

Legal Regulations on Health Services and Suitable Food for Prisoners in Class IIA Pancur Batu Correctional Institution

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ABSTRACT

*This study examines the effectiveness of fulfilling the rights to healthcare services and adequate food provision at the Class IIA Pancur Batu Correctional Institution amid the regulatory transition during the 2024–2025 period. Employing a juridical-empirical research method with statutory, case, and comparative approaches, the study analyzes the harmonization between the mandates of Law Number 22 of 2022 and Minister of Immigration and Corrections Regulation Number 1 of 2025 and the State's fiscal capacity. The findings reveal a disparity between normative expectations (*das Sollen*) and operational realities (*das Sein*). Although prison management demonstrates procedural compliance through the implementation of Standard Operating Procedures (SOPs), food security innovations, and financial digitalization, the substantive effectiveness of service delivery remains constrained by structural barriers. These obstacles include budget limitations under the Standard Input Costs (SBM), food price volatility, and demographic pressures resulting from overcrowding, which heighten health risks. A comparison with the Nelson Mandela Rules confirms gaps in meeting the standards of wholesome food quality and the principle of equivalence of care in healthcare provision. Accordingly, institutional strengthening strategies are required, including budget rationalization, optimization of telemedicine services, and integration of prison healthcare into the national social security system to ensure the protection of inmates' fundamental rights.*

Keywords: Right to Healthcare, Nutrition, Inmates, Pancur Batu Correctional Institution

INTRODUCTION

The development of Indonesia's criminal justice system reflects a paradigmatic shift from a retributive approach centered on incarceration toward a reintegrative model oriented toward social restoration (Ginting, Siregar, & Fikri, 2025). Within the legal construction, this transformation redefines inmates not as mere objects of punishment, but as subjects of law whose fundamental rights are restricted by statute yet not extinguished (Sihombing, Siregar, & Zarzani, 2025). Accordingly, under the doctrine of the rule of law (*Rechtsstaat*), the provision of adequate healthcare services and proper nutrition constitutes an imperative constitutional obligation of the state rather than a charitable concession (Yuliantini & Mangku, 2023).

The Class IIA Pancur Batu Correctional Institution serves as the locus of this study, particularly within the context of institutional transition under the Ministry of Immigration and Corrections (Antonius, Saragih, & Zarzani, 2024). As a Technical Implementation Unit (UPT) with a high occupancy rate, Pancur Batu is required to reconcile its security and order functions with the obligation to fulfill minimum service standards as mandated by Law Number 22 of 2022 concerning Corrections (Yuliantini & Mangku, 2023). This institutional condition necessitates that prison management maintain equilibrium between security stability and service quality through the optimal utilization of available resources.

The urgency of this discussion arises from the regulatory dynamics during the 2024–2025 period, particularly following the enactment of Minister of Immigration and Corrections Regulation Number 1 of 2025, which revises the technical standards for food service administration. This regulation carries significant administrative and fiscal implications that warrant comprehensive examination. This article aims to analyze the implementation of the policy through normative-juridical and empirical approaches. The scope of analysis encompasses the harmonization of statutory regulations with fiscal capacity under the 2025 Standard Input Costs (SBM), evaluation of compliance with Standard Operating Procedures (SOPs), and comparison with the international standards set forth in the Nelson Mandela Rules to objectively assess the effectiveness of human rights protection.

METHODS

This research constitutes normative legal research employing a descriptive-analytical design. The focus of the study is directed toward examining the implementation of positive legal norms concerning the fulfillment of the rights to healthcare services and adequate nutrition at the Class IIA Pancur Batu Correctional Institution. A statutory approach is utilized to analyze Law Number 22 of 2022 and its implementing regulations, while a comparative approach is applied to assess conformity with international standards, particularly the Nelson Mandela Rules. The data employed in this study consist of secondary sources, including primary legal materials, secondary legal literature, and tertiary references, all obtained through library research. The collected materials are subsequently analyzed using qualitative normative methods to formulate systematic legal conclusions.

