. ISSN : 2580-9970 Nomor Kontak/HP: 081221740049
Email: yogi.suprayogi@unpad.ac.id

Bandung, 6 Juni 2024

No. : 119/Penerimaan/JMPP/VI/2024
Lampiran : -
Hal : Surat Penerimaan Naskah Publikasi Jurnal

Kepada Yth: ¹ Khotami,

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Terimakasih telah mengirimkan artikel ilmiah untuk diterbitkan pada Jurnal Manajemen Pelayanan Publik (e-ISSN : 2581-1878) dengan Judul :

Institution Building to Discharging Inmates Educational Rights on School Dropout Communities in Class IIB Penitentiary Institutions of Payakumbuh

Berdasarkan hasil review, artikel tersebut dinyatakan **DITERIMA** untuk dipublikasikan di Jurnal Manajemen Pelayanan Publik dan akan diterbitkan dibulan Juni Tahun 2024 yaitu pada Volume 8 Nomor 2.

Jurnal Manajemen Pelayanan Publik melayani Pemesanan dalam bentuk cetak, silahkan menghubungi No, WA +62 852-7265-6767 (Bapak Melvin), untuk membuat hardcopy edisi tersebut. Artikel tersebut akan lebih dahulu tersedia secara online di <http://jurnal.unpad.ac.id/jmpp/issue/archive>.

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Pemimpin Redaksi,



Yogi Suprayogi Sugandi, S.Sos., MA., Ph.D
NIP. 19800616 200801 018

Tembusan:

1. Yg bersangkutan
2. Arsip.

Bukti konfirmasi artikel
published online

(16 Juni)

Bukti Publish Online

10.27

VoWiFi 4G LTE1 83%



jurnal.unpad.ac.id/jnr



13



Jurnal Manajemen Pelayanan Publik

ISSN : 2580-9970 (Print)
ISSN : 2581-1878 (Online)

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UKURAN HURUF

A5 A4 A3

Beranda > Vol 8, No 2 (2024) > Khotami

Institution Building to Discharging Inmates Educational Rights on School Dropout Communities in Class IIB Penitentiary Institutions of Payakumbuh

Khotami Khotami, Vivi Wulandari, Khairul Rahman, Sri Maulidiah, Herman Herman

Abstrak

This research examines the implementation of the institutional building to discharge the educational rights of inmates who have dropped out of school at the Class IIB penitentiary in Payakumbuh. Using a qualitative approach, this research highlights the portrayal of leadership, packaged education programs, the involvement of the Education Department, and the obstacles confronted in efforts to answer the right to education. The research results demonstrate that the A, B, and C equality education programs have been implemented since March 2021, despite experiencing obstacles due to the COVID-19 pandemic. Proactive leadership, collaboration with related agencies, and limited yet optimal facilities and infrastructure are key factors in institutional building. Although there is a decline in the participation of inmates in educational programs, this can be overcome through more effective outreach about the importance of education. In conclusion, institutional development plays an important role in bridging the fulfillment of the educational rights of inmates who have dropped out of school.

Kata Kunci

Institution Building; Fulfillment of Educational Rights; Correctional Inmates

Teks Lengkap:

Referensi

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Sumardi, M. D. I., & Grahastuti, D. (2024). Pelaksanaan

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Institution Building to Discharging Inmates Educational Rights on School Dropout Communities in Class IIB Penitentiary Institutions of Payakumbuh

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ABSTRAK

Tujuan penelitian ini untuk menganalisis tentang implementasi pembangunan institusi dalam pemenuhan hak pendidikan warga binaan pemasyarakatan yang putus sekolah pada Lembaga Pemasyarakatan Kelas IIB Kota Payakumbuh. Dengan menggunakan pendekatan kualitatif, penelitian ini menyoroti peran kepemimpinan, paket program pendidikan, keterlibatan Dinas Pendidikan, dan hambatan yang dihadapi dalam upaya pemenuhan hak atas pendidikan. Hasil penelitian menunjukkan bahwa program pendidikan kesetaraan A, B dan C telah dilaksanakan sejak Maret 2021, meski mengalami kendala akibat pandemi COVID-19. Kepemimpinan yang proaktif, kolaborasi dengan instansi terkait, serta sarana dan prasarana yang terbatas namun optimal menjadi faktor kunci dalam pengembangan kelembagaan. Meskipun terjadi penurunan partisipasi warga binaan pemasyarakatan dalam program pendidikan, namun hal ini dapat diatasi melalui sosialisasi yang lebih efektif tentang pentingnya pendidikan. Kesimpulannya, pengembangan kelembagaan berperan penting dalam menjembatani pemenuhan hak pendidikan warga binaan yang putus sekolah.

