




Dynamic Governance Bureaucracy Model for Combating Abuse of Authority: Challenges at Class IIA Curup Correctional Facility

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Abstract

This study analyzes the legal concept of abuse of authority and examines how innovative and adaptive policy practices are a form of dynamic governance approach model in the implementation of governance in the class IIA Curup correctional institution, Rejang Lebong Regency, Bengkulu. This study is a qualitative research with a literature review approach by analyzing studies related to the dynamic governance bureaucracy model and theories of abuse of authority in several journals that have been published. The results of this study explain that the abuse of authority was born because of the paradigm that considers the concept of abuse of authority cannot be completely separated from the perspective of criminal law, because authority is a core concept in the study of administrative law. This creates a gap for many parties to commit acts of abuse of authority, which in fact administrative law and related criminal laws related to the abuse of authority are complementary instruments and do not need to be opposed. Then, the dynamic governance bureaucracy model that can reduce the space for abuse of authority can be in the form of: 1) Presenting a harmonized understanding of laws and regulations on "Abuse of Authority" as complementary instruments; 2) Preparing comprehensive strategies related to political leadership, harmonization of public policies, and the use of system merits; 3) Flexible decision-making; 4) Thinking across borders by adopting policies that can be internalized in the prison environment; 5) Building an innovation ecosystem in communication; 6) Encourage the birth of policies that are more adaptive with Performance Agreements (PK) and Integrity Pacts 7) Policies with risk management, especially the safety and health of inmates.

Keywords: Bureaucracy Model, Dynamic Governance, Abuse of Authority

ARTICLE INFO

Article history:

Received
January 14, 2026
Revised
March 16, 2026
Accepted
April 09, 2026

Published by

ISSN

Website

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2774-7077

<https://attractivejournal.com/index.php/bce/>

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INTRODUCTION

Indonesia has a long history of bureaucracy, dating back to the leadership of Sukarno during the Old Order. The political contestation among parties with nationalist, religious, and communist ideologies (Nasakom) resulted in a leadership and bureaucratic system that was often deemed ineffective and inefficient (Aditio & Finaldi, 2025). Similarly, under Suharto's New Order government, the bureaucracy faced numerous issues, including rampant corruption, inefficiency, and poor service delivery (Turner et al., 2022).

In the first decade following the Reform Era, Indonesia underwent a significant bureaucratic reform. First, this was marked by the implementation of decentralization policies through the enactment of Law No. 22 of 1999 on Regional Governance. Second, the enactment of Law No. 14 of 2008 on Public Information Disclosure (UU-KIP) in early May 2010 further reinforced transparency. Third, the adoption of Law No. 25 of 2009 on Public Services aimed to enhance service delivery and administrative efficiency (Hutahaeon & Pasaribu, 2022). The peak of

public administration reform occurred during President Yudhoyono's leadership and continued under President Jokowi. This reform was initiated in 2010 with the issuance of Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform, which is determined every five years by the Minister of State for Administrative and Bureaucratic Reform (Wastuhana & Werdiningsih, 2021).

The third phase of Indonesia's bureaucratic reform (2020–2024) represents a strategic consolidation and transformation stage aimed at achieving a *world-class bureaucracy*. This phase not only continues the foundational agenda of establishing a clean and accountable government free from corruption, collusion, and nepotism (KKN), but also emphasizes strengthening institutional capacity, improving performance management systems, and accelerating digital transformation in public services. The reform orientation has shifted toward outcome-based governance, measurable performance indicators, and adaptive leadership in response to global uncertainty and national development priorities. The implementation of the Road Map for Bureaucratic Reform 2020–2024 reflects a more integrated and results-oriented framework designed to enhance public service quality, institutional accountability, and bureaucratic agility. However, empirical studies indicate that despite significant regulatory and structural improvements, challenges remain in ensuring cross-sectoral coordination, transparency, and sustainable governance innovation. The adoption of a *dynamic governance* perspective is therefore considered essential to strengthen responsiveness, policy adaptability, and collaborative governance practices within Indonesia's public administration system (Rahmat et al., 2024; Widowati et al., 2023). Third, the third five-year phase (2020–2024) aims to continuously enhance bureaucratic capacity to achieve a world-class government. Additionally, the government issued Minister of Home Affairs Regulation No. 135 of 2018 on Accelerating Bureaucratic Reform Implementation in Regional Governments to expedite the achievement of the third phase of bureaucratic reform from 2020 to 2024 (Widiyastomo, 2020).

Most studies on abuse of authority in bureaucracy tend to focus on oversight and sanction approaches, yet there remains a lack of research exploring how dynamic governance can be applied as a preventive mechanism and a flexible response strategy. This issue is further exacerbated by the prevailing paradigm that views regulatory frameworks as overlapping and inconsistent. As stipulated in Article 3 of Law No. 20 of 2001 on the Eradication of Corruption, regulatory distortions have emerged, particularly with the introduction of Article 21, Paragraph (1) of Law No. 30 of 2014 on Government Administration. This provision essentially grants courts the authority to accept, examine, and determine whether or not there is an element of abuse of authority by government officials. These circumstances illustrate that various conditions within government institutions have the potential to create new challenges, where bureaucratic failure is not merely the fault of individuals but rather a systemic failure.