RESULTS AND DISCUSSION

RESULT

Legal Framework for the Fulfillment of the Rights to Healthcare and Adequate Nutrition for Inmates

The provision of healthcare services and food supplies within correctional institutions constitutes a state obligation grounded in the hierarchy of statutory regulations (Pintabar, Rafianti, & Saragih, 2024). Regulatory reform through Law Number 22 of 2022 concerning Corrections, which replaces Law Number 12 of 1995, reinforces legal certainty regarding the fulfillment of inmates' fundamental rights. This statute specifically regulates rights for two legal subjects: detainees and convicted prisoners. Article 7 mandates the State to provide healthcare services and adequate nutrition for detainees, while Article 9 letter (d) affirms a similar right for convicted prisoners, thereby establishing a juridical obligation upon the Technical Implementation Units (UPT) responsible for correctional management (Yuliantini & Mangku, 2023).

With regard to the phrase “adequate food in accordance with nutritional needs,” the elucidation of Law Number 22 of 2022 provides an authentic interpretation encompassing three cumulative elements. First, the quantitative dimension requires compliance with established Dietary Reference Intakes (Angka Kecukupan Gizi/AKG), measured in caloric and micronutrient standards. Second, the qualitative dimension mandates standardization of raw food materials to

ensure safety and nutritional adequacy. Third, the regulation of menu variation is emphasized as an operational necessity. Monotonous meal patterns may adversely affect inmates' psychological stability, which in turn may influence institutional security and order (Yuliantini & Mangku, 2023).

The technical governance of these mandates is further regulated under Minister of Immigration and Corrections Regulation Number 1 of 2025 concerning Guidelines for Food Service Administration. This regulation updates prior standards (Minister of Law and Human Rights Regulation Number 40 of 2017) to align with contemporary nutritional requirements. Substantively, the regulation underscores professionalization, requiring supervision by a certified Nutritionist in menu planning and certified Cooks in food preparation. The caloric standards refer to national benchmarks stipulated under Minister of Health Regulation Number 28 of 2019, which establish average daily energy requirements for adult males ranging from 2,150 to 2,625 kilocalories. These benchmarks serve as technical parameters for the cyclical menu design at Pancur Batu Correctional Institution.

At the implementation level, such normative standards operate within the constraints of governmental fiscal capacity. Budget ceilings for food provision are regulated under Minister of Finance Regulation Number 39 of 2024 concerning Standard Input Costs for Fiscal Year 2025. For the North Sumatra region, the unit cost for foodstuffs is determined within the range of IDR 20,000 to IDR 25,000 per person per day. This allocation is structured as a lump-sum amount covering three daily meals as well as associated processing costs. A detailed estimation of this budget allocation is presented in the following table.

Table 1. Estimated Allocation of Daily Meal Costs per Inmate

Cost Component	Estimated Allocation (IDR)	Description
Breakfast	5,000 – 6,000	Light meal (porridge or coconut rice)
Lunch	8,000 – 10,000	Rice, animal-based protein, vegetables, fruit
Dinner	7,000 – 9,000	Rice, plant-based protein, vegetables
Total	20,000 – 25,000	Inclusive of seasonings and fuel costs

Source: *Processed from Minister of Finance Regulation Number 39 of 2024 concerning Standard Input Costs for Fiscal Year 2025.*

The foregoing data indicate a disparity between prevailing market prices of food commodities and the allocated budget ceiling. With an estimated average allocation of IDR 8,000 to IDR 10,000 for a single main meal, prison management is required to implement procurement efficiency measures. The principal operational challenge lies in maintaining consistent compliance with the Dietary Reference Intakes (AKG) amid fluctuations in staple food prices, without diminishing the quality of services that constitute the fundamental rights of inmates. This condition places correctional administrators in a structurally constrained position, necessitating strategic budget optimization while preserving adherence to statutory nutritional standards.

