

Governance Of Child Social Welfare Institutions Based On The Principle Of Good Governance: Study at LKSD Al-Aziiz, Jember Regency

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Abstract

This study aims to explain the governance of children's social welfare institutions in implementing Good Governance and improving children's social welfare. This research uses qualitative descriptive methods. The data collection is observation, interview, and documentation. Data analysis is through interactive methods with institutional theories (Josep W. Eaton). A Good Governance based on Sedarmayanti (2012) is accountability, transparency, openness, and the rule of law. The results showed that the governance of institutional development in LKSA Al-Aziiz is based on the dimensions of leadership and doctrine with authoritarian leadership models in Islamic boarding schools. The principle of Good Governance has not been maximized and consistent there. However, the value of the local wisdom of Boarding School is based on family, honesty, and loyalty because LKSA Al-aziiz is under the auspices of the Foundation or Boarding School so that it continues to run well.

Keywords: *Governance, Good Governance, Social welfare of children, LKSA*

I. INTRODUCTION

The history of establishing Children's Social Welfare Institution in Jember Regency has the principle of *Bottom-Up*. It is dominated by a Foundation-based society and Social with a sincere orientation of charity based on child benefits and compassion for fellow human beings, aiming to implement childcare and improve the social welfare of children in Jember Regency.

The social welfare of children in Jember Regency is still classified as low, characterized by the number of children with social welfare problems and children in the Child Social Welfare Institution (LKSA). In 2020, 177 cases of children with social welfare problems were recorded, and 2715 children were in 65 LKSA (Jember Regency Social Service).

Table 1.1 Number of Children with Social Welfare Problems in Jember Regency in 2019/2020

NO	Types of PMKS	2019			20	Total
		L	P	L	P	
1	Street kids	1	0	5	0	6
2	Abandoned Toddler	3	0	4	1	8
3	Displaced Children:	0	10	3	2	15
4	Children Face the Law (ABH)	23	27	25	1	89
5	Children who are victims of violence or wrong treatment	6	13	19	7	45
6	Child in Need of Protection Specific (AMPK)	4	3	2	5	14
Cash Grand Total						

Source: Social Service Secondary Data, (2021)

Based on the table, to address the problem of children's social welfare, the government needs to ensure that the governance of non-governmental institutions has run well, especially social institutions, in this case, the Child Social Welfare Institute (LKSA) (Razak & Ali, 2019). Realizing good governance in social institutions is a fundamental need and strategic choice for developing quality institutions, as an absolute requirement to determine the ability of institutions to produce products, services, and empowerment to improve social welfare. In this case, the social welfare of children (Abdul, 2016: 24). Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 30/HUK/2011 concerning National Standards of Childcare (SNPA) for LKSA stipulates that: 1) Every LKSA administration must have apparent legal or licensing legitimacy as an institution for the implementation of child social welfare, 2) Accountability, so that all activities and activities of the institution is accountable to the government and the public as a public-oriented social institution, 3) Transparency, so that the public can easily access various information related to the implementation of child social service directly or indirectly (Jufri, 2011).

Substantively, this provision is the same as the principle of *Good Governance*; according to Sedarmayanti (2012: 43-44), to achieve good governance practices in a private and public institution must be guided by the principle of *Good Governance*. From the whole principle of *Good Governance*, four main principles can give the picture of public administration in the institutional sector to achieve *Good Governance*: accountability, transparency, openness, and the rule of law. Therefore, to analyze the governance of children's social welfare institutions, researchers chose one of the LKSAs in Jember Regency, namely LKSA Al-Aziiz. The consideration of taking and choosing LKSA Al-Aziiz in for this study is due to several things and phenomena that are pretty interesting and feel worth researching.

First, LKSA Al-Aziiz is one of the social institutions organized by one family

under the auspices of the Foundation or Boarding School. *Second*, it is one of the institutions that has been established for a long time in Patrang District, Jember Regency, and is still active until now. *Third*, LKSAAL-Aziiz is one of the official and accredited institutions.

