

Network Governance-Based Strategy in Increasing The Capacity of The Fostered Child Development Program at The Special Child Development Institution for Grade II Jakarta

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ABSTRACT

This research examines the implementation of *network governance* in the coaching program at the Jakarta Class II Special Children's Development Institution (LPKA). Using social network analysis techniques and single case studies, this research aims to construct a network management strategy between actors in the implementation of the LPKA Class II Jakarta coaching program. Data were collected through analysis of the institution's website, observations, and interviews. This research found that there were differences in interaction density in network structure and program effectiveness before and after the transfer of LPKA from Salemba to Cinere in 2020. The analysis of social networks in this research found three main characteristics of interaction in that period: information sharing, social action, and procurement of goods and services. The implementation of programs, projects, and policies that occur within these three characteristics can bring good network management if it pays attention to four aspects, namely orientation to children's needs, a clear technical framework, the involvement of actors at various levels, and continuous evaluation. This research concludes that institutional network management can increase the capacity of implementing coaching programs at LPKA in a sustainable manner through re-identification of child development programs/projects/policies, the creation of a technical framework for the program, the identification of actors at various levels, and the establishment of a continuous evaluation scheme for coaching programs at LPKA.

A. INTRODUCTION

The criminal justice process for children at the Special Children's Development Institution (LPKA), as an effort to overcome deviant behavior committed by minors, has a psychological impact on children. Sukma and Panjaitan (2018) explained that prison for children causes psychological disorders in the form of depression due to low social support. In addition, correctional students (Assisted Children) also experience mental disorders and trauma during and after coaching (Liu, et al., 2021). This impact is caused by changes in the lives of child inmates, such as separation from parents,

unfamiliar environments, and negative stigmas attached to child inmates and former foster children (Matondang, 2021).

The increase in cases of children in conflict with the law in Indonesia is an indication of the importance of this case to be raised. This is in line with the increase in the number of inmates in Indonesia which reached 267,149 and caused Indonesia to become the fourth largest country in the world with the largest number of inmates in the world. Of this number, based on data taken on the website of the Directorate General of Corrections (2023), there are 334 child assisted residents in LPKA spread throughout Indonesia as of 2020 and this number continues to increase to 413 child assisted residents per 2023.

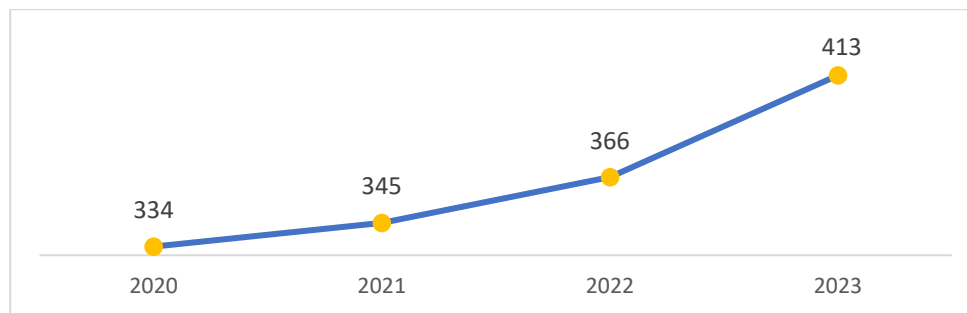


Figure 1. Number of Students in LPKA Throughout Indonesia in 2020-2023
 Source: Directorate General of Corrections (2023)

The coaching program at LPKA is an essential effort to rehabilitate children who commit criminal acts. However, research by the Center for Protection Studies & Advocacy (Puskapa) of the University of Indonesia (2023) revealed several problems in child development in LPKA, including programs that 1) have not been based on comprehensive needs assessments, 2) limited resources, and 3) coordination gaps between multilevel actors. Muzakki and Subroto (2023) also highlight the lack of Standard Operating Procedures (SOPs) and adequate human resources. This condition is exacerbated by the concept of coaching that limits the movement space and creativity of the fostered children through social limitations while undergoing coaching (Ni Made Martini, Interview, July 18, 2024). This problem raises the potential for the return of fostered children to commit crimes or recidivism again (Sisfani & Muhammad, 2023).

