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SPPN (Sistem Penilaian Pembinaan Narapidana) at the Crossroads of Rehabilitation: A CIPP–TPB (Context, Input, Process, Product- Theory of Planned Behavior) Analysis of Behavioral Change at Kendal Class IIA Correctional Institution

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Abstract

Indonesia's correctional paradigm has shifted from retribution to rehabilitation, placing behavioral change and social reintegration at the center of prison programming. The Inmate Development Assessment System (Sistem Penilaian Pembinaan Narapidana - SPPN) is mandated to appraise inmates' progress and to support decisions on integration rights. To examine how SPPN is implemented at Kendal Class IIA Correctional Institution and to assess its effect on inmates' behavioral change, while identifying instrument context mismatches and operational bottlenecks. We employed a descriptive qualitative design using interviews, observations, and document review. Participants comprised 10 informants (4 inmates, 4 correctional officers, 1 Head of Bimkemaswat, 1 SPPN instrument team member). Data were analyzed with the Miles & Huberman flow (collection, reduction, display, conclusion) and organized in NVivo 12. Analytical lenses combined CIPP (Context, Input, Process, Product) and the Theory of Planned Behavior (TPB). SPPN is in routine use but falls short of its intended objectivity and coverage due to: (i) insufficient staffing and heavy caseloads (1:19, 17 counselors for 326 inmates); (ii) limited SPPN specific training; and (iii) indicator program misalignment (some indicators cannot be scored fairly because supportive programs are absent or sporadic). While compliance and participation increased within custody (attitudes, norms, perceived control improved), recidivism rose (12%→18%→28% in 2022–2024), indicating gains may be situational rather than sustained post-release. SPPN contributes to in prison order and engagement, but its validity in capturing true behavioral change is constrained by structural factors and design–context gaps. We propose targeted indicator refinement, routine inter-rater training, manageable caseloads, and integration with post-release supports to enhance reliability, fairness, and policy utility.

1. INTRODUCTION

The correctional system in Indonesia has been significantly transformed, shifting from the concept of incarceration to rehabilitation, with the main objective of restoring humanity to inmates. This dynamic has been driven by changes in the philosophy of punishment, which was initially retributive in nature but has become more rehabilitative and oriented towards social reintegration.[1] Various legal frameworks underpinning these correctional practices have been structured, starting with the enactment of Law No. 22 of 2022 about Corrections, which places correctional institutions within the criminal justice system, making it clearer that they are responsible for the treatment of lawbreakers. This new regulation emphasizes the principles of fairness, balance, restoration of relationships, legal protection, and the guarantee of the rights of inmates, detainees, and juvenile inmates.[2] As rehabilitation is a crucial element in the process of social reintegration, it allows for the measurement of society's response to former inmates through the changes in attitude and skills they have acquired. Therefore, Government Regulation No. 31 of 1999 concerning the Development and Mentoring of Correctional Facility Inmates became the operational basis for development, which divides the aspects of development into two, namely personality aspects, which include religious dimensions, moral education, psychological counseling, and increased legal and social awareness. Meanwhile, independence includes the dimensions of job skills training, entrepreneurship, and life skills after release from correctional institutions. This is also explicitly stated in Article 1 paragraph (1), which states that development is an effort to improve the quality of devotion to God, improve behavior and attitudes to become professional, and maintain spiritual and physical health. This development program is conducted in correctional institutions to improve the behavior, mentality, and skills of inmates while they are serving their punishment.

Overall, development in correctional institutions aims to rehabilitate inmates so that they change their mindset and behavior in a positive direction, which is expected to reduce the potential for recidivism in the future and restore good relations with society through social reintegration. Changing the behavior of inmates is essential to prevent negative stigma from society and keep them away from criminal behavior. With good skills and understanding of norms, ex-inmates are expected to be independent and not be tempted to return to a life of crime. Therefore, effective development and community support are crucial for inmates to live a more dignified life and contribute positively to their environment. Regulation of the Minister of Law and Human Rights Number 35 of 2018 concerning the Revitalization of Correctional Services stipulates that development programs vary according to the classification of the correctional institution, ranging from super maximum security to minimum security, but all focus on changing the attitudes and behavior of inmates. The goal of rehabilitation is to enable inmates to develop independence and good character, so that they recognize their mistakes, have the motivation to improve themselves, and do not repeat their crimes.[3]

The Inmate Development Assessment System (SPPN) is part of the Revitalization of Correctional Services, which aims to improve objectivity, accountability, and measurability in assessing inmate behavior based on evidence. Through this system, changes in the attitudes and behavior of inmates are measured systematically according to their risk level and needs in order to determine the direction of development, the granting of rights, and the classification of transfers. Correctional institutions are divided into four categories, namely Super Maximum, Maximum, Medium, and Minimum Security, each of which has different development characteristics: ranging from strict control and discipline to increased independence and readiness for social reintegration. The development assessment covers four main variables, namely personality, independence, attitude, and mental condition. The assessment is conducted through observation, interviews, document studies, and evaluation tests using the event/frequency sampling method to obtain measurable behavioral data. The results are used as a basis for evaluating the development of inmates, compiling case studies, granting rights such as remission and assimilation, and considering placement or transfer between correctional institution classifications.

1 Arto, Budi. "Perubahan Perilaku Narapidana dengan Pembinaan Community-Based Treatment di Lembaga Pemasyarakatan Kelas IIB Terbuka Ciangir." *Deviance: Jurnal Kriminologi* 8, no. 1 (2024): 20–42. https://doi.org/10.36080/djk.3058.