In the context of this study, institutional challenges are prevalent across all government agencies, including the Class II Correctional Facility (Lapas) in Curup, Bengkulu. Among the key issues observed are frequent conflicts among inmates, prison officers' misconduct that often exceeds regulatory boundaries, inmate escapes, drug trafficking, inmate deprivation, and severe overcrowding where the facility, designed for 250 inmates, currently houses 760 individuals. Additionally, the shortage of correctional officers and the negative societal stigma toward inmates further exacerbate these problems. From a bureaucratic perspective, maladministration in public services is evident, as practices deviating from legal and regulatory frameworks persist, including corrupt behavior and various disciplinary violations.

All of these issues stem from weak prison management. This is evidenced by the fact that, over a five-year period from 2017 to 2022, at least 24 prison officers were reassigned due to violations of prison regulations. The Class II Correctional Facility in Curup also failed to achieve Corruption-Free Zone (*Wilayah Bebas Korupsi* - WBK) status due to fraudulent practices. Furthermore, according to the Ombudsman's report on defense and security, maladministration in public service delivery remains prevalent across 58 correctional institutions, including Type A, B, and C prisons selected through purposive sampling. Common issues include corrupt practices, neglect, perversity (irregularities), turpitude (criminal acts or misconduct), discourtesy (lack of professionalism), and general misconduct.

The aforementioned issues arise due to weaknesses in the correctional facility's system and organizational structure, creating opportunities for misconduct and errors. Therefore, a dynamic organizational governance framework is necessary to ensure that policy processes remain

adaptive in responding to continuously evolving circumstances (Rahmatunnisa, 2019). In this fast-paced and technologically advanced era, public service institutions are required to operate dynamically to ensure high-quality governance. Government administration should continuously adapt to changing circumstances; therefore, a dynamic approach is essential to effectively address these challenges (Colm et al., 2020). At the very least, the Class II Correctional Facility in Curup, as a public service institution, must acknowledge the existing shortcomings in its service delivery. These deficiencies are largely attributable to the facility's lack of responsiveness in implementing necessary changes that align with the needs of both inmates and the surrounding community.

This process of adaptation is referred to as a dynamic approach, which, in the context of governmental institutions, is known as dynamic governance. According to Neo and Chen (2007), as cited by Alim (2022) dynamic governance refers to the government's ability to continuously adjust policies and programs to achieve long-term interests while considering elements of culture and capabilities—namely think ahead, think again, and think across. This approach is supported by internal drivers such as able people and agile processes. Additionally, external factors also play a crucial role in determining the success or failure of implemented programs. The key emphasis of dynamic governance thinking is that governments should develop long-term strategies to address ever-evolving challenges effectively.

Based on the discussion above, the objective of this study is to analyze the legal concept of abuse of authority and its practical implementation in the Class IIA Correctional Facility in Curup, Rejang Lebong Regency. Furthermore, this study aims to examine how adaptive policy practices serve as a model for the dynamic governance approach in the management of the Class IIA Correctional Facility in Curup, Rejang Lebong, Bengkulu.

METHOD

The systematic review adheres to the standards and principles of the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) 2022-2025 (Figure 1)