There is a gap in the field based on observations and information. *First*, LKSA Al-Aziiz has not been transparent due to the absence of periodic financial statements to several parties, including the source of funds. The source of funding comes from donors. However, donors' rights were ignored, as donors had not been definitively informed of reports or operational information related to their donations. Based on Government Regulation No. 39 of 2012 concerning the Implementation of Social Welfare, "*Community donations Should be used efficiently, effectively, orderly, transparent and accountable. It is including expenditure or distribution, supervision, reporting and monitoring and evaluation.*"

Second, the implementation is carried out by one party of the family; the absence of separation of institutional elements between LKSA and the Foundation makes it challenging to distinguish between LKSA's assets, the Foundation, and the caregiver's personal property, including the bureaucratic structure that becomes a management structure. Based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia No 30/HUK/2011 asserted that "*As a public-oriented social welfare institution, it must have an operational permit separate from the permit of the social organization that is its umbrella.*"

Third, LKSA Al-Aziiz does not yet have independence in funding and still depends on the government, donors, and other sources of funds such as charity boxes, incidentals, and related agencies (LKSA Al-Aziiz Document). In the Regulation of the Minister of Social Affairs of the Republic of Indonesia No. 30/HUK/2011 Concerning National Standards for the Extermination of Children (SNPA) for LKSA is stated that "*Every LKSA must have a permanent source of funding, without relying on assistance from the Government and other donors.*"

Fourth, LKSA Al-Aziiz does not yet have a competent and professional officer or manager because most administrators are from Foundation caregivers and student families (Observation Results, August 10, 2020). In the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 30/HUK/2011, it is stated that "*Child Social Welfare Institutions must have competent officers in the planning, management, and reporting related to all the activities of the institution.*"

The above data and phenomena indicate that *Good Governance* has not yet been achieved.

On LKSAAL-Aziiz. As said by LKSA Secretary Al-Aziiz, "*Because LKSA is part of the Banom Foundation and the Al-Aziiz Boarding School, the basic principle in its implementation refers to the principle contained in the implementation of the Boarding School, which is held in a family, togetherness and of course prioritizes honesty.*"

Based on the observations and phenomena above, it shows that LKSA Al-Aziiz

has not complied with the principles of *Good Governance*. However, LKSA continues to run well, still exists, and is relatively trusted and needed by the community as a child social welfare institution under the auspices of the Foundation or Boarding School, which has the value of the local wisdom of Boarding School in its management.

II. LITERATURE REVIEW

A. Public Administration

Public administration is cooperation carried out by a specific group of people, organizations, or institutions in carrying out Government tasks that aim to meet public needs efficiently and effectively to create social welfare both carried out by the State and social institutions. Social institutions also participate in public administration because of cooperation, management, and governance (Siagian, 2019:2).

Meanwhile, according to Indradi (2016: 9), the existence of public administration is related to institutions or organizations. The administration is in institutions or organizations. Anyone who wants to know about the existence of administration in the community must first look for an institution or organization that is still alive and there is an administration. In this paradigm, the focus of public administration is the governance of social welfare institutions for children. In contrast, the locus is the problem of children's social welfare and public interest. Institutionally administration is the process of relationship, interaction, and cooperation between two or more people related to the governance process to understand the hierarchical relationship or series between the government, society, and the private sector in the concept of public services, especially children social welfare services.

B. Institutional

Frederickson and Smith (2003: 71) describe the institutional theory as a theory that sees the organization as a social barrier formed by rules, norms, and expectations that govern a person or group in behaving and making choices. According to Lynn (1996), Institutional is defined as accountability for how institutions or organizations work and display their performance (Wijaya and Danar, 2017: 19-20). Meanwhile, according to Widjaja (1987), an institution is an entity (organization) that does something based on the State's Basic Law, such as Law, Government Regulation, Presidential Decree, Ministerial Decree, and others. Joseph W. Eaton (1986) provides variables in the institutional sector, namely:

1. Leadership refers to the group of people who are actively involved in the formulation of doctrines and programs in institutions, directing the activities of institutions, and establishing and fostering relationships with the environment.
2. Doctrine is the values, goals, or operational methods underlying social action, describing the image and expectations.

3. Programmes are specific actions related to implementing functions and services that are the output of an institution.
4. Resources, input in finance, physical, human, technology, and lighting from the agency.
5. Internal structure is formulated as structures and processes held to work for an institution and its maintenance.