2 Mulya Nopriansyah and Derita Prapti Rahayu, "Kontribusi Hukum Progresif dalam Perubahan Undang-Undang Nomor 22 Tahun 2022 tentang Pemasyarakatan," *Keadilan: Jurnal Fakultas Hukum Universitas Tulang Bawang* 21, no. 1 (2023): 50–59, https://jurnal.utb.ac.id/index.php/keadilan/article/view/859.

3 W. Saefudin, *Psikologi Pemasyarakatan* (Jakarta: Prenada Media, 2020), 59–69.

Several studies examining how SPPN is implemented have also been conducted and discussed in various contexts, such as the study conducted by Mohammad,[4] which examined the implementation of SPPN with a focus on rehabilitation and social reintegration. The results show indications that the development and assistance policies for inmates are running in accordance with the expected objectives through various development methods. Meanwhile, Waloeya[5] and Gultom[6] found obstacles in the implementation of the development program related to the number of human resources and the imbalance between workers or correctional officers and the number of inmates. Similarly, Ginting's[7] research, which focused on the duties of correctional officers, also showed obstacles in terms of a shortage of correctional officers. Meanwhile, Anggraini's[8] research revealed five models that can be applied in the personality development process, and programs involving these models significantly influence positive behavioral changes in inmates.

So far, studies on inmate development have generally focused on policy implementation, staffing constraints, and the effectiveness of development programs in reducing recidivism rates. However, there is a gap in research as there have been no studies focusing on the SPPN as a tool for evaluating changes in inmate behavior. In fact, SPPN is an important instrument that determines inmates' access to integration rights, so its validity and relevance are crucial. Therefore, this study aims to fill this gap by providing a critical analysis of the effectiveness and relevance of SPPN indicators in the real context of the Kendal Class IIA Correctional Institution, thereby clarifying the empirical contribution to the development of a more accountable development system.

Although these studies have been conducted and have found obstacles and their significant influence on inmate behavior, no study has specifically discussed the SPPN instrument itself, even though the SPPN instrument is said to be a variable that influences inmate change. Therefore, this study will fill the gap left by the previous studies mentioned above through a critical analysis of the effectiveness and relevance of the indicators in the SPPN instrument for measuring inmate behavior.

Kendal Class IIA Correctional Institution, as one of the Technical Implementation Units for Corrections, also carries out this development function. At Kendal Class IIA Correctional Institution, changes in inmate behavior are facilitated through a personality development program in accordance with Government Regulation No. 31 of 1999 concerning the Development and Mentoring of Correctional Facility Inmates. However, data shows that the intensity of development is still lacking, causing inmates to have a lot of free time without monitoring, as well as a lack of enthusiasm to participate in the program. This is exacerbated by the limited number of development officers. Kendal Class IIA Correctional Institution has the number of officers described in the following table:

4 Achmad Rifai Mohammad, Mahsun Ismail, and Asha Sakinah, "Implementasi Sistem Penilaian Pembinaan Narapidana (SPPN) untuk Penilaian Berkelakuan Baik Warga Binaan Pemasyarakatan Tindak Pidana Korupsi di Lapas Kelas IIA Pamekasan," *Jurnal Yustitia* 25, no. 1 (2024): 42–51, https://doi.org/10.53712/yustitia.v25i1.2309.

5 Shania Damayanti Waloeya and Mulyani Rahayu, "Implementasi Kebijakan Sistem Penilaian Pembinaan Narapidana (SPPN) di Lapas Perempuan Kelas IIA Tangerang," *Jurnal Intelektualita: Keislaman, Sosial, dan Sains* 12, no. 2 (2023): 401–409, https://doi.org/10.19109/intelektualita.v12i002.19803.

6 P. J. Gultom and L. Indahdewi, "Evaluasi Pelaksanaan Kebijakan Sistem Penilaian Pembinaan Narapidana pada Lembaga Pemasyarakatan Pemuda Kelas IIA Tangerang," *J-CEKI: Jurnal Cendekia Ilmiah* 4, no. 1 (2024): 3201–3215, https://doi.org/10.56799/jceki.v4i1.7282.

7 S. E. Ginting and M. V. Simanjuntak, "Analisis Peran Wali Pemasyarakatan dalam Pemberian Penilaian SPPN (Sistem Penilaian Pembinaan Narapidana) di Rumah Tahanan Negara Kelas I Medan," *JIHHP: Jurnal Ilmu Hukum, Humaniora dan Politik* 5, no. 1 (2024): 564–569, https://doi.org/10.38035/jihhp.

8 L. Anggraini and L. Hakim, "Perubahan Perilaku pada Narapidana Ditinjau dari Model Pembinaan Kepribadian yang Diberikan di Lapas Kelas IIA Sumbawa Besar," *UTS Student Conference* 1, no. 6 (2023): 67–74.

Table 1. Number of officers at the Kendal Class IIA Correctional Institution

Section	Total (person)
Administration	11
Work Activities	5
Development for Inmates and Students	11
Security and Order Administration	5
Correctional Institution Security Unit	1
Team I	6
Team II	6
Team III	6
Team IV	6
Total	57

Source: Personnel and Finance Unit, Kendal Class IIA correctional institution, April 2025

Kendal Class IIA Correctional Institution has 57 officers, with only 11 assigned to personality development programs and 24 security officers per team. This number is insufficient to supervise 326 inmates, thereby hindering effective development. Assessing changes in inmate behavior at the correctional institution is crucial to measuring progress and the success of development. The role of correctional officers as companions, supervisors, and assessors of inmates is vital. Currently, correctional institutions use the SPPN as stipulated in the Director of Corrections Decree Number: Pas-10.OT.02.02 of 2021. The SPPN is an indicator for assessing inmates, which is one of the administrative requirements for obtaining integration rights, and is designed to improve the accountability and objectivity of assessments. The SPPN policy has been implemented in all Correctional Institutions in Indonesia, including the Kendal Class IIA Correctional Institution.