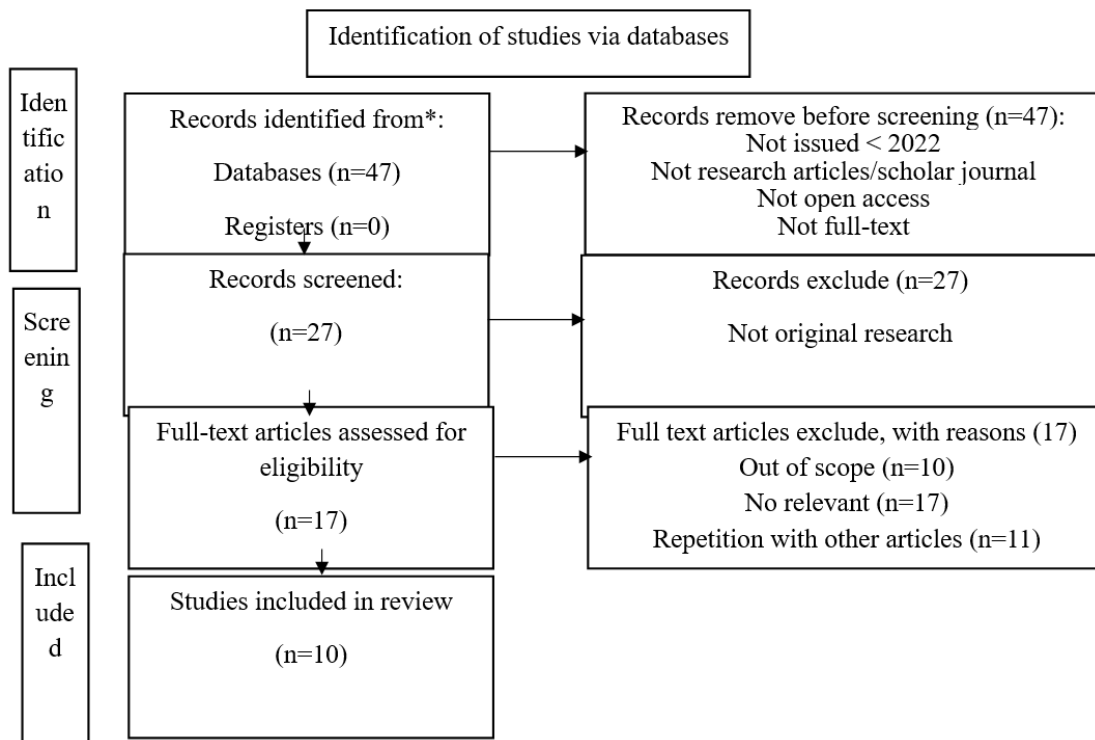


Figure 1. The summary of Identification and selection of studies

The keywords used in the research question are dynamic governance bureaucracy model for combating abuse of authority. The inclusion criteria for the search for scientific articles include: (1) Articles from peer-reviewed journals presenting original research results that discuss the theme, (2) Written in English, (3) Published in >2022; and (4) Available as full-text articles. The article search was conducted on the database, namely ScienceDirect. After filtering and adjusting for

research variables, 10 articles were obtained for analysis, consisting of 10 articles from the Science Direct database. Our goal is to use these specific criteria to find and combine the most relevant and well-executed original research articles that directly focus on the relationship between the dynamic governance bureaucracy model for combating abuse of authority. By adopting this strategy, we are able to cover a wide range of methods, applications, and findings in this emerging area, while emphasizing the importance of unique research contributions.

Most studies have well-defined objectives and utilize the data obtained to address these goals. Several studies employ appropriate qualitative data collection procedures and derive findings from these data. However, many studies lack clarity regarding specific aspects of randomization, baseline comparisons, and outcome assessments. Only a small number of studies use mixed-methods designs, and these studies are evaluated as having adequate justification for their design and the integration of both qualitative and quantitative elements. Nevertheless, the understanding of how qualitative and quantitative components are integrated is sometimes ambiguous or not disclosed.

RESULT AND DISCUSSION

This study specifically examines various perspectives on the abuse of authority and its practical implementation in the Class IIA Correctional Facility in Curup, Rejang Lebong Regency. Additionally, it explores adaptive policy practices as a model of the dynamic governance approach in the management of the Class IIA Correctional Facility in Curup, Rejang Lebong, Bengkulu.

1. Abuse of Authority

The discourse on authority or power is fundamentally inseparable from the domain of administrative law and constitutional law, as authority constitutes the legal foundation upon which governmental action is justified and limited. Contemporary scholarship further emphasizes that public authority must always be exercised within the framework of legality (*principle of legality*), proportionality, and accountability to prevent abuse of power and ensure the protection of citizens' rights. Authority is inherently attached to a public office; thus, without a legally recognized position, authority cannot exist (Puhi et al., 2020). A position itself is a public legal entity that serves as the formal source of governmental competence, while its execution is carried out by an individual officeholder acting on behalf of the state. Recent studies underline that the legitimacy of administrative action depends not only on formal attribution of authority but also on proper delegation and mandate mechanisms regulated under administrative law, ensuring that every governmental decision can be legally reviewed and held accountable (Arifin & Huda, 2021; Pratama & Wicaksono, 2022). Government bodies such as ministries, agencies, or departments constitute institutional manifestations of administrative organs, and in performing their legally attributed powers, they are represented by public officials whose actions are legally deemed as acts of the office rather than personal acts (Simanjuntak, 2018)

In practice, cases of misconduct, particularly abuse of authority, frequently occur in Indonesia. Despite the existence of regulations governing the exercise of authority, officials often fail to use these regulations as a reference when formulating policies. This abuse of authority ranges from the creation of policies that violate legal provisions to the misuse of state funds for personal gain (Rauzi & Sukarno, 2020). The consequences of abuse of authority extend beyond mere financial costs to the state; they also include the disruption of social order and the erosion of public trust in the government (Santos, 2018).

The legal framework for combating abuse of authority is established in the 1945 Constitution, Law Number 31 of 1999 on the Eradication of Corruption (Rauzi & Sukarno, 2020). Additionally, Law Number 28 of 1999 on the Implementation of a Clean and Corruption-, Collusion-, and Nepotism-Free Government, as well as the Indonesian Penal Code (KUHP), provide a strong legal foundation for addressing cases of abuse of authority (Rauzi & Suriadiata, 2024). However, the enforcement of these laws often encounters various challenges, particularly differences in the interpretation of existing legal provisions.

On one hand, there is a viewpoint that explicitly states that the authority and unlawful acts of state administrative officials cannot be assessed using criminal law. As argued by Adji, I. S. (2007), as cited by Dewi (2019), the misinterpretation of unlawful acts as *genus delict* has led to the criminalization of state officials' authority and policies, as observed in Indonesia. This implies that legal violations committed by officials in the exercise of their authority

constitute breaches of administrative law norms, and therefore, their resolution should follow mechanisms regulated within administrative law rather than approaches applicable in criminal law.