ABSTRACT

This research examines the implementation of the institutional building to discharge the educational rights of inmates who have dropped out of school at the Class IIB penitentiary in Payakumbuh. Using a qualitative approach, this research highlights the portrayal of leadership, packaged education programs, the involvement of the Education Department, and the obstacles confronted in efforts to answer the right to education. The research results demonstrate that the A, B, and C equality education programs have been implemented since March 2021, despite experiencing obstacles due to the COVID-19 pandemic. Proactive leadership, collaboration with related agencies, and limited yet optimal facilities and infrastructure are key factors in institutional building. Although there is a decline in the participation of inmates in educational programs, this can be overcome through more effective outreach about the importance of education. In conclusion, institutional development plays an important role in bridging the fulfillment of the educational rights of inmates who have dropped out of school.

INTRODUCTION

The administration of all forms of affairs of the unitary state of the Republic of Indonesia, especially through the government, has delegated some of its affairs to regional governments to improve people's welfare and form a just and prosperous society based on the principles of Pancasila (Adiwilaga et al., 2018). Regional governments prioritize the implementation of mandatory affairs related to basic services so that community requirements can be conformed to optimally (Christianingrum, 2019). Upon the formation of the regional apparatus organization, it functions as an assistant to the regional head in carrying out the function of

ARTICLE HISTORY

Submitted: 07 03 2024

Revised: 07 05 2024

Accepted: 05 06 2024

Published: 16 06 2024

KATA KUNCI

Pengembangan Kelembagaan;
Pemenuhan Hak Pendidikan;
Warga Binaan Pemasyarakatan

KEYWORDS

Institution Building; Fulfillment
of Educational Rights;
Correctional Inmates

regulating and managing the field of government affairs handed over to the region, whether it is mandatory or optional affairs. Therefore, there is a need for inter-institutional relations and development (institution building) which is carried out as an implementation of the articles of the Law so that it is carried out well by the government and regional governments, and also the other regional governments. These institutional relationships include relationships between authority, finance, public services, utilization of natural resources, as well as several other resources that have an impact on administrative and regional relations at the government level. Each level of government coordinates vertically, functionally and functionally so that institutional relations run well (Toda, 2024).

Linkages and collaborative development between related institutions are very important in carrying out all government activities, both at the central and regional levels. Many studies explain institutional development, both in the fields of health, education, authority and others. As research results show that target achievement and institutional systems are quite effective, especially in implementing quality control and cost control through a strategic health casing approach (Sururi, 2023). Other research for example, especially in the field of education, local governments have taken various steps to ensure that education can be enjoyed by all citizens without exception. Education plays a key role in preparing quality human resources. Local governments have an important responsibility in ensuring that local education systems provide equal educational opportunities, access and quality for all citizens. Through innovative programs, local governments are trying to increase the accessibility of education for all levels of society, including those living in remote areas, on low incomes, or even in prison. With a firm commitment from local governments, education is expected to be the main driver in producing superior, creative and globally competitive human resources, and able to overcome various challenges faced by the nation and state.

Furthermore, the research context regarding the issue of fulfilling the educational rights of inmates who have dropped out of school in class IIB institutions in Payakumbuh city, based on government regulation number 32 of 1999 concerning the development and guidance of inmates, is explained in article (1) paragraph (3) that education and teaching are conscious efforts to prepare inmates through guidance or training activities for their part in the future. The head of a penitentiary institution can collaborate with government agencies whose scope of duties includes the fields of education and culture, and/or community that work in the field of education and teaching. In this case, the class IIB penitentiary in Payakumbuh is collaborating with the education office regarding the provision of package A, B, and C school programs. Providing this package school program is not just a form of concern, they are given the right to the explanation regarding the package school program states that program A is equivalent to elementary school level, program B is equivalent to junior high school level, while program C is equivalent to senior high school level. Go to school as a basis when they have completed their criminal term. they can continue the ideals they want. Inmates are essentially human beings who have lost their freedom, but not the rights they have. They have the same rights to obtain quality education as society in general. Furthermore, to carry out government affairs, according to Finer, the term government refers to at least four main meanings, the first refers to the government process, the second refers to the existence where the government process takes place, the third government refers directly to the person who occupies the position as the executor of power, fourth refers to the relationship between those who rule and those who are ordered (Labolo, 2014). Based on the description presented above, this research focuses on discussing institutional development in fulfilling the right to education, especially for people in prison by proposing a problem formulation, namely how to develop institutions in fulfilling the right to education for people in prison.

Furthermore, regarding fulfilling the educational rights of inmates who have dropped out of school at the class IIB penitentiary institution, Payakumbuh, has been collaborating with the education department since 2020, however, due to the Covid-19 outbreak, this program was temporarily stopped and was officially implemented in March 2021. Providing school programs Packages A, B, and C originate from the desire of the Head of Institutions to provide educational rights to inmates who have dropped out of school, then this is realized by agreeing with the Payakumbuh education office to realize the vision and mission of penitentiary institutions as stated in correctional regulation number 22 In 2022. The education provided to inmates is equality education, equality education is a non-formal education program that provides general education equivalent to elementary school/MI with the package A educational program, equivalent to junior high school/MTS which is the package B education program, senior high school/MA is the package C education program.