Although SPPN has been implemented, there are several obstacles to its implementation at the Kendal Class IIA Correctional Institution. The limited number of officers, especially correctional officers, means that the assessment process is often not optimal.

Table 2. Comparison of the Number of Correctional Officers and Inmates at the Kendal Class IIA Correctional Institution

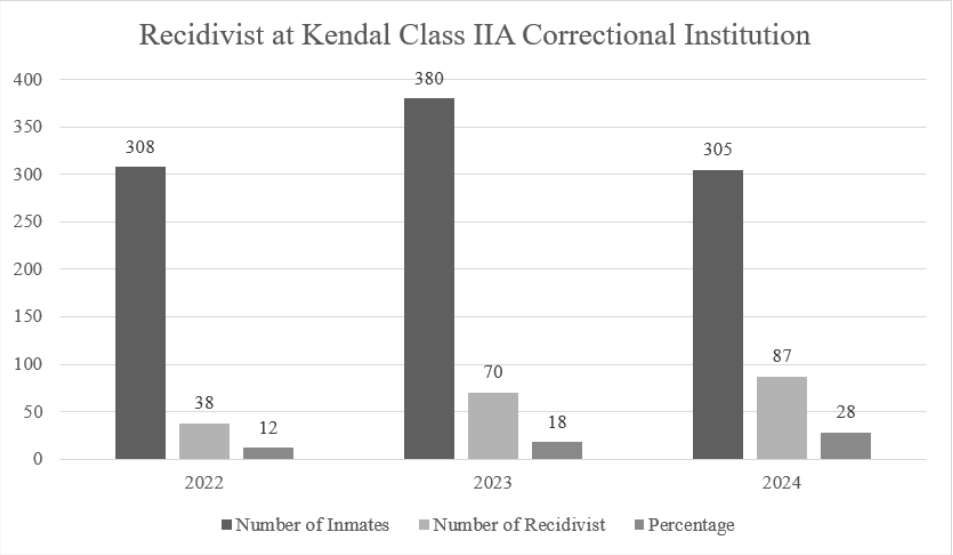
Number of Correctional Officers	**Number of Inmates**	**Ratio**
17	326	19

Source: Bimkemaswat Subsection, Kendal Class IIA Correctional Institution, April 2025

With 17 correctional officers responsible for 326 inmates (approximately 19-20 inmates per officer), monitoring has become ineffective. This has resulted in assessments conducted by correctional officers being less than objective, particularly in measuring changes in inmates' behavior and mental condition. Some inmates tend to show compliance only to meet administrative requirements without any real change in attitude. In addition, the lack of training on SPPN for officers also exacerbates the problem of competence in providing objective assessments. Officers feel that there is a need to adjust or refine the assessment method so that SPPN truly reflects the development of the inmates' personality and independence.

Changes in the attitudes and behavior of inmates are closely related to the rate of recidivism. However, data shows that the number of repeat offenders at the Kendal Class IIA Correctional Institution has actually increased in the last three years:

Figure 1. Recidivist at Kendal Class IIA Correctional Institution



Source: Registration Subsection, Kendal Class IIA Correctional Institution, April 2025

From 12% in 2022, to 18% in 2023, and jumping to 28% in 2024. This increase indicates that development has not been optimal. Other factors, such as the imbalance between the number of officers and inmates, illegal fees, and other obstacles, further worsen the ideal conditions for development at the Kendal Class IIA Correctional Institution. Ideally, the SPPN, as an assessment tool, should change the behavior and mindset of inmates so that they do not repeat their crimes. Moreover, the assessment in the SPPN is a substantive requirement for inmates to obtain integration rights such as Conditional Release (PB), Conditional Leave (CB), and Leave Prior to Release (CMB).

In an effort to analyze changes in inmate behavior, this study uses an integrated conceptual framework. Changes in inmate behavior will be examined by integrating the principles or elements contained in the Theory of Planned Behavior (TPB) proposed by Icek Ajzen in 1985. TPB is a development of the Theory of Reasoned Action (TRA) and emphasizes that intention or intent to behave is the main predictor of actual behavior, which is influenced by three main determinants, namely attitude, subjective norms, and behavioral control.[9] Attitude reflects an individual's evaluation of an action, which will encourage them to act if the action is considered to provide benefits or avoid risks.[10] Subjective norms refer to individuals' perceptions of social expectations, namely the extent to which they feel supported or encouraged by important people around them to engage in certain behaviors. Meanwhile, behavioral control describes individuals' perceptions of their ability to control and carry out behaviors, including the presence of external support or obstacles that influence their intentions and the realization of those actions. These three factors play an important role in shaping intentions and ultimately influencing behavioral change among inmates during the development process in correctional institutions. This is accompanied by the Context, Input, Process, Product (CIPP) evaluation model proposed by Stufflebeam in analyzing the effectiveness of development at the Kendal Class IIA Correctional Institution.

Based on the data and the urgency described above, this study will focus on two discussions, which are then broken down into two research questions, namely: 1) How is the assessment of development using the SPPN instrument carried out at the Kendal Class IIA Correctional Institution? and 2) What is the impact of the SPPN assessment on changes in the behavior of inmates? With these two research questions and focus, this study is expected to contribute more specifically to the SPPN instrument.