Standard Operating Procedures for Healthcare Services and Food Administration within the Operational Dynamics of Correctional Institutions

The implementation of statutory mandates within the correctional system requires technical instruments in the form of Standard Operating Procedures (SOPs), as regulated under the Decree

of the Director General of Corrections Number PAS-32.PK.01.07.01 of 2016 concerning Minimum Standards for Healthcare Services. At the Class IIA Pancur Batu Correctional Institution, these standards function as operational guidelines to ensure legal certainty in the protection of inmates' fundamental rights. Their application encompasses two substantive domains: healthcare governance and food service management, whose effectiveness is assessed in light of operational dynamics during the 2024–2025 period (Directorate General of Corrections [Ditjenpas], 2014).

Pursuant to the aforementioned decree, each Technical Implementation Unit (UPT) is required to maintain standardized healthcare facilities or, at minimum, possess an operational clinic license (Ditjenpas, 2014). Compliance at Pancur Batu is demonstrated through the provision of a polyclinic infrastructure comprising outpatient examination rooms and an inpatient ward equipped with standard medical devices. The inpatient unit functions as a medical observation facility for patients requiring intensive monitoring but not yet meeting criteria for emergency external referral. Infection control constitutes a central priority, particularly in light of factual overcrowding conditions. Current data indicate that Pancur Batu accommodates 1,027 inmates despite an official capacity of 629. This disparity significantly heightens the risk of communicable disease transmission. Accordingly, isolation rooms with separate ventilation systems are provided for inmates diagnosed with Tuberculosis (TB) and Scabies, consistent with preventive procedures aimed at interrupting transmission within housing blocks (Ditjenpas, 2014).

Human resource management within the healthcare sector includes general practitioners, dentists, and nursing staff performing both curative and promotive functions (Pintabar, Rafianti, & Saragih, 2024). Nevertheless, emergency referral procedures to the Regional General Hospital (RSUD) are subject to strict administrative protocols. The requirement for review by the Correctional Observer Team (TPP) and armed police escort constitutes variables influencing response time. This indicates operational challenges in balancing medical urgency with institutional security standards (Nangga et al., 2025). In the domain of food administration, Minister of Immigration and Corrections Regulation Number 1 of 2025 serves as the operational foundation from planning to distribution. The implementation of a 10-day cyclical menu constitutes an administrative obligation to ensure nutritional variation and institutional stability. Procurement integrity is safeguarded through physical inspection (Quality Control) conducted by the Food Acceptance Committee (Penerima Bama) to verify conformity between delivered goods and contractual specifications, thereby preventing potential state losses (Ditjenpas, 2024).

At the preparation stage, hygiene and sanitation standards are enforced through mandatory use of Personal Protective Equipment (PPE). As a legal risk mitigation measure, the SOP requires food sampling for every cooking batch, with samples stored for 24 hours. These samples function as laboratory evidence in the event of suspected mass food poisoning, ensuring institutional accountability (Association for the Prevention of Torture, 2025). Monitoring and evaluation conducted by the Director of Healthcare and Rehabilitation in September 2024 reported satisfactory compliance levels (Bukit, 2024). The kitchen sector was assessed as having implemented transparent and hygienic preparation processes (Amrin, 2024). The absence of food stock deficits indicates that logistical management operates in accordance with established

regulations. Improvements were also observed in the polyclinic infrastructure, including clear zoning between administrative, examination, and pharmaceutical storage areas.

To enhance budgetary efficiency within the Standard Input Costs (SBM) framework, management has optimized the Food Security Program through the cultivation of brandgang land. Agricultural yields are allocated through a dual mechanism: a portion contributes to Non-Tax State Revenue (PNBP), while another portion supplements inmate nutrition (extra feeding) (Waspada, 2024). This program simultaneously serves rehabilitative objectives by fostering self-sufficiency. Institutional integrity is further reinforced through the implementation of a cashless payment system, supported by joint operations and periodic drug testing, aimed at preventing circulation of physical currency that may compromise security and order (Ditjenpas, 2024). Notwithstanding national procedural compliance, evaluation through an international lens is necessary to determine whether such compliance substantively fulfills human rights obligations. A comparative approach juxtaposing operational realities at Pancur Batu with the United Nations Standard Minimum Rules for the Treatment of Prisoners (Nelson Mandela Rules) enables assessment of whether rights fulfillment is substantive or merely administrative.