Nada (2019) explained that there are still coordination problems between actors that arise in the process of implementing child development (Nada, 2019). The Peace Room Organization, one of the Class II LPKA in Jakarta, admitted that there were problems in the availability of facilities in running the coaching program and the problem of coordination of multilevel actors (Ruang Damai, Interview, July 10, 2024). The same thing was also conveyed by the Hasanah Community Learning Activity Center (PKBM) who admitted that LPKA still had difficulty in passing on the coaching program that had been running well before to new coaching actors, so that there was a disparity in the quality of the coaching program (PKBM Hasanah, Interview, July 20, 2024). In addition, the coaching program at LPKA Class II Jakarta still causes social anxiety in students when they are nearing the end of coaching with a moderate-low level of resilience (Mulyati *et al.*, 2020; Dewi & Solihin, 2023) which has implications for the suboptimal fulfillment of the needs of the Assisted Children.

Efforts that can be made to support the fulfillment of the needs of fostered children are to collaborate across sectors to organize coaching programs through the concept of *network governance*. Kapucu and Hu (2020) explain *network governance* as a concept that emphasizes the use of formal and informal institutions to allocate resources and coordinate joint actions within an organization's network. The implementation of programs, projects, and policies in the implementation of LPKA basically involves a very large number of collaborative actors (Martini *et al.*, 2024). The large number of collaborators in the LPKA implementation network can provide good potential in the efficiency of LPKA resources (Kapucu & Hu, 2020).

Network governance is a form of effort to fulfill the provision of public services through cooperation between actors, and can even involve private actors. Network governance managed in a collaborative network can be used as a solution to deal with complex problems that cannot be solved by the organization independently. One example is the implementation of coordination in efforts to handle the Covid-19 pandemic in China through the Paired-Assistance Programs (PAPs) program. The program has been successfully executed thanks to network governance by placing the central government as the main director connecting several levels of government actors, hospitals, and non-profit organizations. (Wegner and Verschoore, 2021) (Huh *Et al.*, 2020)

Reviewing this, there is a need for network management within the LPKA collaboration network. Good network management can ultimately make LPKA a stable and sustainable organization in providing more inclusive services. However, so far there has been no research that provides a clear picture of the institutional network that supports the LPKA Fostered Children development program on an ongoing basis so that this research can be a means to evaluate the implementation of *network governance* in the institutional support network structure of the coaching program at LPKA Class II Jakarta in supporting the creation of an inclusive LPKA environment. This study tries to construct a network management strategy between actors in the implementation of the LPKA Class II Jakarta coaching program which has implications for improving the welfare of fostered children.

The main focus of *network governance* is the role of horizontal interaction relationships, social norms, network leadership, social capital, and trust between actors in overcoming social problems that require collective action (Kapucu & Hu, 2020). This condition makes organizations need to manage the management of the organizational network so that the policies and services implemented can be sustainable. This – explained by Kapucu and Hu (2020)– is done by identifying organizations that have a major role in social services, the role and relationships of organizations in social services, the characteristics of the coordination structure and network used, the development of the organizational network over time, and analyzing whether the existing relationships and network structures have been able to improve the performance of social services.

Ewenson and Naylor (2021) said that institutional capacity building in order to ensure human rights can also be done through the participation of prisoners in the monitoring process at the Juvenile Detention Center. This is manifested by the improvement of service governance through a network of collaboration between civil society, non-governmental organizations, the government and families in the monitoring process; transparency in the management of the monitoring process; and openness to complaints of juvenile prisoners and ex-prisoners. In addition, increasing youth awareness regarding the rights obtained during the detention process, a culture-based approach, and an increase in good relations between LPKA employees and juvenile detainees.

Blanken *et al.* (2023) explained that basically special children's services involve various organizations or agencies across sectors to meet the needs of child rehabilitation and protection with various access to necessary expertise and resources. This condition requires network management by maintaining a level of trust, interaction and division of roles between the facilitators, as well as the strength of other organizations' relationships with the main organization of child service providers is the key to ensuring a sustainable child development program.

B. METHOD

Single case study research with a purely qualitative research approach is carried out to manage institutional networks in support of capacity building coaching programs at LPKA which are equipped with data analysis techniques through *social network analysis* (SNA). Kapucu & Hu (2020) explained that there is flexibility in data collection in *social network analysis* (SNA). This research uses a *single-case study* analysis conducted with open coding, axial coding, and selective coding processes. *Successive approximation* technique or iterative iteration process to interpret results.