The problem that occurs in fulfilling the right to education is that a large number of inmates have dropped out of school, which is due to a lack of understanding by inmates about the importance of education. This data can be seen in the following table:

Table 1.
Final education of the Inmates

No	Years	Number of Inmates	Last Education			
			Not finished Elementary School	Not Finished Junior high School	Not Finished Senior High School	Finished SMA
1	2021	268	52	58	67	91
2	2022	260	48	56	65	91
3	2023	287	57	65	71	94

Source: Payakumbuh City Class IIB Penitentiary Institutions of Payakumbuh

Based on the data, it can be seen that 57 correctional inmates have not finished elementary school in 2023, 65 have not finished junior high school and 71 have not finished high school, which means there is an increase in the number of inmates who have not finished school from the previous two years. This shows that almost a large number of inmates have dropped out of school, therefore the school program packages A, B, and C given to correctional inmates are indeed in line with what they need. Furthermore, regarding the issue of the minimal number of correctional inmates participating in the package school program, this is also one of the problems of not achieving the vision and mission of correctional institutions.

In this context, research was conducted to evaluate the ability of the Class IIB Payakumbuh Correctional Institution to ensure the fulfillment of educational rights for inmates who have dropped of school. Thus, the program being held is expected to provide significant benefits for correctional inmates.

Literature Review

Education according to the Big Indonesian Dictionary, education is defined as a learning process for individuals to achieve higher knowledge and understanding regarding certain and specific objects. The term education is used to make information users aware of the information that can be produced by the system and the various requirements set by users that can be fulfilled by the designed accounting system (Budiono et al., 2018).

Literally the meaning of education is teaching carried out by a teacher to students, it is hoped that adults and children will be able to provide role models, learning, direction, and

improving ethics and morals, as well as exploring the knowledge of each individual. The teaching given to students is not only from formal education carried out by those in power, but in this case it is the function of family and society that is very important and becomes a forum for development that can generate and develop knowledge and understanding (Hamdi & Bahrudin, 2015).

Education is an effort carried out in order to develop the potential of students. This is in line with Law no. 20 of 2003 concerning the National Education system Article 1 paragraph 1 that "Education is a conscious and planned effort to create a learning atmosphere and learning process for students to actively develop their potential to have religious spiritual strength, self-control, personality, intelligence, noble character. , as well as the skills needed by himself and society (Rolos et al., 2022).

Education is an important factor that influences the progress of a region/nation in the future. In the current era of free competition, regional governments must prepare superior human resources so that their regions are not left behind by other regions (Annisa, 2022).

Conceptually, institution building leads to an approach to understanding social change and an effort to identify operational methods and action strategies that will be carried out by practitioners as agents of change. The Inter-University Research Program defines institution building as the planning, structuring, and guidance of new or re-formed organizations that embody changes in values, functions, and physical and/or social technology. Institution building focuses on the creation and restoration of institutions by introducing technical or social changes to developing countries that include several values such as institutional leadership, doctrine, programs, resources, and internal structures that have external, functional, normative, and distributed relationships (Esman, 1972).

Studies on institutional development have been carried out by many scholars with different focuses. Research carried out includes, among other things, the importance of institutional strengthening, strengthening the institution of a child-friendly city (KLA) in the city of Serang carried out with socialization efforts. Based on the results of the research, strengthening the institution of a child-friendly city (KLA) in the city of Serang has gone well with socialization efforts, resource facilitation. resources, budget, as well as facilities and infrastructure involving government, society and the business world. Socialization is carried out through regional regulations and the formation of a KLA Task Force which oversees program implementation. The budget comes from the Serang City APBD and is supported by infrastructure and facilities from the business world. The evaluation shows an increase in the fulfillment of seven indicators of institutional strengthening, especially in child rights policies and child data. However, obstacles still exist, such as less than optimal use of resources, ineffective communication, and limited human and financial resources. Leadership and institutional commitment also need to be strengthened for the success of the KLA program in Serang City (Saldi & Listyaningsih, 2019)

Furthermore, Research on institutional development was also carried out by Siti Mu'arofah who found that LPSE institutional strengthening planning is very important to carry out, the ideal e-Procurement service institution would be a separate work unit to increase professionalism and accountability of service performance, while the recommended policies are strengthening regulations, proper utilization of human resources, clear budgeting, and planning into a special work unit for e-Procurement services with a Professional Bureaucratic Structure, which can be carried out in stages

(Muarofah, 2013). Other research related to institutional building reviews the role and potential of development in the religious sector, especially the empowerment of mosques, as an alternative development strategy in Indonesia (Rita, 2019). Furthermore, research discusses the processes of origin, formation, sustainable development, and changes in economic institutions in transition economies. As well as concluding that institutional change occurs under the mutual influence of various parties, including countries, individuals, and special groups with different interests. This process requires quite a long time to permeate and adapt institutions in the new economic system and involves conscious activities for adjustments and increasing the efficiency of its functioning (Volchik, 2019) Then, many previous researchers have conducted research on prisoners who focused on prisoners in the categories of teenagers and children. Meanwhile, this research discusses institutional building in fulfilling educational rights for prisoners in the adult prisoner category at the Class IIB Payakumbuh Penitentiary, which has relatively never been discussed before.