According to Disiplin F. Manao in his book "*Penyalahgunaan Wewenang Pada Tindak Pidana Korupsi dalam Perspektif Hukum Administrasi Negara*", the debate concerning the interaction between administrative law and criminal law instruments can be categorized into three main perspectives (Baihaki, 2023). Each of these perspectives is supported by numerous researchers and legal scholars. The perspectives are as follows:

1. The perspective that prioritizes administrative law argues that the existence of Article 20 and Article 21 of the Government Administration Law (UUAP) grants precedence to administrative legal instruments before a case is brought into the realm of criminal law (Guslan, 2018).
2. The perspective that prioritizes criminal law argues that the enactment of the Government Administration Law (UUAP), which mandates that alleged acts of corruption by government officials must first be processed through the State Administrative Court (PTUN) before being brought to the Corruption Court (Tipikor), is considered a "regression" or a "detour" in corruption eradication efforts. Moreover, this approach is seen as potentially creating loopholes that corrupt actors could exploit for protection (Manao, 2018).
3. The perspective that emphasizes a complementary approach argues that administrative law and criminal law should be seen as mutually reinforcing instruments. There is no normative conflict between the two, as the State Administrative Court (PTUN) and the Corruption Court (Tipikor) have distinct competencies. Therefore, the context of abuse of authority, which falls under the jurisdiction of each court, should not be a point of contention.

On one hand, the aforementioned regulations have caused significant concern among public officials in carrying out their duties, as they experience uncertainty and fear that the policies they implement may be subjected to criminal prosecution. On the other hand, the weaknesses in the concept of abuse of authority within corruption offenses, as stipulated in Article 3 of the Anti-Corruption Law, further illustrate that corruption is an "invisible crime." This occurs when state officials involved in corrupt acts or corrupt behavior take refuge behind the pretext of policy decisions. To address this issue of criminalization, the government ultimately enacted Law No. 30 of 2014 on Government Administration (UUAP), which specifically regulates the assessment of abuse of authority within administrative law.

The introduction of the concept of abuse of authority in the Government Administration Law (UUAP), alongside the continued enforcement of provisions on abuse of authority in the Anti-Corruption Law (UU PTPK), has not fully resolved the issue. Therefore, it is crucial for Law Enforcement Authorities (APH) and Government Internal Supervisory Apparatus (APIP) to proportionally identify the elements of abuse of authority that should be addressed through either an administrative law or criminal law approach, considering that abuse of authority can fall within the scope of both legal disciplines (Rini, 2018).

Public policy, in essence, is a decision based on statutory regulations, representing an inherent discretion granted by law concerning the authority possessed by an institution, agency, or official (Endang, 2018). However, in this context, public policy (discretion) must be grounded in law and the sovereignty of the people, formulated by considering various factors while ensuring that it does not contain elements of illegality or abuse of authority (Wiranata, 2022).

In the context of this study, abuse of authority within correctional institutions reflects structural and supervisory weaknesses in prison governance. Contemporary empirical findings indicate that misconduct by correctional officers is closely associated with fragile integrity systems, weak internal control mechanisms, limited transparency, and insufficient accountability frameworks within correctional facilities. When institutional safeguards are ineffective, discretionary power can be misused for personal gain or coercive purposes, creating conditions that enable extortion, preferential treatment, intimidation, violence, and other rights violations. Research on integrity strengthening in correctional institutions emphasizes that preventive strategies such as ethical leadership, internal monitoring, and

institutional integrity reinforcement are crucial to minimizing abuse of authority and ensuring professional conduct among correctional officers (Atmaja & Pangestuti, 2025).

Furthermore, from a juridical perspective, the implementation of the correctional system within Indonesia's integrated criminal justice framework requires strict adherence to legality, human rights protection, and rehabilitative principles. Weak compliance with statutory mandates and oversight procedures may result in deviations that undermine detainees' fundamental rights and compromise the legitimacy of correctional administration. The juridical analysis of correctional governance highlights the importance of aligning institutional practice with national correctional law and broader criminal justice objectives to prevent systemic abuse (Afrizal, Kurniawan, & Wahyudi, 2023). In the case of the Class IIA Curup Correctional Facility in Rejang Lebong Regency, documented forms of abuse including exploitation of authority, physical and psychological violence, discrimination, denial of inmates' rights, and corrupt practices demonstrate how failures in supervision and integrity enforcement can erode the principles of human rights protection and rehabilitative justice mandated under Indonesian correctional law (Failin, 2023). Strengthening internal supervision, reinforcing integrity systems, and ensuring compliance with national and international human rights standards are therefore essential to prevent recurring abuse of authority within correctional institutions.

Even in European countries, the prevalence of violence in prisons as a form of abuse of authority remains significantly high. A 2019 report from the European Committee for the Prevention of Torture (CPT) revealed that physical violence occurred in 15% of the prisons inspected, psychological violence was identified in 20% of the prisons visited, and corruption was observed in 10% of the prisons examined. The causes of such violence in prisons include inadequate training for prison officers, poor management, and prison overcrowding, which ultimately increases stress and conflict among both inmates and staff.