Regarding nutrition, Rule 22 of the Nelson Mandela Rules mandates the provision of food of wholesome quality and adequate nutritional value (UN General Assembly, 2015). In practice, implementation at Pancur Batu faces structural budget constraints. A gap persists between the SBM allocation for 2025 (IDR 20,000–25,000 per inmate per day) and the actual requirements necessary to achieve Dietary Reference Intake (AKG) standards under Ministerial Regulation Number 1 of 2025. This disparity limits menu variation and may contribute to sensory monotony (food fatigue), potentially affecting inmates' psychological stability. To mitigate this nutritional gap, optimization of the Food Security Program on brandgang land should prioritize allocating at least 30% of agricultural output to kitchen consumption as a fiber source rather than exclusively targeting PNBP contributions. Additionally, the Regional Office of the Ministry of Law and Human Rights of North Sumatra may implement a "Regional Framework Contract" mechanism. Through demand aggregation across multiple UPTs, procurement consolidation can achieve more competitive unit prices, enabling budget savings to be redirected toward improving meal quality.

In the healthcare sector, Rule 24 requires adherence to the principle of equivalence of care (UN General Assembly, 2015). Although clinic infrastructure is adequate, bureaucratic referral procedures often impede timely implementation of this principle. Such procedural barriers align with findings by Johns, Edwards, and Hartwell (2013), who identified extended intervals between dinner and breakfast (exceeding 14 hours) as contributing to subjective hunger and increased reliance on prison cooperatives. Health risk analysis is further correlated with demographic pressure. Overcrowding directly affects healthcare effectiveness. With a population of 1,027 inmates exceeding a capacity of 629, the risk of TB and Scabies transmission increases significantly. As an alternative to costly and security-intensive physical referrals, integration of telemedicine services with RSUD Deli Serdang constitutes a rational option for managing non-emergency medical complaints (Rahmayanti et al., 2024).

Finally, professional human resources represent a critical determinant of service quality. International studies demonstrate a correlation between the absence of nutritionists and increased

risk of micronutrient deficiencies (hidden hunger) (Basha & Barthos, 2023). This underscores the urgency of implementing Ministerial Regulation Number 1 of 2025. Given staffing constraints, Pancur Batu may establish Memoranda of Understanding (MoUs) with higher education institutions to involve academic experts in menu planning. Such collaboration offers an operational solution to maintain nutritional standards without increasing personnel expenditures. Process accountability should be reinforced through digital publication of daily menus, ensuring transparency between planning and actual service delivery.

CONCLUSION

The Class IIA Pancur Batu Correctional Institution is currently undergoing a phase of institutional renewal in the delivery of correctional services. Juridically, the enactment of Law Number 22 of 2022 and Minister of Immigration and Corrections Regulation Number 1 of 2025 provides legal certainty regarding the State's obligation to fulfill inmates' rights to healthcare and adequate nutrition. Empirically, compliance with these regulatory mandates is reflected in managerial measures, including the revitalization of clinical infrastructure, optimization of food self-sufficiency programs, and the digitalization of financial transactions as a mechanism to mitigate the risk of illicit levies.

Nevertheless, this analysis identifies a disparity between *das Sollen* (normative standards) and *das Sein* (operational realities). The gap is influenced by structural variables, notably fiscal constraints under the 2025 Standard Input Costs (SBM) amid fluctuating food prices, as well as demographic pressure resulting from overcrowding. Consequently, achieving full alignment with the international standards set forth in the Nelson Mandela Rules requires policy intervention at the central level, including budget rationalization for food expenditures and the integration of inmates' healthcare coverage into the National Health Insurance (BPJS) system. Sustaining service quality at Pancur Batu Correctional Institution depends upon three principal prerequisites: consistent implementation of Standard Operating Procedures (SOPs), accountability in food procurement governance, and a transformation of healthcare paradigms from a predominantly curative orientation toward preventive and promotive approaches.

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