The definition of institutional building is defined as planning, structuring, and guidance for new or reorganized organizations to a) realize changes in values, functions, and physical and social technologies; b) establish, develop, and foster new normative relationships and patterns of action; c) reconstruct networks or links (linkages) to obtain support and completeness from the environment (Esman, 1972).

In the institutionalization process according to Milton, J. Esman, innovative organizations will try to gain support and overcome resistance, and to produce changes the organization will interact and build networks. This network of inter-organizational relationships is expressed as links. To simplify this concept, the type of institutional linkage is, enabling linkage, providing authority to work and achieve essential resources. These enabling links can also be used to protect the organization against attack and to ensure the availability of resources during critical periods while it is building its capabilities, but is not yet strong enough to face its external environment on its own terms (Antono et al., 2021).

The terms institutional and organizational are often confused and interchangeable. Scientifically, 'social institutions' and 'social organizations' discuss similar matters, to refer to what in sociology are social groups, groups, social forms, etc. (Uphoff, 1992).

Many scholars in various countries have discussed institutional building by looking at it from different perspectives. Among them, Khotami (2020), who conducted his research in Kuantan Singigi, showed through the results of his research; first, that the role of both formal and informal leadership is weak in supervising activities carried out by capital owners and mining actors. Second, the absence of regulations in the form of regional regulations as a legal umbrella regarding community mining, as well as limited resources in the form of costs, facilities and distance to mining locations make it difficult for the police to control. Therefore, there is a need for cooperation in institutional development between the provincial government and the district government (Khotami, 2020).

Based on the description that has been explained above regarding institutional building, including discussing the planning aspect, structure in government functions, changes in values as well as normative relationships within government agencies. Meanwhile, in this research, institutional building focuses more on completing the educational rights of inmates, which is the government's responsibility to fulfill the basic needs of society. This research concentrates on institutional building from the aspects of government leadership, policy, and improvements in terms of government structure to fulfill the responsibility of fulfilling the educational rights of correctional inmates.

RESEARCH METHODS

The method used in this research is a qualitative approach. Qualitative research is carried out by exploring and deepening social and environmental phenomena consisting of subjects, events, places, and times. According to Whitney (in Hamdi & Bahrudin, 2015) the qualitative method is fact-finding with proper implementation. Descriptive research studies problems in society and certain situations, including relationships, activities, attitudes, views ongoing processes, and the influence of a phenomenon. Qualitative research is research that is descriptive and tends to use analysis with an inductive approach (Moleong, 2016). Dominating the research process and utilizing a theoretical basis is carried out so that the research focus is on the facts in the field. Apart from that, the theoretical basis is also useful for providing a general overview of the research background and as material for discussing research results. The choice of qualitative method was based on the reason to reveal research problems related to institutional building in completing the educational rights of residents in the class IIB correctional facility in Payakumbuh City. The informants in this research consisted of correctional institution employees in the field of registration and community guidance, the head of the non-formal education studio-learning activity studio (SPNF-SKB), learning activity studio teachers, and inmates who attended package schools. The technique for finding informants in this research uses purposive sampling, namely digging up information in depth according to the characteristics of the research in certain situations and conditions. Furthermore, data collection techniques in this research were carried out using interviews, observation, and documentation. During the data collection process, the researcher spent around three months carrying out a series of activities, starting from the interview stage with several key informants, observing the results of the interviews, to documenting all research activities. Interviews were conducted with several informants who were involved competent and knowledgeable regarding the provision of school package programs to correctional inmates who also observed individual behavior and activities directly at the research location. Meanwhile, the documents obtained in this research came from electronic media and print media, official documents, journals, and other writings. Then the data analysis technique used is based on presentation by applying a qualitative narrative/report approach in conveying the results of the analysis related to the issue of fulfilling educational rights.

RESULTS AND DISCUSSIONS

Meanwhile, this research refers more to the thoughts of Milton J. Esman who views institutional building as planning, structuring, and guidance for new or reorganized organizations to: a) realize changes in values, functions, technology -physical and social technology; b) establish, develop and foster new normative relationships and patterns of action; c) create networks or links (linkages) to obtain support and completeness from the environment. Meanwhile, institutional creation is the expected final condition, or an evaluative variable to assess the success of institutional development. The institutions themselves involve several variables: leadership, doctrine, program, resources, and internal structure, all of which are embedded in their new environment by the "relationships" of various types, namely, the structures and processes for operating and maintaining the new institution.