The aforementioned issues remain a significant challenge for Class IIA Correctional Institution Curup, Rejang Lebong Regency, requiring comprehensive and systematic reforms. The institution currently faces multidimensional and protracted problems, resembling a cycle of abuse of authority that is difficult to unravel. Efforts toward bureaucratic reform will not be successful if they continue to be approached with a non-linear mindset and fail to address the root causes of the issues.

Based on the above analysis, it can be concluded that abuse of authority refers to decisions or actions taken by officials or institutions vested with authority that are not aligned with prevailing laws or policies. Consequently, the repercussions of such abuse extend beyond mere financial losses to the state, encompassing disruptions to social order and the erosion of public trust in the government.

4. Adaptive Policy with the Dynamic Governance Bureaucracy Model in Class IIA Correctional Facility Curup, Rejang Lebong Regency

The concept of governance has evolved from studies on government, which initially focused on the role of the government or institutions as the sole regulator and executor in the administration of governance. As a result, it was often regarded as a traditional concept in government management. Consequently, a new concept known as governance emerged, replacing the notion of government in various aspects and studies of public administration (Sari & Rusli, 2022). Good governance essentially refers to the alignment of governmental administration that involves various sectors, including the government itself, the private sector, and civil society. Over time, the term good governance has evolved into dynamic governance, a concept designed to address the complexity of social and institutional challenges in urban areas.

The concept of dynamic governance was first introduced by Boon Siong Neo and Geraldine Chen in 2007 to address the complexity of public issues and social changes resulting from globalization and technological advancements in Singapore. This concept has since evolved and is also applicable at the local level, encompassing bureaucratic capacity development, close cooperation, shared management, and effective collaboration in utilizing available resources and local wisdom (Kamil et al., 2023).

The world is currently experiencing disruptions in all sectors, leading to various forms of uncertainty. Any achievement today does not guarantee sustainability in the future. Similarly, principles, policies, and practices that were once considered effective in governance

may lead to stagnation and an inability to evolve if managed with a status quo mindset. Therefore, every institution must continuously learn, innovate, and adapt amidst the ever-changing and unpredictable global dynamics. Multi-perspective approaches and cross-institutional coordination are essential to developing effective solutions (Rahmatunnisa, 2019).

Government bureaucracy plays a central role in addressing various challenges, necessitating collaboration in which the government establishes a framework for relationships between itself, society, and the private sector to achieve competitive advantage. This collaboration must be conducted within the cultural framework of each organization while implementing a meritocratic system oriented toward long-term vision. This approach is known as the dynamic governance bureaucratic model.

Dynamic governance refers to government policies that can adapt to rapidly changing environments while remaining relevant and effective in achieving long-term societal goals. Governments or institutions implementing dynamic governance are characterized by the introduction of new ideas, fresh perspectives, continuous upgrading, swift actions, flexible adaptation, and creative innovation. Such institutions will consistently foster bureaucrats who are lifelong learners, capable of dynamic thinking and adaptive decision-making (Ikhsan et al., 2020).

Regarding contemporary institutions and government agencies, they face similar bureaucratic challenges, primarily related to ethics and morality. These issues ultimately impact the quality of public services provided to society (Rahman & Bakri, 2019). Similarly, the Class IIA Correctional Facility in Curup, Rejang Lebong Regency, continues to experience instances of maladministration in public services, corrupt behavior by certain officials, and various violations of institutional regulations. As a result, the facility has also failed to achieve the status of a Corruption-Free Zone (Wilayah Bebas Korupsi/WBK) due to fraudulent practices.

This issue arises primarily due to the weak management of the correctional facility itself. Therefore, breakthroughs in the bureaucratic management of correctional institutions are necessary as a manifestation of the dynamic governance bureaucracy model. This approach must accommodate various aspirations and local cultural wisdom where the bureaucracy operates. Numerous adaptive and dynamic measures can be implemented, such as:

1. Understanding the Harmonization of Laws and Regulations on "Abuse of Authority".

The research conducted by Widowati et al., (2023) reveals that corruption remains a fundamental issue within Indonesian culture and must be urgently addressed as part of bureaucratic reform efforts. One approach to achieving such reform is through the implementation of the dynamic governance bureaucratic model. This solution is closely linked to the quality of human resources (HR) among bureaucratic staff, particularly those working in correctional institutions. Therefore, any policies implemented must strictly align with existing regulations. Even when policy dynamization is necessary, it must still adhere to the established regulatory framework.

The presence of an inaccurate paradigm in the study of bureaucracy in Indonesia is reflected in the view that the primary cause of bureaucratic issues, particularly regarding abuse of authority, stems from disharmony among public policies, regulations, and existing legal frameworks. However, upon closer examination, administrative law and criminal law related to abuse of authority function as complementary instruments. This is evidenced by the absence of normative conflicts between the two, as the State Administrative Court (PTUN) and the Corruption Court (Pengadilan Tipikor) have distinct competencies (Kasim, 2013). Therefore, the context of abuse of authority as the subject of each court's jurisdiction should not be a point of contention as long as the decisions or actions taken by authorized officials or institutions remain in accordance with applicable laws and policies.

2. Preparing a comprehensive strategy in four key sectors, namely political leadership, harmonization of public policy (including rules and regulations), the implementation of a merit system in government institutions, and a corruption-free environment.