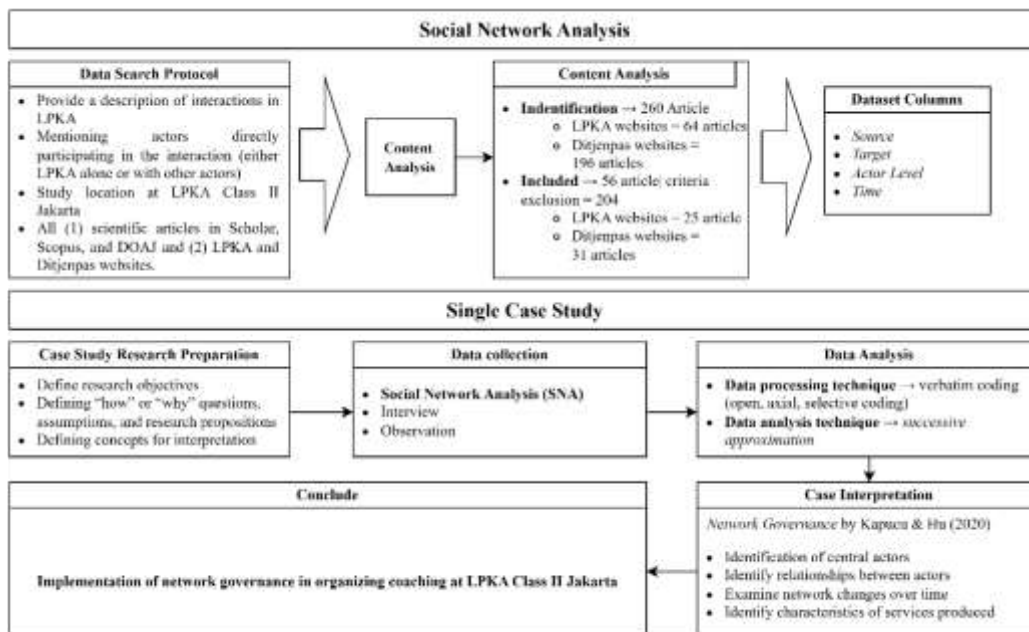


Figure 2. Research Stages

Source: Researcher Documentation (2024)

This research conducted a review of 260 articles on the LPKA Class II Jakarta website and the Directorate General of Law and Human Rights which were excluded based on criteria related to actors in the coaching program at LPKA Class II Jakarta. The results of the criteria exclusion resulted in 56 articles that were then analyzed with a *dataset: related actors (source-target), level, time, and determinant support*. The site analysis data collection has successfully collected 80 actors. The actor data was processed through the Gephi 0.10.1 application to collect unique interactions between actors through the analysis of the LPKA website and the Directorate General of Law and Human Rights. This research uses several measures in the interpretation of network analysis to evaluate an organization into its function as either an information broker, a liaison, or a mediator (Faas *et al.*, 2017; Kapucu & Hu, 2020).

After the initial findings of the SNA were achieved, the researchers conducted observations and interviews to confirm the initial findings, improve the network structure, and dissect the interactions carried out by the actors. Observation was carried out at LPKA Class II Jakarta on July 4, 2024 to review the activities of the Fostered Children in the coaching program. Interviews were conducted at ten agencies as listed in Table 1.

Table 1. List of Interview Informants

Informant's Name	Institution	Description
Fadli and Erlina	LPKA Class II Jakarta	Research object
Etty, Nuraini, Luthfiah, Monang	Bapas Indah, (Correctional Center) South Jakarta	Government actors at the local level; recommended by LPKA because of its upstream-downstream role in child development
Zainal Abidin	Peace Room	Non-profit organizations; recommended by LPKA because of the role of education and personality coaching
Achmad Sophian	Dukcapil DKI Jakarta	Government actors at the regional level; managing the identity data of the Fostered Children
AKBP Rahmawati	Ema Police	Government actors at the national level; play a role in the investigation

		process and coordination of assistance for Assisted Children
Anonymous	Coordinating Ministry for Politics and Legal Affairs	Government actors at the national level; Plays a role in coordinating correctional policy issues
Galuh Typhoon	Ministry of Agriculture	Government actors at the national level; play a role in coordinating the fulfillment of the needs of the fostered children
Aldi Kurniawan	PKBM Hasanah	Actors at the local level; recommended by LPKA because of its educational and personality programs
Pujo Harinto	Directorate General of Corrections	Government actors at the national level; play a role in coordinating the implementation of coaching at LPKA

Source: Researcher Documentation (2024)

This research ensures that the data collected is in accordance with the provisions and can be accounted for through *ecological validity*. *Ecological validity* is a type of validity with the absence of the influence of the presence of researchers in the emergence of the social phenomenon studied (Babbie, 2014). In addition, this research also ensures data consistency through internal and external realities. Data consistency is reviewed from the suitability of data with events/people directly involved in social phenomena and other sources (Babbie, 2014).