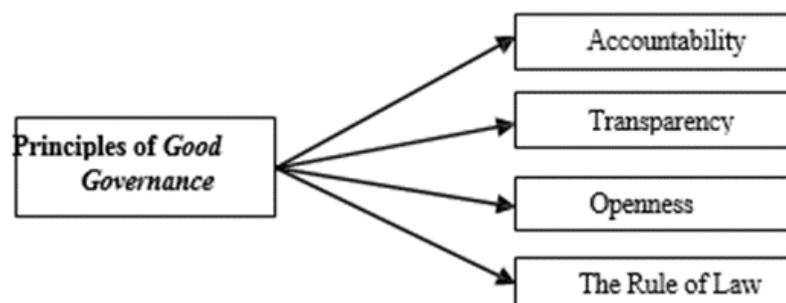
In the institutional concept, two essential aspects are not separated; institutions and organizations. According to Bulkis (2011:25), institutions are a model or social system in achieving goals by focusing on the values, norms, or rules that follow them and have a place as local norms. According to Robbins (2001: 4), the organization is a consciously coordinated social unity with a relatively identifiable boundary, which works continuously to achieve a common goal or destination group. Organizations are divided into two parts, namely: business organizations (Profit) and public organizations (Nonprofit) (Effendi, 2019:292).

Based on the above definition, Child Social Welfare Institution (LKSA) is an institution that is part of an institutionalized public (Non-Profit) organization. In line with Sugiyanto's opinion (2019:1) that Child Social Welfare Institution (LKSA) as a non-profit, private or private organization that aims to provide services in the form of labor and thinking in overcoming children's social welfare problems, serves as a platform or shelter for children as alternative care. To address the problem of children's social welfare, the government needs to ensure that the governance of non-governmental institutions can run well (Razak & Ali, 2019). Therefore, institutionally the State or government plays an essential role in the governance of children's social welfare institutions (LKSA) to achieve *Good Governance*.

C. Good Governance

Good governance is the management of all forms of public affairs by making valid regulations or policies to prioritize community values (Santoso, 2017:130). Based on Government Regulation Number 101 2000 formulated the meaning of *Good Governance*, namely governance that develops and applies the principles of professionalism, accountability, transparency, excellent service, efficiency, effectiveness, and legal supremacy and is acceptable to all communities. In line with the opinion of Sedarmayanti (2012:2) that to achieve *Good Governance* in an institution, both private and public institutions must apply the principle of *Good Governance*. From the whole principle of *Good Governance*, four main principles can give the picture of public administration in the institutional sector to achieve *Good Governance*: accountability, transparency, openness, and the rule of law.

Figure 1. Principles of Good Governance



Source: Sedarmayanti (2012: 43-44) .

Good Governance is a principle regulating institutional governance to provide efficient and accountable public services (Santoso, 2017: 55). Therefore, to realize *Good Governance* in the governance of institutions, both private and the public must be able to implement the principles of *Good Governance* to improve the effectiveness of institutions. In essence, to support the success of a program, activities, and policies must be based on aspects of accountability, transparency, openness, and the rule of law.

III. RESEARCH METHOD

This research used a qualitative approach with a descriptive method. The focus of this study is the governance of children's social institutions based on the principle of *Good Governance*. The research location was LKSA Al-Aziiz, Slawu Village, Patrang District, Jember Regency. The determination of informants in this study used *Purposive Sampling* with 8 Informants consisting of primary informants and supporting informants. The main informant was the Chairman, Secretary, Supervisor, and representative of LKSA Al-Aziiz foster children.

Meanwhile, as supporting informants are the Head of Institutional Affairs and the Head of Social Rehabilitation of the Jember Regency Social Office, the Unit of Social Worker Service of Jember Regency, and the Chairman of RT 01 Slawu Village, Patrang District, Jember Regency. Several data collection techniques were in-depth interviews, observations, and documentation. Meanwhile, the analysis method used is Miles and Hubberman's (1992) theory: Data Collection, Data Reduction, Data Presentation, and Conclusion Withdrawal (Sugiyono, 2018: 133).