Political leadership is inherently linked to the highest authority within the Ministry of Immigration and Correctional Institutions of the Republic of Indonesia. In

relation to the harmonization of public policy, it aligns with the initial perspective that administrative law and criminal law concerning abuse of authority serve as complementary instruments. Furthermore, establishing corruption-free institutions is closely associated with the implementation of a merit system within government agencies. Within the scope of this study, applying the dynamic governance bureaucracy model is essential, particularly in processes related to the merit system as stipulated in Ministerial Regulation of the Ministry of Administrative and Bureaucratic Reform (Permenpan) No. 40 of 2018, which outlines policies and management of the State Civil Apparatus (ASN) based on competence, qualifications, and employee performance in a fair and objective manner. This is also consistent with the study conducted by Kasim (2013), which found that the implementation and protection of the merit system, including the reward and punishment system within all government bureaucracies, can prevent and reduce opportunities for corruption among bureaucrats. This finding is further reinforced by the research of Hutahaean & Pasaribu (2022), which emphasizes three key points: first, the recruitment pattern of civil servants must be reformed into a merit-based system; second, work standards and the reward and punishment system need to be further developed; and third, regional leaders must undertake bureaucratic reforms with the support of the Regional House of Representatives (DPRD).

The merit system is also based on a widely recognized perspective, as outlined by Shafritz et al. (2001) and cited by Kalesaran (2021), stating that a) the recruitment process should target all segments of society, with selection and career advancement based on capacity, knowledge, and skills in a fair and open competition; b) fair and equal treatment should be applied in all personnel management matters, regardless of political orientation, race, color, religion, national origin, gender, marital status, age, or disability, while respecting individual privacy and constitutional rights; c) equal pay should be provided for work of equal value, considering national and local wage rates set by public employers, with incentives and recognition for outstanding performance; d) high standards of behavioral integrity and a strong commitment to the public interest should be maintained; e) the efficient and effective use of (government) labor resources should be ensured; f) high-performing employees should be retained, inadequate performance should be corrected, and individuals who fail to meet required standards should be separated; g) performance should be improved through effective education and training; h) employees should be protected from arbitrary actions, personal favoritism, or political coercion; and i) employees should be safeguarded from retaliation for lawful whistleblowing.

3. Flexible Decision-Making

The bureaucracy of correctional institutions must be capable of making flexible and adaptive decisions in response to rapid and uncertain changes, particularly those related to technological advancements. This concept aligns with the think ahead principle in the dynamic governance bureaucratic model, where correctional institutions adopt an adaptive approach by integrating technology into public service systems. Consequently, correctional facilities do not marginalize inmates despite the constraints imposed on their activities and movements within the institutional environment.

Furthermore, technological advancements can serve as knowledge and valuable resources for inmates, enabling correctional institutions to remain aligned with developments occurring beyond their walls. Therefore, every decision made by the authorities within correctional facilities must be well-considered, flexible, and adaptive rather than rigid, while still adhering to the legal frameworks and applicable regulations.

4. Thinking across, or cross-boundary thinking, involves adopting policies that can be internalized within the correctional institution's environment.

This aligns with the research conducted by Rustanto et al., (2023) on governance reform at Class 1 Sukamiskin Correctional Facility, which found improvements in rehabilitation services, such as more intensive spiritual activities and enhanced access to inmate rights, including remission, assimilation, conditional leave, parole, and pre-release leave, all of which are now managed online. Additionally, the implementation of sports activities has become more systematic and well-structured.

Similarly, the research conducted by Alim (2022) and the study by Sari & Rusli (2022) emphasize that thinking across serves as a key capability that has been effectively implemented by examining the success of other regions in policy implementation and subsequently adopting these best practices while adapting them to the institutional or organizational culture. In this context, this approach is particularly relevant to the Class II Curup Correctional Facility.

5. Building an Innovation Ecosystem in Communication

The prison bureaucracy must be able to build a collaborative ecosystem with various stakeholders, including prison officers, inmates, and the community, to achieve the desired objectives. An innovation ecosystem in communication refers to the establishment of a network that engages all parties to foster growth and enhance relationships in an integrated and mutually beneficial manner. The innovation ecosystem in communication within correctional institutions should create a supportive environment that facilitates transparency and ease of interaction among all involved actors. An adaptive policy that can be developed to establish a dynamic governance bureaucracy model is fostering intensive communication with higher education institutions (Budiman et al., 2022).

The innovation ecosystem in communication with higher education institutions aims to create opportunities for research conducted by academics, ultimately contributing to the well-being of inmates in correctional facilities. This includes studying the conditions of inmates, assessing the efforts of prison officers in managing inmate stress, examining the impact of overcapacity on the fulfillment of inmates' rights, analyzing the role of prison literacy programs in providing social capital, evaluating the implementation of healthcare and proper nutrition services for inmates, identifying challenges in the implementation of these services, and exploring various other related aspects.