Although a number of previous studies have reviewed the implementation of development in correctional institutions and the obstacles encountered, studies that specifically examine the SPPN instrument as a tool for evaluating behavioral change are still very limited.

9 Icek Ajzen, "The Theory of Planned Behavior," *Organizational Behavior and Human Decision Processes* 50, no. 2 (1991): 179–211.

10 M. S. Alisuf, *Pengantar Psikologi Umum dan Perkembangan* (Surakarta: Pedoman Ilmu Jaya, 2006), 133–136.

Previous studies tend to focus on policy aspects, the number of human resources, and the effectiveness of development programs in general, without highlighting the extent to which the indicators in the SPPN instrument are truly relevant to the actual conditions in the field. Therefore, this study offers something new by examining the effectiveness and adequacy of SPPN indicators in measuring changes in inmate behavior, while also identifying gaps between the instrument's design and its implementation at the Kendal Class IIA Correctional Institution. These findings are expected to contribute practically to the improvement of the SPPN instrument so that it is more contextual, objective, and adaptive to the rehabilitation needs of inmates.

The structure of the article will use the following systematics: after the introduction, the second section will present the descriptive qualitative research method applied in the study. The third section contains findings and in-depth discussions related to the analysis of SPPN in Kendal Class IIA Correctional Institution and its impact on changes in inmate behavior using the TPB theoretical framework, Ajzen, and Thomas Lickona's character development theory. The fourth section of this article will conclude with a summary.

2. METHOD

This study adopts a descriptive qualitative method. A qualitative approach is used to understand and explore the meanings given by individuals or groups related to social issues.[11] The research questions in qualitative research may change during field studies or depending on the social context. Data sources are categorized into primary and secondary data. Primary data is collected directly by researchers through in- depth interviews and observations. There were 10 interview informants, consisting of 4 inmates, 4 correctional officers, 1 Head of the Sub-section for Community Development and Care (Bimkemaswat), and 1 SPPN instrument development team. Observations were made of inmates and probation officers to understand patterns of interaction and communication in the assessment of inmate behavior. Secondary data consisted of the results of literature research, books, documents, literature, laws, and regulations related to SPPN, and SPPN assessment forms.

Data analysis uses the Miles and Huberman model, which consists of four stages: data collection, data reduction, data display, and concluding. Data collection aims to obtain information to test hypotheses or answer research questions, in the form of interviews, observations, and supporting documents. Data reduction involves selecting, focusing, simplifying, and transforming data by grouping information based on SPPN variables. Data presentation organizes the reduced information in an organized format (narrative text, tables, graphs) to facilitate viewing data relationships. Drawing conclusions involves interpreting the data, finding correlations between SPPN instruments and changes in inmate behavior, and verifying conclusions by comparing the results of interviews, observations, and official documents. In processing qualitative data, researchers used NVivo 12 software to compile, group, and analyze interview data and other documents.

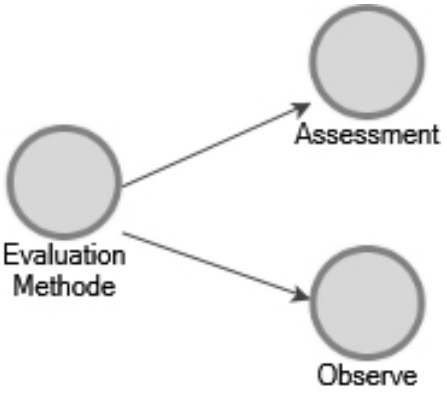
3. FINDINGS AND DISCUSSION

3.1. Implementation of Development Assessment using the SPPN Instrument at Kendal Class IIA Correctional Institution

The implementation of development assessment using the Inmates Assessment Development System (SPPN) instrument at Kendal Class IIA Correctional Institution has been actively carried out, but has not yet reached the expected optimal level. Based on the results of interviews conducted with informants, the assessment process is carried out through two main approaches: direct assessment and observation of daily behavior.

11 T. B. Sembiring, Irmawati, M. Sabir, and I. Tjahyadi, *Buku Ajar Metodologi Penelitian (Teori dan Praktik)* (Karawang: Saba Jaya, 2024), 75–94.