IV. RESULTS AND DISCUSSION

Governance is a crucial subject in institutions or organizations to achieve *Good Governance*. It is related to public-oriented social institutions or organizations such as Social Welfare Institutions (LKSA), which are part of the private sector and acts as a mediator between the interests of the government and the community, especially in addressing children's social welfare problems.

From the exposures and excerpts from interviews related to the governance of child social welfare institutions at LKSA Al-Aziiz, leadership and doctrine reinforce several elements of institutional governance. Eaton (1986) stated that the local

wisdom Boarding School is authoritarian leadership by a Kyai figure who has been normalized as spiritual leadership. Concurrently with Sugiyanto's research (2019:10) that in the governance of social welfare institutions, there are five governance models; Democratic, Authoritarian, Bureaucracy, *Laissez-Faire*, and Pragmatic governance models. The authoritarian governance model is a bureaucratic structure that is not separate and a decision-making system entirely held by the Foundation because of child social welfare institutions under the auspices of the Foundation or Islamic Boarding School. Based on the findings of research related to institutional governance at LKSA Al-Aziiz is:

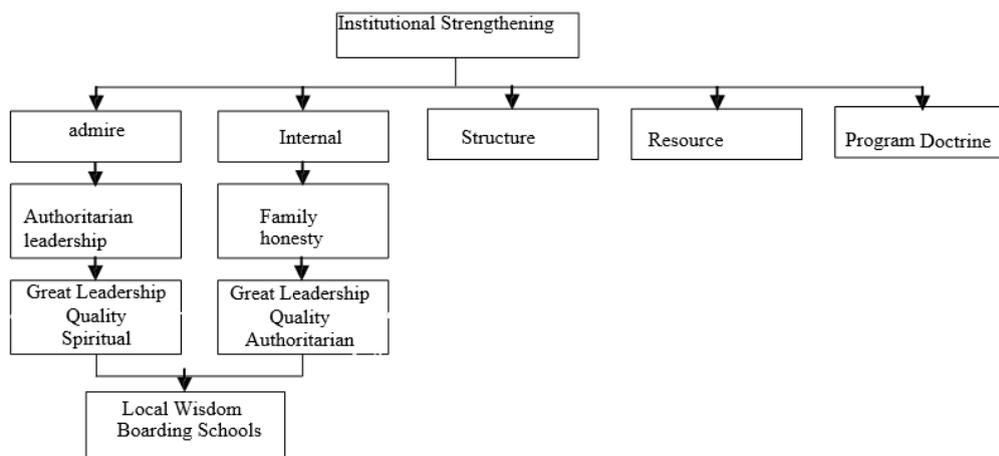
Figure 2. LKSA Al-Aziiz Institutional Development Governance

Furthermore, the governance of child social welfare institutions based on the principle of *Good Governance* in LKSA Al-Aziiz, Patrang District, Jember Regency has not been optimal and consistent. Indications for this are as follows:

A. Accountability

In implementing the principle of accountability, LKSA Al-Aziiz has not met the indicators. However, the principle of public accountability, as Hopwood and Tomkins (1984) stated in Mahmudi (2015: 9), that public sector institutions must carry out public accountability or organizations consists of several aspects, namely: honesty and legal accountability, managerial, program, policy and financial.

In the implementation, the managers at LKSA Al-Aziiz still seem weak and limited. It caused the bureaucratic structure of LKSA, which is not separate from the structure. The Foundation and the majority of the administrators of the Foundation family, in this case, the Foundation, have an essential role and hold complete control over all decisions regarding the administration of LKSA governance. The program of



activities at LKSA Al-Aziiz has been systematically compiled and documented in AD-ART LKSA. However, the program's implementation is still constrained and experiencing obstacles, especially in facilities and infrastructure development, while monitoring and evaluation aspects are still rarely carried out.

It shows that LKSA Al-Aziiz has not fulfilled the indicators in the principle of public accountability. They were being underpinned by the limited human resources (management) in managing and managing institutions and the existence of LKSA Al-Aziiz under the auspices of the Foundation or Islamic Boarding School, which prioritizes the principle of family. The principle of kinship in LKSA Al-Aziiz is the main principle in the management of governance like principle and on the values contained in the local wisdom of Boarding School because LKSA Al-Aziiz is under the auspices of the Foundation or Boarding School.