6. Encouraging the development of more adaptive policies aligned with the Performance Agreement/*Perjanjian Kinerja* (PK) and Integrity Pact

The dynamic governance bureaucracy model is inherently more adaptive to innovations that ensure the Performance Agreement (PK) and Integrity Pact for civil servants (ASN) are not merely formalities. Instead, the Performance Agreement (PK) and Integrity Pact serve as assignments from higher-level institutional leadership to lower-level leadership to establish employee performance targets and conduct monitoring, evaluation, and supervision. This process necessarily involves reviewing and assessing employee performance, analyzing public responses to prison performance, and subsequently redesigning policies and programs, all of which are bound by the Performance Agreement (PK) and Integrity Pact.

As highlighted in the study by Pahmi (2023), disciplinary sanctions for correctional institution officers under Government Regulation No. 94 of 2021 on Civil Servant Discipline still leave room for civil servants to engage in abuse of authority. Therefore, the dynamic governance bureaucracy model can serve as a means to adopt or formulate public policies (discretion) by reassessing and considering various factors to ensure they do not contain elements of illegality or abuse of authority. One approach to achieving this is through the implementation of the Performance Agreement (PK) and Integrity Pact.

One of the breakthroughs implemented by Class IIA Curup Correctional Facility in 2024 was the signing of the Performance Agreement and Integrity Pact, along with the Joint Commitment to the Development of an Integrity Zone towards a Corruption-Free Area/*Wilayah Bebas dari Korupsi* (WBK) and a Clean and Service-Oriented Bureaucratic Area/*Wilayah Birokrasi Bersih Melayani* (WBBM). This initiative represents a positive initial step in carrying out duties based on predetermined targets. Each structural official signed the performance agreement, witnessed by the Head of the Correctional Facility, as a commitment to executing duties in accordance with applicable regulations and rejecting corruption, collusion, and nepotism.

7. Risk Management Policy

Prison bureaucracy must be able to identify and manage risks related to security, health, and inmate rehabilitation. As highlighted in the study by Hassel et al., (2022), risk

assessment serves as a valuable tool for informing decision-making to ensure the continuous operation of existing functions. Risk assessment can be applied at multiple levels within an organization or across different levels of society.

The law also mandates prison bureaucracy to conduct security risk analysis for the classification of minimum and medium-category correctional institutions. This risk analysis is crucial to ensuring the security of correctional facilities, considering both internal and external risk factors. Additionally, risk analysis plays a vital role in safeguarding the health of inmates, ensuring that specific diagnoses are properly identified and treated to prevent potential harm to other inmates.

DISCUSSION

This study finds that the legal system within bureaucracy should not be viewed merely as an instrument of normative control, but also as a strategic framework that enables adaptive, innovative, and responsive governance. Recent scholarship on *dynamic governance* emphasizes that regulatory systems can function as catalysts for policy innovation when supported by institutional learning, adaptive leadership, and evidence-based decision-making processes (Widowati, Setyowati, & Suharto, 2023; Rahmat, Hartanto, & Hilman, 2024). In the context of correctional administration, strengthening integrity systems, harmonizing regulations, and implementing merit-based leadership structures have been shown to reduce opportunities for abuse of authority while enhancing organizational accountability and transparency (Atmaja & Pangestuti, 2025). Moreover, juridical analyses of Indonesia's correctional system underline that compliance with statutory mandates, performance monitoring mechanisms, and institutional accountability instruments such as Performance Agreements and Integrity Pacts are essential in ensuring that correctional governance aligns with human rights principles and rehabilitative justice objectives (Afrizal, Kurniawan, & Wahyudi, 2023).

At the Class IIA Curup Correctional Institution in Rejang Lebong Regency, the implementation of a dynamic governance approach characterized by cross-sectoral collaboration, digitalization of public services, risk-oriented security and health policies, and the development of an innovative communication ecosystem demonstrates how bureaucratic reform can move beyond formal compliance toward substantive prevention of authority abuse. Studies on public sector digital transformation further affirm that technology-based transparency mechanisms significantly contribute to minimizing discretionary misconduct and strengthening institutional trust (Prasojo & Kurniawan, 2021; Priyowidodo, G. et al 2024, Purwanto, B. A., et al 2025). Overall, the integration of adaptive regulatory frameworks, meritocratic leadership, digital transparency, and preventive risk management illustrates that dynamic governance functions not only as a legal safeguard but also as a strategic solution to prevent abuse of authority while advancing the fundamental mission of correctional institutions namely, the successful reintegration of inmates into society as productive and responsible citizens.

The application of dynamic governance within correctional bureaucracy represents an effective strategy for preventing abuse of authority through regulatory harmonization, the strengthening of merit-based systems, the use of public service technology, the reinforcement of Performance Agreements and Integrity Pacts, and an integrated risk management approach. Contemporary research on public sector governance reform highlights that adaptive governance models particularly those integrating risk-based management and performance accountability systems significantly enhance institutional resilience, transparency, and ethical compliance in public organizations (OECD, 2021; Sarker & Rahman, 2022). Empirical studies further demonstrate that digital transformation in justice and correctional institutions contributes to minimizing discretionary misconduct by increasing traceability, documentation, and real-time supervision of administrative actions (Criado, Guevara-Gómez, & Villodre, 2021). Within this framework, the legal system operates not merely as an instrument of control, but as a strategic enabler of policy learning, organizational adaptation, and progressive innovation. In the correctional institutional context, such integration between legality, technology-driven transparency, and meritocratic governance strengthens preventive mechanisms against abuse of authority while ensuring that correctional administration remains aligned with principles of accountability, integrity, and rehabilitative justice.