Figure 2. Evaluation Method

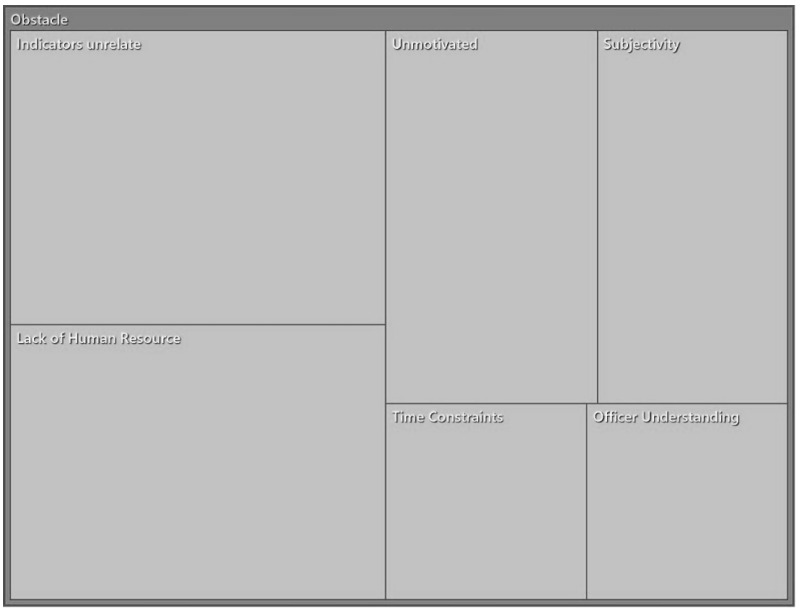


Source: processed by researchers, May 2025

Direct assessment involves personal interaction, where officers engage in dialogue and discussion with inmates to understand their psychological and social conditions, as well as evaluate their progress in serving their sentences. This approach not only aims to collect data but also to build better relationships between officers and inmates, motivate them to change, and help them express their feelings and expectations regarding rehabilitation. Observation of daily behavior involves in-depth observation of inmates' involvement and participation in various activities organized in correctional institutions, such as congregational prayers, morning exercises, sports, arts, and other development programs. Active involvement in these activities is expected to demonstrate positive attitudes and behaviors and develop social and emotional skills that are important for reintegration. The presence of inmates in religious activities is even monitored with a fingerprint system for data accuracy and to prevent security issues. Correctional officers use interviews and observation to assess the behavior of inmates in their daily activities, interactions with officers, and fellow inmates. The results of the observation show that the social climate in the correctional institution is quite conducive and harmonious, with inmates helping each other, discussing, maintaining order, and actively participating in religious activities.

However, there are several obstacles in the implementation of SPPN, which are illustrated in the following hierarchy chart:

Figure 3. Hierarchy Chart of SPPN Implementation Obstacles



Source: processed by researchers, May 2025

Factors such as irrelevant indicators, limited human resources, low staff motivation, subjectivity, time constraints, and a lack of understanding among staff contribute significantly to the decline in the validity of SPPN scores. Indicators that do not reflect actual conditions mean that assessments do not accurately reflect the behavior of inmates, thereby undermining content validity. Human resources and time constraints prevent consistent observation, while low staff motivation and understanding make the assessment process tend to be formalistic and not based on factual data. The subjectivity of assessors further undermines the reliability of scores because decisions are based on personal perceptions rather than measurable behavioral evidence. Critically, these conditions indicate that the main weaknesses of the SPPN lie not only in the instrument itself, but also in its implementation and the competence of those carrying it out. Therefore, improving the validity of assessments requires strengthening the capacity of officers, refining contextual indicators, and implementing quality control mechanisms that ensure objectivity and consistency in every assessment process.

The CIPP theory and Theory of Planned Behavior (TPB) are used integrally in this study because they operate on two complementary levels. CIPP focuses on institutional evaluation, assessing the context, inputs, processes, and products of SPPN implementation, while TPB highlights the psychological processes of inmate, namely how attitudes, subjective norms, and perceptions of control shape their intentions and behaviors. The intersection between the two lies in the relationship between the design of the development system (CIPP) and the behavioral responses of inmates (TPB). When program design and implementation are not supportive, it is difficult for positive intentions and behaviors that are formed psychologically to be sustained. Thus, this study positions itself at the intersection of institutional design effectiveness and the dynamics of individual behavioral change, thereby enabling an assessment of SPPN both as a development evaluation system and as a means of shaping inmate behavior.

The results of the evaluation using the CIPP model in the implementation of personality and independence development at Kendal Class IIA Correctional Institution also showed quite good effectiveness. In terms of context, for example, Kendal Class IIA Correctional Institution is located in a complex and dynamic social context, which requires the transformation of inmates so that they are ready to return to society. In the current situation, it is important for Kendal Class IIA Correctional Institution to create an environment that supports positive change and helps inmates develop new skills and strengthen their personalities so that they are able to reintegrate after completing their sentences. However, on the other hand, challenges in terms of input related to human resources are a major issue. This aspect covers several things, including human resources, implementing personnel, available facilities, and program planning that has been prepared by the Kendal Class IIA Correctional Institution. Meanwhile, in terms of process, personality development has been carried out regularly and well-scheduled, covering various activities such as congregational prayers, which not only strengthen spiritual bonds but also build a sense of togetherness among participants, religious lectures that provide deeper insight and understanding of religious values, and consultations with correctional officers who help participants overcome various personal and social problems they face. Finally, the product or outcome showed strong indications that most inmates who participated in this activity experienced positive behavioral changes.

Based on chart observations and evaluations using CIPP, limited human resources and heavy workloads for correctional officers are the main problems. Ideally, assessments should be conducted daily, but the reality on the ground shows that many probation officers fill out the SPPN at the end of the month due to time constraints, human resource limitations, and heavy workloads. This situation means that many officers are forced to catch up on assessments at the end of the month, which can cause additional pressure and potentially reduce the quality of the assessments. Assessments become less thorough, tend to be subjective (an estimated 60% subjective and 40% objective), and are based on assumptions rather than direct observation. This inaccuracy has a serious impact on the reintegration process of inmates, as it may mean that inmates do not qualify for integration programs or are not yet ready to be returned to society.

In addition, the mindset of inmates who only want to fulfill administrative requirements without any real change in attitude also poses a challenge. Correctional officers also face challenges in conducting in-depth observations due to heavy workloads and limited time, resulting in a lack of essential interaction to understand the dynamics of inmate behavior. The lack of officers who have received training on SPPN is exacerbated by the lack of training provided by both regional offices and the Directorate General of Corrections. The content

of the SPPN instrument has also drawn significant criticism from officers. Several indicators are considered not entirely relevant to the conditions at Kendal Class IIA Correctional Institution or are not supported by available programs. For example, training materials such as Critical Mind Training (CMT) and Life Skill Training (LST), as well as counseling and rehabilitation programs, cannot be implemented due to a lack of competent personnel and budget. Conceptually, these programs have positive value in improving inmates' critical thinking and life skills, but in practice, they have never been fully implemented. Using TPB analysis, ideally, the development process includes programs implemented in this correctional institution that influence the intentions and behavior of inmates in undergoing positive change. However, due to a lack of personnel, the programs were not implemented optimally, resulting in a lack of harmony.