C. RESEARCH FINDING AND DISCUSSION

LPKA Coaching Program Interaction Network

LPKA Class II Jakarta is, historically, the result of the expansion of the Salemba Correctional Unit which became the Central Jakarta Class I Prison and Salemba Class II Prison in 2007 based on the Decree of the Minister of Law and Human Rights of the Republic of Indonesia No. M.02-PR.07.03. This institution began operating on February 15, 2008 as an institution specializing in child development. On December 23, 2014, based on the Decree of the Minister of Law and Human Rights of the Republic of Indonesia No. M.HH-09. OT.01.02 temporarily designates prisons and detention centers in Indonesia as LPKA and Temporary Child Placement Institutions (LPAS). So, in that period, LPKA Class II Jakarta is still under the auspices of the Salemba Prison, both in terms of location and supporting suggestions and infrastructure. Until finally in 2020, LPKA Class II Jakarta officially moved to Cinere. (LPKA Jakarta, 2020).

This research finds that there are three levels of actors involved in the implementation of LPKA as a whole, namely organizational actors at the national, regional, and local/community/private levels (see Figure 4). Multilevel analysis between actors showed that more interactions occurred at the regional level (avg. degree = 6,000; density = 0.400), compared to interaction at the national level (Avg. degree = 5,600; density = 0.296) and at the local level (Avg. degree = 3.396; density = 0.065). The high average degree and density in SNA analysis can illustrate that the network between actors is more connected and cohesive so that there is efficiency of communication, collaboration, and information flow within the network.

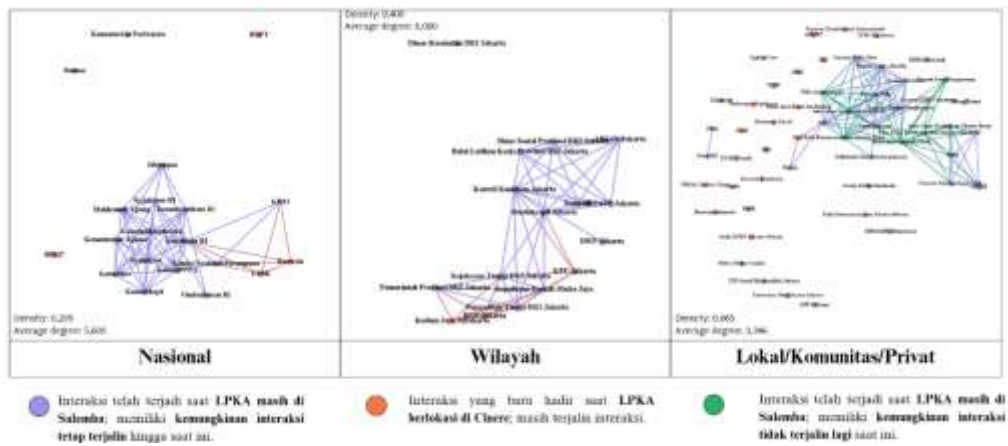


Figure 3. Analysis of Multilevel Networks Between Actors (National, Regional, and Local/Community/Private) in the Implementation of the Fostered Child Development Program at LPKA Class II Jakarta

Source: Researcher Documentation, 2024

These unique interactions between actors at different levels show that, fundamentally, interactions at the national and regional levels have better sustainability of interactions, compared to those at the local/community/private level. Interactions at the national and regional levels only show that only three national agencies and two regional agencies whose interactions are fragmented from network nodes that are fully interconnected. Dense interaction at these two levels allows for a more consistent exchange of information, even though there is a missing organization in the network (Moretti, 2017). In contrast, at the community/local/private level, the interactions found tend not to be tied to each other. In addition, interactions at the local/community/private level tend to be less resilient to LPKA location changes when moving to Cinere. This condition occurs because the social responsibility of local organizations in Cempaka Putih has been diverted to other local organizations in Cinere.