The results of this study are consistent with (Klein et al., 2023; Mkhize, 2025; Skarlatidou et al., 2024; Spasić & Denčić-Mihajlov, 2014) which emphasize the importance of bureaucratic

reform grounded in accountable and responsive governance. Furthermore, the principles of transparent and participatory governance as articulated by (Barra & Marcello, 2025; Elvegård, 2025; Koroso & Zevenbergen, 2024; Triatmanto & Bawono, 2023) the concept of good governance further strengthens the argument that the integration of transparency, accountability, and effectiveness constitutes the foundation for preventing abuse of authority. The concept of dynamic governance developed by (Karandish et al., 2025; Paranata, 2022) also supports these findings, particularly in terms of an institution's capacity to adapt through *thinking ahead, thinking again, and thinking across*.

These findings are also consistent with the idea of *reinventing government* introduced by (Skarlatidou et al., 2024), which encourages the bureaucracy to be more innovative and results-oriented. Furthermore, the principle of meritocracy in the bureaucracy as explained by (Mkhize, 2025) within the New Public Management framework shows relevance in building a professional and corruption-free bureaucratic system. On the other hand, the risk management approach in the public sector developed by (Barra & Marcello, 2025) strengthens the finding that preventive governance is more effective than a purely repressive approach.

The similarity of this study's findings to previous studies may be due to the shared paradigm of bureaucratic reform, which emphasizes transparency, accountability, and innovation as key pillars of modern governance. However, this study also demonstrates significant differences in the context of its application in correctional institutions. Unlike previous research, which focused primarily on ministries or local governments, this study specifically examines correctional environments characterized by high risk (security, inmate health, and potential internal conflict). Institutional context factors, closed organizational culture, and the complexity of power relations within correctional institutions are variables that influence the implementation of dynamic governance.

The novelty of this research lies in the integration of the concept of dynamic governance with the prevention of abuse of authority in the correctional context, a previously rarely studied specific approach. This comprehensive approach combines regulatory harmonization, merit systems, public service technology, innovative communication, and risk management within a single dynamic governance framework. It emphasizes that law is positioned not merely as a tool of administrative control, but as an innovative instrument that encourages policy flexibility.

This research provides an implementation model for correctional institutions in developing a system for preventing abuse of authority based on risk management and technology. This research expands the dynamic governance literature by incorporating contextual variables in correctional institutions as a new area of study. The results can serve as a reference for the Ministry of Law and Human Rights in formulating more adaptive bureaucratic reform policies in the correctional sector. For further research, it is recommended to conduct comparative studies across correctional institutions in various regions to test the consistency of this dynamic governance model. Furthermore, quantitative research using a mixed methods approach can be conducted to empirically measure the effect of dynamic governance implementation on reducing cases of abuse of authority. Theory development can also be directed at integrating dynamic governance with institutional resilience theory in the context of high-risk organizations.

CONCLUSION

Abuse of authority persists due to the prevailing paradigm that views the concept as inherently tied to criminal law, as stipulated in Article 3 of Law Number 31 of 1999 on the Eradication of Corruption (UU PTPK). However, administrative law and criminal law concerning abuse of authority are complementary instruments rather than opposing ones, as long as decisions or actions taken by officials or institutions with authority remain in accordance with applicable regulations and policies. The prevailing legal system within the bureaucracy should be interpreted as a means to foster innovation in the development of more adaptive and progressive policies. In practice, at Class IIA Correctional Facility in Curup, Rejang Lebong Regency, a dynamic policy framework effectively minimizes opportunities for abuse of authority by implementing the following measures: (1) Understanding the harmonization of laws and regulations on "Abuse of Authority" as complementary instruments; (2) Developing comprehensive strategies in political leadership, public policy harmonization (including rules and regulations), the application of a merit system, and a corruption-free bureaucracy; (3) Ensuring flexible decision-making by prioritizing think ahead or a public service system that leverages technology within the correctional facility; (4)

Implementing thinking across by adopting policies that can be internalized within the correctional environment; (5) Establishing an innovation ecosystem in communication; (6) Encouraging the formulation of more adaptive policies through Performance Agreements (Perjanjian Kinerja - PK) and Integrity Pacts (Pakta Integritas); and (7) Developing policies centered on risk management, particularly regarding the security and health of inmates.

This study is expected to yield positive implications, as dynamic governance represents an evolution of previous governance concepts that can assist governments in addressing rapid and complex changes. Dynamic governance can serve as a solution to prevent abuse of authority by enhancing flexibility and innovation in governance, integrating the principles of good governance to strengthen transparency and accountability, and fostering a more adaptive governmental system that responds effectively to socio-political challenges and environmental changes. Furthermore, this concept can be translated into technical and practical applications within correctional institutions, ensuring that the ultimate goal of these institutions reintegration of inmates into society as productive and active citizens is truly achieved.

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