1. Leadership

According to Welch, a leader refers to a person who inspires with a clear vision of how something can be done in a better way (Pramudyo, 2013). Leadership is the ability that a person has to influence other people so that they do something to achieve a goal and purpose. This means that leadership does not at least involve elements, namely people who can influence, people

who can be influenced, and the existence of certain activities or a series of actions in achieving organizational goals (Utari & Hadi, 2020).

Leaders defined in an institution refer to "several actors who are actively involved in the formulation of institutional policies and activities, who direct the institution's activities and regulate the institution's relationship with its environment. Leadership is the most important element in institutional development because a deliberate change process will require intensive management, special skills and expertise, and full commitment from within the institution. Leadership is a group process, where various roles such as decision-making and operational control of the institution are distributed in various patterns within the leadership group. The leadership group must be defined as consisting of holders of structurally appointed leadership positions as well as other personnel who, even though they do not have structural positions, are capable of having an important influence in the institution (Esman, 1972). Based on government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, it is explained in the article (1) paragraph (3) that education and teaching are conscious efforts to prepare correctional inmates through guidance or training activities for their roles in the future. This program originates from the desire of the head of the prison who wants to fulfill the educational rights of prison inmates, especially since most of the prison inmates are people who have dropped out of school, therefore the head of the prison coordinates with the Education Service which is realized by a cooperation agreement by the education office, which is followed by MoU, integrity pact and contract which are extended every year. The program provided to correctional inmates is not merely a form of concern, but this program is formed based on fulfilling their rights as citizens, with the aim that these inmates can later realize their dreams when they have finished serving their criminal term in prison.

Inmates are essentially human beings who have lost their freedom, but not the rights they have. They have the same rights to obtain quality education as society in general (Rahayu, 2018). Correctional inmates can be given the same rights to obtain education, such as attending school and obtaining a diploma, like ordinary people, even though their space and movement are limited. This has been explained in Article 31 of the Constitution, Paragraph (1) which reads: "Every citizen has the right to education". This means that there is not a single Indonesian citizen who cannot obtain an education, even while in prison.

A leadership role in handling the fulfillment of educational rights for correctional inmates is very necessary. Strong and committed leadership is essential in establishing institutions that support the right to education. Caring leaders will design policies, allocate implementation resources, and ensure the implementation of educational programs.

Furthermore, government regulation number 32 of 1999 concerning the development and guidance of correctional inmates, explains in article (1) paragraph (3) that education and teaching is a conscious effort to prepare correctional inmates through guidance or training activities for their role in the future. The head of a correctional institution can collaborate with government agencies whose scope of duties includes the fields of education and culture, and/or community bodies that operate in the field of education and teaching.

Based on the research results, it was found that the role of the Payakumbuh prison leadership was very good. The collaboration between these institutions is running smoothly and in line with expectations. The head of Payakumbuh class IIB penitentiary is very concerned and committed to fighting for the educational rights of the inmates and hopes that the inmates will get a diploma. This is important to prepare them to return to society with the necessary knowledge and skills. To fulfill the educational rights of inmates, the head of Payakumbuh prison collaborates with government agencies whose scope of duties includes the fields of education

and culture, and/or community bodies engaged in the field of education and teaching. Class IIB Payakumbuh penitentiary and the Payakumbuh city education office have coordinated regarding the fulfillment of educational rights for inmates who have dropped out of school by providing package A, B, and C school programs to inmates who have dropped out of school, as well as establishing sustainable cooperation which is extended every year.

This equality education program is strongly supported by all penitentiary officers. The person coordinating the school activities for packages A, B, and C at Payakumbuh prison is the head of the registration and Community Guidance Sub-Section (REGBIMAS). The role of the head of the Payakumbuh City education service greatly influences the implementation of the package A, B, and C programs in Payakumbuh prison. The head of the Payakumbuh city education service provides competent and friendly teaching staff consisting of formal school teachers and teachers from the non-formal education studio-learning activities studio (SPNF-SKB) Payakumbuh city. This makes the inmates comfortable in participating in the package A, B, and C program learning.

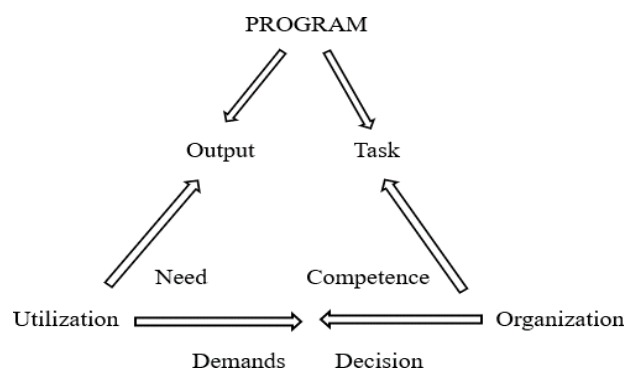
Based on empirical facts, if linked to theory, it is very clear that the role of leadership can influence efforts to fulfill the right to education for correctional inmates who have dropped out of school. There needs to be cooperation or coordination so that the fulfillment of this right can run effectively and by its objectives.