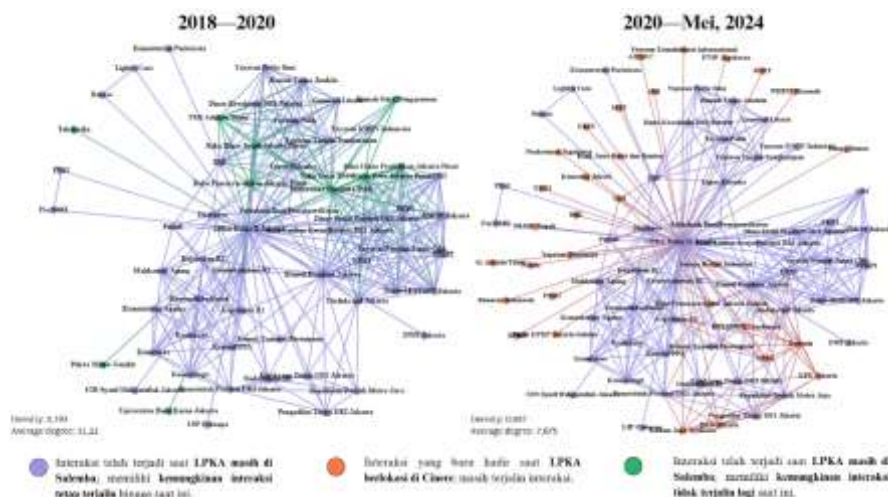


Figure 4. Comparison of the Interaction Network Between LPKA Class II Jakarta Actors from 2018–2020 to 2020–May 2024

Source: Researcher Documentation, 2024

Interactions that occurred when LPKA was still in Salemba tended to be more connected, with a density of 0.193 compared to 0.097 when LPKA had moved to Cinere (see Figure 5). Moretti (2017) saw that interactions formed in networks with higher density indicated better trust and coordination among actors in the network. Some of the new interactions that emerged when LPKA moved to Cinere also tended to stand alone and there was not much interaction with the old and new organizations. This

condition explains that trust between organizations in the implementation of the program is still weak, so information in the implementation of the program may not be inherited properly (Kapucu & Hu, 2020).

Characteristics of Actor Interaction in the LPKA Coaching Program

Interactions within the LPKA network show three interaction characteristics that contribute to the sustainability and stability of the network.

1. Information Sharing

This characteristic contributes greatly to the formation of edges within LPKA's interaction network. This characteristic arises when there are two people interacting with each other, where they may not represent their own individual, but rather represent a formal or informal organization in which that person is a member (Zaheer and Soda in . Moretti , 2017)

Organizations at the national level have a tendency to interact in sharing more conceptual information in the implementation of LPKA. Law Number 11 of 2012 stipulates the various roles of organizations at the national level, namely (1) the implementation of education and training for fostered students coordinated by the Ministry of Law and Human Rights, (2) coordination, monitoring, and evaluation coordinated by the Ministry of PPPA and commissions related to child protection, to (3) the provision of correctional center infrastructure and LPKA coordinated by the Ministry of Law and Human Rights and LPKS infrastructure coordinated by the Ministry of Social Affairs.

Related interactions at the regional level indicate more intensive information exchange activities. The exchange of information that occurs at the regional level also indicates the presence of a gradation in the exchange of information that is more conceptual to technical. The interaction that occurred showed that organizations at the regional level were actively involved in discussion forums that had child-oriented policy outputs, such as coordination of the needs of fostering foster children, discussions in commemoration of the international anti-torture day, coordination of the implementation of the SPPA Law, coordination of health policies for assisted students, and others. One of the regional-level actors who actively participated in the formulation of the policy for fostering fostered children was Bapas Class I South Jakarta who recommended a coaching program in accordance with the results of the assessment of Fostered Children by Community Assistants (PK) as a basis for LPKA to formulate a coaching program in line with the needs of children (Bapas Class I South Jakarta, Interview, July 8, 2024)

Lastly, interactions at the local/community/private level tend to show more tight density due to the absence of a more standardized and technical program framework. This makes the technical implementation of programs at LPKA tend to be more accommodated by collaborators. For example, the implementation of education and training programs with PKBM Hasanah, in this collaboration PKBM Hasanah is the party that provides the technical framework of the program, rather than LPKA itself (LPKA, interview, July 4, 2024). As an organization that has a technical framework for the program, PKBM Hasanah has the full authority to inherit the education and training curriculum or not to inherit it at all.