B. Transparency

The principle of transparency has two essential aspects; public communication and the public's proper access to information. Public communication is a message delivery in an organization or institution either directly or indirectly or through the media. According to Ardhiyanti (2013; 8), nine main elements must be transparent and published in a public institution or organization, namely Vision and Mission, Profile, Bank account number, Institution address, Institution email, number of foster children, Institution structure, List of activities, Periodic financial reports.

The implementation of the principle of transparency in LKSA Al-Aziiz has been relatively good but not optimal. There is still a tendency in financial statements that have not been maximized. The results of the program produced by the institution have not promoted transparency.

Table 4.1 Model Financial Statements of LKSA Al-Aziiz, August-September 2020

No	<i>DESCRIPTION OF THE EXPENDITURE ENTRY OF THE BALANCE</i>		
1	Balance in August	IDR. 250,000	IDR. 250,000
2	Permanent Donor	IDR. 1. 850,000	IDR. 2. 100,000
3	Charity box	IDR. 3.	IDR. 5. 330,000
4	Residential	IDR. 630,000	IDR. 5. 960,000
5	YDS	IDR. 1.	IDR. 7. 910,000
6	Consumption	IDR. 4,500,000	IDR. 3. 410,000
7	Plan	IDR. 570,000	IDR. 2. 840,000
8	Call & Wifi	IDR. 450,000	IDR. 2. 390,000
9	Tuition fees	IDR. 1,500,000	IDR. 890,000
10	Repair of musholla	IDR. 455,000	IDR. 435,000
11	First aid kit	IDR. 250,000	IDR. 185,000
12	Balance in		IDR. 185,000

Source: Secondary data from LKSA Al-Aziiz, (2021).

Based on the source of funds, social welfare institutions such as LKSA Al-Aziiz are from donors. However, most donors have never asked for audits or reporting. They believe that their donations have been distributed well. The administrators of LKSA Al-Aziiz consider that transparency does not take precedence because, as a

community, especially donors, have given the trust to LKSA Al-Aziiz, one of which is due to the existence of LKSA under the auspices of the Foundation or Islamic Boarding School. Therefore, the institution prioritizes the principle of honesty, which can provide and increase public trust in implementing child social welfare institutions at LKSA Al-Aziiz.

C. The Disclosure

The principle of disclosure emphasizes the openness of institutions in providing opportunities for the community at large and open to being directly or indirectly involved in the process of planning, preparing, and implementing a policy activity or program in the institution and involving the community directly in the management of the institution (Sedarmayanti, 2012: 43-44). Based on the study results, LKSA Al-Aziiz has not been open to the public. Because one family holds it, all decisions are made based on the provisions of the management, especially the chairman of the Foundation. Based on the implementation, the management is still minimal because the institution prioritizes families over caregivers of the Foundation and students over the community. The Foundation is exceptional because it gets judged to be more convenient in implementing all its activities. In its administration, LKSA Al-Aziiz is organized based on the principle of family.

D. Rule of Law

The rule of law in the governance of child social welfare institutions is one of the elements of creating *Good Governance*, avoiding irregularities and violations of the rule of law in the governance of child social welfare institutions. LKSA Al-Aziiz has implemented the rule of law internally and externally but has not fully referred to the National Standard of Childcare (SNPA). In LKSA there is a guideline for providing child social welfare services because many administrators still do not know and understand this. As in decision making related to childcare, child data collection, and child placement. Based on the National Standard of Childcare (SNPA) for LKSA, it is stated that: "*Child placement and alternative care must out on a formal decision by the laws and regulations with the competent social agencies based on the assessment of family needs.*" However, in LKSA Al-Aziiz, in making decisions related to childcare, the data collection and placement of children is taken unilaterally without involving related parties such as foster families and related agencies, namely the Social Service.

The principle of *Good Governance* from Sedarmayanti (2012:2) is the main principle in implementing social institutions or public institutions in realizing good governance (*Good Governance*). Applying the principle of *Good Governance* in children's social welfare institutions seems to *realize good governance* and be able to make quality institutions. However, in its implementation, LKSA Al-Aziiz has not implemented the principle of *Good Governance* to the fullest and consistently, so there are still several weaknesses. The main factor is the limited human resources

(Custodian) at LKSA Al-Aziiz and the existence of LKSA under the auspices of the Foundation or Boarding School, so that LKSA tends to prioritize the local wisdom of the Boarding School.