This has resulted in many zero scores being recorded, not because of the inmate's unwillingness, but because of the absence of programs that should provide opportunities for inmates to develop. The incompatibility of these indicators is not only an administrative issue, but also has a systemic impact on the accuracy of assessments and the success of development. When indicators do not reflect reality, the assessment results are unable to describe actual behavioral changes. This is certainly detrimental to inmates who have actually shown positive development, but this is not reflected in their evaluation scores due to the irrelevance of the indicators used. This condition also makes it difficult for officers to provide fair and accurate assessments, because they have to assess aspects that they do not implement or are not actually available in correctional institutions. Therefore, it is necessary to adjust the indicators so that they are more in line with the reality of the correctional institution and the specific needs of inmates, as well as flexible according to the conditions of the Technical Implementation Unit (UPT).

Skills training at Kendal Correctional Institution is also limited, only held 2-3 times a year, and can only accommodate around 40 participants per training session, resulting in a total of around 120 inmates per year. This means that only about 30% of the total number of inmates can participate, resulting in limited access to development for the majority of inmates. This limits inmates' access to development and has an impact on their skills. This situation requires collaborative efforts and a strategy for continuous improvement so that the SPPN can function optimally and provide real benefits to inmates and the wider community.

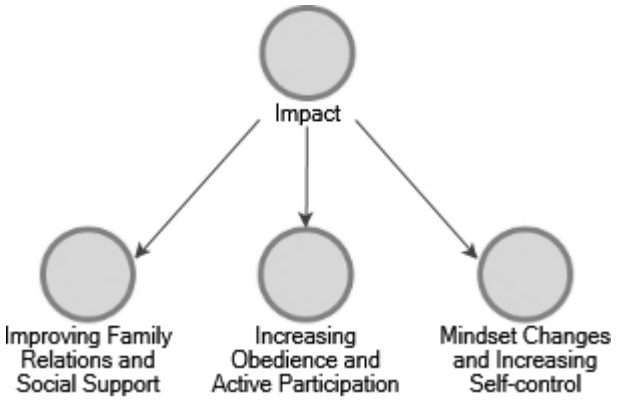
However, the obstacle of a lack of human resources or labor in correctional institutions has also been found in previous studies, making this a common problem. As in the studies by Waloeya,[12] Gultom,[13] and Ginting,[14] all three of which emphasize that the main obstacle in the process of implementing assessment and the development process itself is the lack of correctional officers or human resources compared to the number of inmates in correctional institutions. The emergence of these findings makes human resources an issue that structurally influences the development process and assessment with the implementation of SPPN, not just a minor problem in a particular unit.

3.2. The Impact of SPPN Assessment on Changes in Inmate Behavior

The use of the Inmate Development System (SPPN) and development programs at Kendal Class IIA Correctional Institution has had a significant impact on changes in inmate behavior. This impact can be analyzed in-depth through two main theoretical frameworks, namely the Theory of Planned Behavior (TPB) developed by Icek Ajzen. The impact of SPPN assessment on changes in inmate behavior can be visualized in the data processing results through the Nvivo 12 Pro application as follows:

12 Waloeya and Rahayu, "Implementasi Kebijakan SPPN," 401–409.
13 Gultom and Indahdewi, "Evaluasi Pelaksanaan Kebijakan SPPN," 3201–3215.
14 Ginting and Simanjuntak, "Analisis Peran Wali Pemasyarakatan," 564–569.

Figure 4. Project Maps Impact of SPPN Assessment Implementation



Source: processed by researchers, May 2025

3.2.1. Improved Compliance and Active Participation

With the Inmate Development Assessment System (SPPN) in place, inmates realize that discipline and compliance with the system are not mere formalities, but rather the key to creating a safe and conducive environment for themselves and other inmates. This adaptation process, although not always easy, encourages inmates to stay focused and makes their time in a correctional institution an opportunity for self-improvement. They understand that every action and decision they make will greatly affect their future, both when they are released from a correctional institution and when they are living their lives outside. While in a correctional institution, inmates learn to be disciplined and responsible for their actions and realize the importance of building good relationships with other inmates and correctional institution staff. They strive to be good examples for other inmates by obeying the rules and not engaging in negative behavior that could harm themselves and others.

SPPN is one of the formal requirements that must be attached to the inmate integration application document. With this provision, inmates realize the importance of participating in the development program properly. One inmate who has been granted parole stated that he gained valuable experience while in a correctional institution, which encouraged him to become a better person and be better prepared for life after serving his sentence. He believes that the SPPN system can function well if there is mutual commitment to support the rehabilitation process. This shows the positive attitude of the inmates towards behavioral change, where they internalize that obedience to the system will bring beneficial consequences. In the context of the Theory of Planned Behavior, attitude is defined as a view or tendency to evaluate something with a like or dislike. This attitude is formed when inmates evaluate and accept the positive consequences of their compliance with the rules and participation in the development program.

While serving his punishment, the inmate not only spent his time behind bars, but also tried to fill his days with positive and productive activities. He actively participated in various development programs offered by the correctional institution, including a laundry program. In addition, he was also involved in managing the canteen, which gave him valuable experience in business and service. He also participates in culinary activities. By participating in these programs, he hopes to develop skills that will help him in the future, while giving new meaning to his life and serving his punishment. He believes that by participating in these activities, he can improve himself and prepare for reintegration into society after his punishment ends. This active participation reflects the proactive attitude of inmates in taking advantage of development opportunities for self-improvement, in line with the TPB idea that humans have the motivation to avoid risk and pursue reward, so that the attitude realized in the form of behavior has gone through a process of rational evaluation.