2. Doctrine

Policies can be expressed as efforts to achieve certain goals, as well as efforts to solve problems using certain means and within certain time stages. Policies are generally basic because policies only outline general guidelines as a basis for action to achieve predetermined goals (Ramdhani dan Ramdhani, 2017). Meanwhile, the doctrine is an opinion or scientific stance that is prepared and expressed rationally and can convince other people (Sofyn, 2016) (Sofyan, 2016).

Institutional policy is the intersection between a series of policies within the organization itself and in the external institutional environment that describes the vision, hopes, and goals of the Institution (Yunus, 2022). According to Thomas R. Dye, policy can be viewed as a system. If a policy is a system, then the policy can contain several constituent elements. David C. Korten states that a program will be successful if there is a match between the program and utilization, namely a match between what is offered by the program and what is needed by the target group (utilization). The model of elements forming policy for a program according to David C. Korten is as follows:

Figure 1.
The model of policy-forming elements



Source: David C. Korten (Tarigan, 2000: 19)

Based on the figure above, it can be explained that between the organization, the users, and the program there must be compatibility starting from the planned tasks with the organization's ability to carry out the main tasks and functions as well as compatibility between the conditions set by the organization to be able to obtain the expected outcomes carried out by the program target group. Based on the model developed by Korten, it can be concluded that if there is a mismatch between the three elements of policy implementation, then the program performance will not be as successful as expected (Otenyo & Lind, 2006).

Regarding fulfilling the right to education for inmates in prisons who have dropped out of school, based on law number 22 of 2022 concerning corrections, it is explained in article (1) that correctional institutions are a criminal justice subsystem that carries out law enforcement in the field of treatment of prisoners, children, and inmates. Followed by article (2) of regulation number 22 of 2022 concerning corrections, the purpose of this correctional system is to provide guaranteed protection for the rights of prisoners and children, improve the quality of personality and independence of inmates so that they realize their mistakes, improve themselves, and not repeat the crime. punishment, so that it can be accepted again by the community, can live normally as a good, law-abiding, responsible citizen, and can actively play a role in development and provide protection to the community from the repetition of criminal acts.

Every human being wants to have the right to be free to do what he wants to do as long as he does not violate existing rules in society. However, in prison, this right is revoked due to being forced to serve a sentence. The implementation of the correctional system in prisons is carried out through coaching inmates and prisoner services, therefore officers must understand and understand the psychological factors of inmates. One effort to achieve the goals of the correctional system is to fulfill the rights of prisoners. One of them is by law number 22 of 2022 concerning corrections article 9 (c), namely receiving education and teaching.

Based on Payakumbuh City regional regulation number 1 of 2017 concerning the implementation of education, the education provided to correctional inmates is equality education, equality education is a non-formal education program that provides general education equivalent to elementary school/MI, namely the education program package A, equivalent to middle school firstly/MTS is the package B education program, senior high school/MA, namely the package C education program.

Regarding findings in the field, the class IIB correctional institution in Payakumbuh City has entered into an MoU with the education department since 2020 in the form of a letter signed on a stamp, however, due to the Covid-19 outbreak, this program was forced to be temporarily stopped and was officially implemented in March 2021. The package A, B, and C school programs provided to correctional inmates who have dropped out of school have been running well, the collaboration has been carried out three times, which means it has been three years.

This program policy is a memorandum of understanding (MoU) between Payakumbuh prison and the Payakumbuh city education office, namely the formation of school schedules for study packages A, B, and C, provision of teaching staff, receipt of report cards, and the implementation of national exams carried out regularly. The role of the education department in this program is to prepare all tools and materials for the learning and teaching process. Among other things, preparing tables, stationaries, and modules is used during learning and teaching. Meanwhile, prisons only provide space, and school uniforms, and manage and open registration for correctional inmates who wish to take part in package A, B, and C school programs.

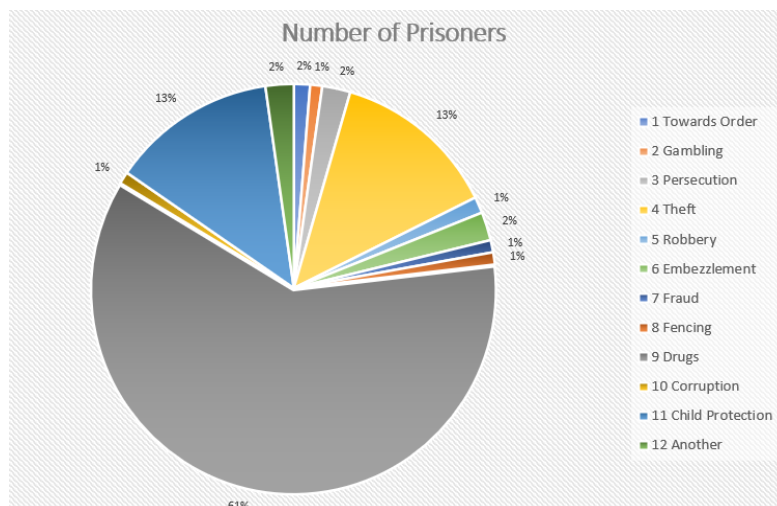
Involvement between institutions in fulfilling the right to education is a condition that cannot be separated from this discussion. Correctional Institutions involve the education service as an actor capable of providing the fulfillment of educational rights to correctional inmates. Therefore, the education office has authority over all forms of education implementation which are directly supervised by the Ministry of Education. The presence of collaboration between these institutions can influence the birth of policies that are on behalf of the interests of the general public and people who have lost their independence.