2. Social Action

This characteristic is manifested by the implementation of social activities at LPKA Class II Jakarta. Social action is basically aimed at vulnerable groups, especially children assisted by correctional institutions with the intention of reducing the potential for marginalization and social exclusion of such children (Bonvin et al., 2023). This makes private companies, academic institutions, and community institutions interested in carrying out social actions at LPKA as a form of empathy in meeting the needs of students. This is in line with the opinion of LPKA's statement in an interview on July 4, 2024, that social actions carried out by various agencies are influenced by the "children" factor. LPKA Class II Jakarta also benefits in the form of efficiency in the implementation of coaching programs which is realized by the exchange of certain resources that cannot be fulfilled by LPKA Class II Jakarta (LPKA, interview, July 4, 2024).

There are two types of social actions held at LPKA Class II Jakarta, namely short-term social actions and long-term social actions. Short-term social action usually only lasts for one activity. Short-term social actions are generally carried out without a Cooperation Agreement (PKS) (LPKA, interview, July 4, 2024). As for long-term social actions that are usually sustained in a long-term manner. Long-term social action is generally carried out with PKS as the legal basis (LPKA, interview, July 4, 2024).

3. Procurement of Good and Services Procurement

This characteristic refers to activities carried out by government organizations in the form of consumption of goods and services as a form of implementing the mandate of public services to the community (OECD, 2023), including in the implementation of correctional services in LPKA. LPKA has involved many parties, ranging from national, regional, and local/community/private actors in providing facilities that support the fulfillment of the rights of fostered children (LPKA, interview, July 4, 2024).

Procurement by national actors is based on the conceptual role regulated in Law Number 11 of 2012 and Government Regulation Number 8 of 2017, the majority of which are in the form of procurement of physical infrastructure or goods such as the construction or renovation of classrooms, clinics, dormitories; provision of educational and health equipment; and the procurement of the LPKA security system. Procurement by regional actors is based on the guidelines for the implementation of LPKA compiled by the Directorate General of Corrections of the Ministry of Law and Human Rights (Ditjenpas Kemenkumham), the type of procurement can vary in accordance with guidelines such as the procurement of educational services, skills training, food and beverage services, distribution of equipment, and management of the LPKA administration and security system. Meanwhile, procurement at the local/community/private level actors is based on the emotional fulfillment of collaborators to meet the needs of fostered children with the majority of procurement in the form of coaching programs or non-physical facilities such as counseling, skills courses, spiritual development, and character development activities.

a. Network Governance Implementation Model in LPKA Class II Jakarta Development Program

This research found that there are several characteristics of interaction in the network that cause social network interaction to be more stable and sustainable. This identification was traced through a comparison of the characteristics of LPKA when the interaction that occurred when it was still in Salemba with the interaction that occurred when the LPKA was in Cinere. The implementation of programs, projects, or policies that arise in LPKA's interactions with other organizations, namely information sharing, social action, and procurement of goods and services. These characteristics go hand in hand with a number of aspects that shape it, such as the availability of a clear technical framework for the program, continuous evaluation, the involvement of actors at various levels, and an orientation to the needs of children.

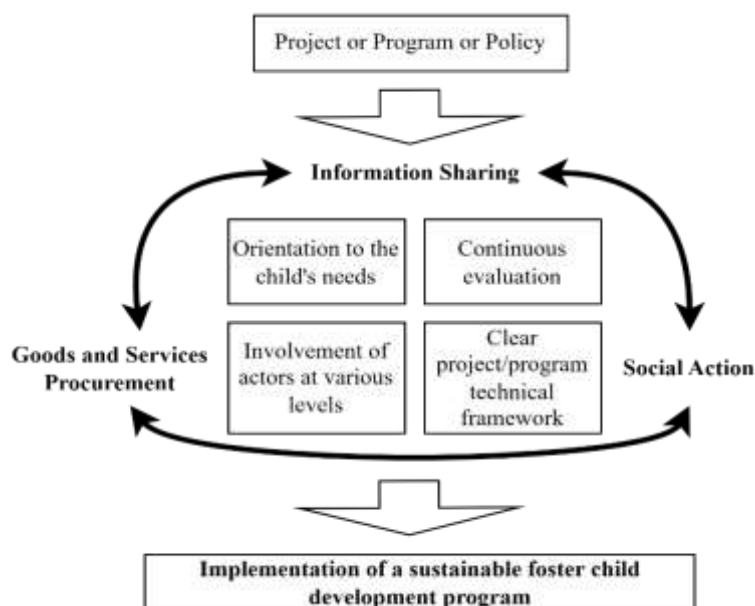


Figure 5. Conceptual Model of Network Governance in Capacity Building of LPKA Development Program in a Sustainable manner