3.2.2. Improving Relationships with Family and Social Support

The greatest motivation for inmates to change often comes from their beloved families. They realize that their responsibility to their families is very important and cannot be taken lightly. Faced with various challenges and problems, they feel they must try harder to give their loved ones the best they can. This motivation arises after many moments of reflection and witnessing the enormous sacrifices made by their families. They want their children to grow up in a positive and loving environment, far from negative influences that could disrupt their future. Inmates feel that this change will not only have a positive impact on themselves but will also create a more harmonious atmosphere within the family. With determination, inmates are committed to improving themselves, both in terms of attitude and behavior. They also strive to establish better communication with their family members so that they can support and strengthen each other in undergoing the desired changes. The desire to change for the sake of their families is the main driving force to face various obstacles that may arise. They believe that with persistent effort and support from their families, the desired changes will be achieved, and they hope to become good role models for their children and a source of pride for their families.

Support from officers also plays an important role. Through positive interaction and open communication, inmates feel heard and valued. Correctional institution officers strive to build positive relationships so that inmates feel comfortable while maintaining discipline and integrity. This creates a conducive and harmonious social climate within the correctional institution. The environment in correctional institutions, especially among fellow inmates who actively participate in development programs, also shapes positive and supportive social norms. Interactions between them often result in mutual support, which ultimately increases their enthusiasm for change. When inmates share their experiences and challenges, they discover that they are not alone in their journey toward change. The sense of solidarity that forms among them helps reduce negative stigma and creates a space where each individual can grow and develop. Through various development activities, such as skills training and counseling sessions, they learn how to build positive and supportive relationships, which are essential for building a better life after they leave the correctional institution.

This analysis is highly relevant to the Subjective Norms component of the Theory of Planned Behavior (TPB). Subjective norms refer to individuals' views or perceptions of the beliefs of others that can influence their desire to engage in or refrain from certain behaviors. These norms are very powerful and often originate from family, friends, or the surrounding community. In the correctional institution environment, these norms can be built through various interactions and experiences. Awareness of the expectations of those closest to them creates a greater sense of responsibility for inmates. Support from family and internal social pressure from fellow inmates have become very important factors in encouraging positive behavior in the correctional institution environment.

3.2.3. Changes in Mindset and Increased Self-Control

Through development, inmates experience significant changes in their mindset, becoming calmer, better able to control their emotions, and more reflective. They learn responsibility, discipline, and cooperation among inmates and with officers. The job training program held at the correctional institution provides inmates with the opportunity to acquire valuable practical skills. These skills are not only useful to them while serving their sentences, but also provide them with skills they can use after their release from the correctional institution. This job training not only provides technical and practical knowledge, but also has a positive impact on their mental health and self-confidence. Training participants can see that they have abilities that can be developed and applied in their daily lives. By participating in this program, they not only learn new skills, but also begin to build the self-confidence that they had long lost due to stigma and bad experiences they had previously endured. This is very important because high self-confidence can be a strong asset for them to face challenges outside the correctional institution later on.

This analysis is highly relevant to the Perceived Behavioral Control component of the Theory of Planned Behavior (TPB). This component relates to the extent to which inmates feel they have control or the ability to change their behavior. This perception is crucial because, without feeling capable, it is difficult for them to take steps toward positive change. By increasing this sense of control, inmates can feel more empowered to make good choices. Their optimism stems from the belief that they have choices in their lives and can create a better future. In various interviews, several inmates shared their opinions about the changes they experienced after participating in the training program. Many of them said that they had just realized their potential and the

abilities they could develop. This awareness often becomes a turning point in their rehabilitation process, where they begin to embrace positive change and build a new spirit to improve themselves. This process allows them to change their outlook on life and prepare themselves for a brighter future. Thus, the job training they participate in not only has an impact on practical skills but also on significant mental and emotional changes within themselves.

With the skills provided through development, inmates feel more capable of controlling their future. In the rehabilitation process, they are not only taught various practical skills but also equipped with knowledge about self-development and emotional management. This contributes to an increase in their self-confidence, giving them the belief that they have the ability to face life's challenges after serving their sentences. Thus, this self-confidence becomes a strong motivator to not repeat criminal acts, as they begin to understand the negative consequences of their past actions. This sense of control is very important, as it gives them the confidence that they are not stuck in unfavorable circumstances, but have the choice to choose a better path in life. Through this development, they also learn to overcome the anxiety and uncertainty that often accompany the process of reintegration into society. By understanding that they have control over the choices available to them, inmates can focus more on achieving long-term goals, such as finding decent work, building healthy relationships, and contributing positively to society. All of this shows that they are not just individuals with a dark past but also have great potential to make their future brighter.

3.3. Obstacles to Long-Term Behavioral Change

Despite the visible positive impact within correctional institutions, the effectiveness of the Inmate Development Assessment System (SPPN) in promoting long-term behavioral change remains questionable. The changes that occur are often situational and do not guarantee sustainability after inmates return to society. This poses a serious challenge for the criminal punishment system and correctional institutions to develop more effective strategies for shaping the character of inmates so that they can return to society with better and more productive behavior. One of the main obstacles is the background and lifestyle of inmates, who often come from unfavorable social environments where deviant behavior, such as drug abuse, theft, or violence, is part of everyday life. These deep-rooted negative habits are difficult to change through short-term development in a correctional institution. The harsh and complex correctional institution environment exacerbates their situation, and without adequate support from outside (family, friends, community), inmates are at risk of returning to their old patterns of behavior after release. Development efforts often feel futile if inmates do not have a strong desire to change and improve themselves.