3. Program

The activities/services referred to in this paper are activities related to the performance of each institutional function and are the results or output of the institution. Based on government regulation number 57 of 1999 concerning cooperation in the implementation of correctional development and guidance, explained in article (1), namely; collaboration is an activity organized by the minister with related agencies, community bodies, or individuals in the context of coaching and/or supervising correctional inmates, whose activities are in line with the implementation of the correctional system. Where cooperation is carried out in the context of development, improvement, and/or expansion of coaching, where the cooperation relationship is functional.

Data on cases and the number of prisoners in the class IIB correctional institution in Payakumbuh City in November 2023 can be seen in the following figure:

Figure 2.
Number of prisoners



Source: Payakumbuh City Class IIB Correctional Institution, 2023

Based on the figure above, it can be seen that more than 50% of cases of correctional inmates in the Payakumbuh City Class IIB Prison are narcotics cases. This shows that many correctional inmates in the Payakumbuh City Class IIB Prison are occupied by prisoners with narcotics cases. This is a challenge for these two institutions to direct the inmates not to do this again. If they

are given proper education and the opportunity to obtain a diploma, they will be able to take advantage of it after they have finished their prison term. The school program packages A, B, and C given to WBP who have dropped out of school are indeed in line with what they need.

The package A, B, and C learning program at Payakumbuh prison, has been implemented since March 2021. The learning schedule for the package A, B, and C school programs is a schedule given by the education office to inmates who take part in the package A, and B school programs. and C. The subjects given to these inmates are the same as other package school programs. Apart from that, the teachers who teach in this package school program come from SKB teachers and formal teachers from vocational high School 4 in Payakumbuh City, high school 5 in Payakumbuh City, and high school 3 in Payakumbuh City. Inmates take the national exam if they have been studying for one year, and if they want to continue to another package, the Inmates must take three years of learning by non-formal education regulations.

Residents assisted by correctional facilities routinely take part in the package school program from Monday to Friday at 13.30-15.30 WIB and have holidays on Saturdays and Sundays. The schedule given to the inmates has been taken into account with their daily activities, so this schedule will not be a burden on the inmates who take part in this learning package program. The mechanism of this package school program is the same as other package school programs, the only difference is the location.

4. Resources

The term resource comes from the words source and power. The word source is usually connected with the origin, the starting point as a forerunner that can develop or move elsewhere (Kusnaedi, 2021). Human resources in the company need to be developed to improve their work capabilities. A company needs to encourage each employee to improve their performance so that the company's desires and goals are quickly achieved (Meirina, 2011). Meanwhile, human resource development aims to prepare employees to follow changes and developments in globalization (Yosepa, 2020).

The resources referred to in this article can be financial resources, human resources, technology, and information that become input for the institution. Inmates often face limited access to quality education. Limited resources and infrastructure are obstacles, requiring institutional development to create an environment that supports learning. Overcoming the stigma against inmates and promoting awareness of the right to education is an important part of this process.

Based on the research results, it was found that providing school program packages A, B, and C to correctional inmates who had dropped out of school experienced several obstacles, including:

Lack of understanding of correctional inmates about the importance of education

The absence of outreach efforts regarding education among correctional inmates has resulted in their lack of interest in participating in package school programs. Many of them no longer feel interested in continuing their education, driven by a high sense of ego and the belief that those who are older no longer need to pursue education. This view makes the implementation of package school programs in correctional institutions face obstacles. Inmates feel that there is no benefit in going to school, especially when they are in detention. Apart from that, the lack of coordination between correctional institutions and educational institutions is also a problem, especially in improving inmates' interest in package school programs. This is further exacerbated by the disproportion between the number of inmates who have dropped out of school and the number who actually take part in package school programs in prison.

Inadequate facilities

Inadequate facilities are also one of the inhibiting factors in achieving the goals of this program. As for what was found in the field, the inmates who took part in the package A school program studied in a narrow room limited only by the prayer room curtain. Meanwhile, inmates who take

part in the package B and C programs study in the prayer room and the hall, which can sometimes disturb other people who want to worship. However, it is not uncommon for them to share space if the hall is being used for other purposes. The inmates study on the floor only, there are no chairs or other mats. The table used is only a small table, not infrequently there are still tables used for reciting the Koran. The small blackboard also makes it difficult for teachers to explain the material. Sometimes it is not uncommon for these inmates to complain about the lack of clarity in the teacher's teaching voice, due to the large number of voices coming from outside. These inmates are also given school uniforms by the correctional institution; however the distribution of these uniforms is still not evenly distributed, therefore there are still inmates who have not received school uniforms.