Source: Researcher Documentation, 2024

b. Recommendations for Improving the Capability of the LPKA Class II Jakarta Network

There are four systematic steps that LPKA can take. First, dissecting programs, projects, and policies that foster children need and can support the determinants of subjective well-being. LPKA can conduct a survey of children's needs related to the determinants of subjective welfare. This survey will help identify the specific needs of the fostered students in the context of infrastructure, education, health, religion, personality, and social support. This needs-based approach will ensure that LPKA's resources and efforts are directed to the areas that are most critical to children's well-being, thereby optimizing the operations of the coaching program.

Second, make a framework for programs, projects, or policies carefully and holistically. LPKA must develop a comprehensive technical framework for each program, project, or policy implemented. This framework should include a clear Standard Operating Procedure (POB), measurable quantitative and qualitative objectives, implementation timeline, resource allocation, and its monitoring and evaluation mechanisms. A clear technical framework will facilitate program implementation, improve consistency of implementation, and facilitate knowledge transfer between the actors involved, thereby helping to maintain the sustainability of the program despite changes in personnel or implementing organizations.

Third, identify relevant actors who are relevant to be involved in the program, project, or policy in the determinant. LPKA needs to conduct a comprehensive and affiliate network-based mapping of actors. Engaging the right actors will enrich the program with a variety of perspectives and resources, increase the effectiveness of implementation, and build a wider support network for the fostered students.

Fourth, establish an evaluation scheme that can be passed on to other actors in a program, project, or policy. LPKA must develop a standardized and transferable evaluation system for each program, project, or policy. The system should include clear performance indicators, data collection methods, and analysis protocols so that this evaluation system can be easily understood and implemented by various actors who may be involved in similar programs in the future. An inherited evaluation scheme will ensure continuity in program monitoring and assessment, facilitate inter-organizational learning, and enable continuous improvement in the implementation of coaching programs at LPKA.

D. CONCLUSION AND RECOMMENDATION

Conclusion

The implementation of *network governance* in the implementation of coaching programs at LPKA Class II Jakarta shows great potential in providing support for the welfare of fostered students. This research finds that the characteristics of interaction between actors in networks, which include information sharing, social action, and procurement of goods and services, play an important role in producing programs and policies that are oriented to children's needs. In addition, there is a tendency for interactions between actors to be fragmented in the coaching program after LPKA has experienced a change of location, resulting in network fragmentation that makes some good coaching programs unable to be re-run. The success of this implementation depends on four aspects, namely orientation to children's needs, continuous evaluation, involvement of actors at various levels, and the availability of a clear technical framework for the program. Through *this network governance* approach, LPKA can optimize resources and expertise from various stakeholders to improve the quality of coaching and student welfare. The implementation of *network governance* can be realized through dissecting programs/projects/policies related to the development of Fostered Children, creating a technical framework for the Fostered Children development program, identifying related actors relevant to the development of Fostered Children, and establishing an evaluation scheme that can be inherited to other actors in a program, project, or policy.

This research has limitations in interpreting temporal dynamics. The resulting models tend to be static and may not fully capture dynamic changes in institutional networks over time to more specific times. However, this research succeeded in capturing the context of network dynamics in two major periods, namely when LPKA was still in Salemba (before 2020) and after moving to Cinere (after 2020). This comparison provides an overview of how changes in location and context can affect the network structure and sustainability of the foster child development program.

Recommendation

1. Identifying programs based on the uniqueness of LPKA characteristics in each region is carried out by the Regional Office of Law and Human Rights (Kanwil Kumham).
2. Providing the authority to determine operational technicalities to the Regional Office through the Directorate's existing guidelines that are more flexible to provide space for collaboration with other local actors in LPKA in each region.
3. Involve relevant collaborator actors in each coaching program at LPKA to maximize the benefits that can be given to LPKA's fostered children.

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