Furthermore, a lack of awareness and internal motivation among some inmates is also an obstacle. Some of them do not even feel guilty for their actions, reflecting a lack of deep reflection on the consequences of their actions. They may assume that behavioral change is not very important, because they will return to their old environment with the same factors that drove them to commit crimes. This reluctance to adapt to change can create a vicious cycle that is difficult to break, increasing the risk of returning to criminal behavior after release. The limited time available for development is also a multifaceted challenge. Short punishment terms are often not long enough for officers to provide comprehensive and in-depth development programs, especially if inmates have deep-rooted negative behaviors. Development programs often cannot be implemented sustainably and comprehensively, resulting in inmates only gaining a superficial understanding of positive change. Without consistent application in daily life, these lessons will not have a significant impact, and inmates may fall back into old habits. This contributes to high recidivism rates.

This low level of motivation can also be attributed to the lack of variety in development programs and the lack of a personalized approach to development. Available programs are often limited to certain types of activities that are not relevant to the needs and interests of individual inmates. As a result, inmates feel bored and do not have the opportunity to explore their full potential. When development programs do not provide real added value, both in terms of practical and emotional skills, the interest and involvement of inmates continues to decline. This shows that programs that are not contextual actually hinder the rehabilitation process. Meanwhile, the lack of meaningful interaction between officers and inmates makes the development process feel rigid and fails to touch on the psychological aspects of inmates. In fact, intrinsic motivation is often formed through

positive interpersonal relationships, recognition of individual progress, and the provision of greater space for participation in determining the direction of development activities. Without a more humanistic approach, inmates do not feel valued in the process of changing themselves.

Overcrowding in correctional institutions and limited resources exacerbate this situation. The number of inmates far exceeds the ideal capacity, creating significant challenges in providing personal attention and care. The disproportionate ratio of officers to inmates makes a personal approach difficult to implement, causing inmates to feel neglected and ignored, which reduces their motivation to participate in development. This condition also causes frustration among committed officers. In addition, the lack of support from family and social environment after release is also a critical factor. The social stigma attached to ex-inmates often causes them to be ostracized and shunned, increasing the risk of returning to criminal behavior or harmful associations. Families, as the main source of support, often feel the impact of this stigma, making it difficult for them to provide the necessary emotional and practical support. Without a strong support network, reintegration efforts will be very difficult.

In addition to being limited, the lack of understanding among officers regarding the SPPN instrument is a crucial issue that hinders its effective implementation. Most correctional officers at the Kendal Class IIA Correctional Institution admit that they do not fully understand the meaning of the indicators listed in the instrument. This lack of knowledge covers both the technical aspects of data entry and the context of applying the indicators in the field. As a result, the assessment process tends to be carried out in a normative and administrative manner, rather than as an evaluation process that reflects the actual progress of inmates.

Finally, limited resources and development facilities also hamper the effectiveness of the program. Despite good intentions, supporting facilities and the availability of instructors often fall short of expected standards. Without adequate training rooms, sufficient equipment, and competent instructors, development activities cannot run optimally, meaning that inmates do not receive sufficient preparation to face challenges outside the correctional institution. This limits their opportunities to find employment and contribute positively to society, which in turn can increase recidivism rates. The increase in recidivism rates at the Kendal Class IIA Correctional Institution from 12% in 2022 to 28% in 2024 shows that development has not been optimal and that the impact of SPPN has not been significant in preventing repeat punishment. This indicates that the positive behavioral changes that occur during punishment are often situational and do not guarantee sustainability outside the correctional institution environment. Therefore, a more in-depth evaluation of the SPPN and its implementation is needed in order to achieve the desired long-term rehabilitation goals. Strengthening the post-release support system is also an important element in ensuring that ex-inmates are able to contribute positively to society.

4. CONCLUSION

Inmate Development Assessment System (SPPN) at Kendal Class IIA Correctional Institution has had a positive impact on changing inmate behavior, particularly in terms of improving discipline, compliance with rules, active participation in development programs, and strengthening social relationships and self-control skills. Through direct observation and assessment approaches, the SPPN plays a role in shaping inmates' attitudes of responsibility and readiness for social reintegration. However, its effectiveness has not been optimal due to a number of structural constraints, such as a limited number and competence of officers, high workload, and assessment indicators that are not fully relevant to the actual conditions in correctional institutions. As a result, assessments are often administrative and subjective, while limited development programs make changes in inmate behavior that tend to be situational and unsustainable after release. To address this issue, this study provides more concrete and applicable recommendations so that the results have a stronger practical impact. First, regular case study-based interrater training is needed to align perceptions and improve the objectivity of officers in conducting SPPN assessments. Second, the assessment indicators must be revised to align with the development programs that are actually available in correctional institutions, so that the assessment results reflect the reality of inmates' behavior. Third, the development of a digital SPPN system based on a national database needs to be carried out to improve the efficiency, transparency, and accuracy of assessments. Fourth, cross-supervision between officers or rotation of assessors is recommended to minimize subjectivity

and improve the validity of scores. Finally, to ensure the sustainability of behavioral change, post-release collaboration between correctional institutions, correctional centers, social services, and industry partners is needed so that the results of development in correctional institutions are followed up in the community.

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6. CONFLICT OF INTEREST

The author declares that no conflict of interest regarding the publication of this article.

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