Therefore, the facilities and infrastructure provided for learning and teaching activities can still be said to be inadequate. Even though there are limited facilities and infrastructure, the Payakumbuh prison and the teaching team continue to carry out the learning process optimally to achieve the goal of fulfilling the educational rights of correctional inmates in the Payakumbuh class IIB prison.

Difficulty in accessing the internet

Difficulty in accessing the internet is also one of the obstacles in running this program. Indeed, inmates are not allowed to access the internet. However, this creates a challenge for teachers in teaching. Teachers must be required to prepare all learning materials for inmates. Such as providing modules and other books that will later be given to the inmates so that they can easily understand the material provided by the teachers who teach. However, not all teachers can provide modules to inmates who take part in the package school program.

5. Internal Structure

- a) The education office has an important task in managing and supporting the implementation of the package equality program. This program is designed to provide access to education to individuals who have various backgrounds and levels of education. The following are some of the main tasks of the Education Department related to the package equality program:
- b) Responsible for designing package equality programs that include learning for those who cannot access formal education.
- c) Organizing equivalency tests to measure students' understanding and achievement in achieving an equivalent educational level.
- d) Manage the recruitment and training of qualified teaching staff to support program

implementation.

- e) Design or adapt learning materials according to the needs of students in the equivalency package program.
- f) Monitor and evaluate program implementation. this includes reviewing the performance of teaching staff, and the effectiveness of the curriculum.
- g) Collaborate with related institutions, such as correctional institutions or rehabilitation institutions, to ensure package equality programs can be accessed by those in special or limited conditions.
- h) Providing outreach and campaigns to increase public awareness about the importance of package equality programs.
- i) Provide certificates of equality to students who successfully adopt the program.

By implementing this, the education office has a crucial role in ensuring that the equivalency program package is not only available but also of high quality and relevant to the needs of students. This creates equal educational opportunities for all and gives those who were previously limited access to formal education.

Penitentiary plays a key role in ensuring the fulfillment of the rights to an equal education package for inmates. The following are some of the tasks of prisons related to equal education packages:

- 1) Monitor and evaluate the educational abilities of inmates.
- 2) Responsible for developing and implementing package equality programs.
- 3) Ensure adequate access to learning materials and learning support facilities
- 4) Facilitate the implementation of equivalency tests.
- 5) Evaluate the impact of the package's equality education program.

Institutional development involves developing educational programs that are relevant to the needs of the inmates. This may include skills training, formal education, or special rehabilitation programs. In this program, the Payakumbuh city education office has authority in all learning processes, such as providing teaching staff consisting of SKB teachers and formal education teachers from high schools and vocational high schools in Payakumbuh city, providing tools used in the process, studying and teaching, giving report cards, holding national exams, and issuing diplomas for correctional inmates. Before starting the process of learning and teaching activities in each semester, package A, B, and C school teachers are required to make a learning implementation plan so that learning activities are directed and planned.

The Payakumbuh class IIB correctional institution in collaboration has the task of opening registration for correctional inmates who wish to take part in package A, B, and C school programs, and also registering data on correctional inmates who take part in this package school program. Apart from that, prisons are also tasked with providing rooms for inmates to study and rooms for inmates to take national exams and class promotion exams.

CONCLUSIONS

Based on the results of the research conducted, it was found that fulfilling the educational rights of correctional inmates at the Payakumbuh Penitentiary Class IIB is closely related to the concept

of institution building. This can be expressed through: first, a leadership role is needed that addresses the issue of fulfilling the right to education for correctional inmates in Class IIB Payakumbuh penitentiary.

The Head of the penitentiary as leader invites all employees to fight for the educational rights of inmates and collaborate with the Payakumbuh City Education Office to implement the Package A, B, and C equality education program at Payakumbuh Prison. Second, the package education program is an effort to achieve the goals of the correctional system, namely by fulfilling the rights of prisoners. Third, the Package A, B, and C learning program at Payakumbuh Penitentiary has been implemented since March 2021. The mechanisms and subjects of this package school program are the same as other package school programs. Fourth, even though the facilities and infrastructure are limited, Payakumbuh Penitentiary and the Teaching Team continue to carry out the learning process optimally to achieve the goal of fulfilling the educational rights of correctional inmates in Class IIB Payakumbuh Penitentiary. Fifth, the Payakumbuh Education Office has authority in all learning processes such as providing teaching staff consisting of SKB teachers and education teachers.

Based on the explanation above, it can be said that institutional building is an alternative solution to overcoming the problem of fulfilling the educational rights of inmates who have dropped out of school. This is related to the elements needed in institutional development as stated by Esman, as leadership, doctrine, resources, activities/services, and organizational structure.

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