Based on the results of the study, there is a finding that will continue that the governance of children's social welfare institutions is under the auspices of Foundations or Boarding Schools can still achieve their existence. Factually, LKSA Al-Aziiz still exists, is relatively trusted, in demand, and needed by the community as a social welfare provider. The Local Wisdom of Islamic Boarding School held at LKSA Al-Aziiz is:

1. Family

The principle of the family is prioritized in foster care. So, it will make children and parents close by providing services and meeting needs with sincerity and full responsibility. The principle of family aims to provide welfare services and fulfill the needs of children optimally. The results of the researcher's interview with the Secretary of LKSA Al-Aziiz in February 2021, which:

"The provision of services at LKSA Al-Aziiz such as residential facilities, dormitories, consumption, and education are all free. It never collects fees from children or parents and guardians because here, we always put the principle of the family as parents with children in meeting the needs of children. After all, indeed children who are here partly do not have a family and parents". (Interview Results February 26, 2021).

2. honesty

The principle of honesty is the prominent Foundation for increasing public trust, especially donors as a funding source for institutions. Public concern for institutions by willingly assisting proves that community trust has been built through the principle of honesty even though institutions are not fully open and transparent to the public. As expressed by the chairman of LKSA Al-Aziiz:

"For several years, LKSA Al-Aziiz did not get help from the government. Instead, we received assistance from philanthropists who have donated part of their reserves to the needs of children in LKSA Al-Aziiz, including providing food, clothing, and other child needs." (Interview Results) 26 February 2021).

3. loyalty

Loyalty is an attitude of loyalty or character that contains sincerity. In the governance of the Islamic boarding school, loyalty means the loyalty of students to kyai. In the institutional element, *loyalty* is interpreted as loyalty or sincerity of the management to the leaders and institutions. Based on the principle of *loyalty* or loyalty, the LKSA Al-Aziiz management has carried out its role according to the duties given willingly and responsibly. The loyalty of the managers has arisen by themselves because the majority of managers are from caregiver families and

students. The results of the researcher interview with the Secretary of LKSA Al-Aziiz in February 2021 are:

"The administrators here have carried out their respective responsibilities, while for LKSA administrators almost all from the Foundation family and become a structure with the Foundation, some students become as administrators." (Interview Results February 26, 2021).

The principle of local wisdom in Islamic boarding schools held at LKSA Al-Aziiz is good. However, it is not used as the main principle in implementing Child Social Welfare Institutions (LKSA). However, this principle is used as a supporting principle rather than a *Good Governance* principle as a requirement in realizing good governance in every organization of non-governmental public institutions such as LKSA, both Foundation-based and social.

V. Conclusions and Suggestions

Based on the results of the study, it is concluded that: *first*, the governance of institutional development is driven by the dimensions of leadership and doctrine with authoritarian leadership models in Islamic boarding schools; *second*, based on the principle of *Good Governance*, LKSA Al-Aziiz has not been maximized and consistent, because it is influenced by several factors, namely: 1) Internal Factors, the ability of human resources (management) in managing and managing institutions that are still weak and very limited. Due to the existence of LKSA under the auspices of the Foundation or Boarding School. 2) External factors, namely the influence of the community environment that gives more trust to LKSA; *Third*, the governance of LKSA under the auspices of the Foundation can still achieve its existence by strengthening institutions based on leadership in local wisdom with the principles of family, honesty, and *loyalty*.

Based on the results of the research, the researcher provides the following suggestions:

- a. Improving the quality of HR (Custodian) at LKSA Al-Aziiz, more professional in its field.
- b. Separate the internal institutional structure of LKSA and the Foundation because both have different aspects and focus.
- c. Improve the principle of *Good Governance* in the governance of child welfare institutions to realize good governance by supporting the principles of family, honesty, and loyalty as a characteristic of management or governance of Islamic boarding schools even though LKSA is a social institution.

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