

Collaborative Governance in the Prisoner Guidance Program at Class IIB Correctional Institution, Nunukan Regency

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ABSTRACT:

Correctional Institutions (Lapas) are an important element in the criminal justice system, functioning to detain and provide guidance to inmates. Personality development encompasses strengthening spiritual, moral, and disciplinary aspects, while independence development focuses on developing work and entrepreneurial skills as a means of social reintegration. This research employs a qualitative approach, utilizing a case study and data collection methods that include observation, in-depth interviews, and documentation. Informants in this study were the Class IIB Correctional Institution of Nunukan Regency and related stakeholders. The results of the study indicate that the practice of Collaborative Governance in the Inmate Development Program at the Class IIB Correctional Institution in Nunukan Regency has involved various cross-sector actors in the implementation of development initiatives. Stakeholder involvement is still dominated by technical roles, while strategic decision-making remains centralized at the Prison.

Shared motivation has been formed at the normative goal level, but has not been fully institutionalized in long-term commitments. The success of collaboration is not only determined by the interaction process between actors, but also by systemic capacity and the strength of cross-sector networks. The impact of development is more evident in the changes experienced by individual inmates. Strengthening Collaborative Governance at the Class IIB Prison in Nunukan Regency requires the institutionalization of a cross-stakeholder deliberative forum, the integration of post-release services, and the ongoing development of organizational capacity and networks, so that collaboration can generate social impact.

Keywords: Collaborative Governance, Prisoner Guidance Program, Correctional Institutions

Introduction

Correctional institutions are state institutions with a strategic mandate to train inmates so they can return to social functioning after serving their sentences. The correctional paradigm in Indonesia positions inmates not merely as objects of punishment, but as subjects of development whose social, mental, and economic capabilities must be restored. Law Number 22 of 2022 concerning Corrections emphasizes that the goal of the correctional system is to shape inmates into recognizing their mistakes, improving themselves, and not repeating crimes, thereby enabling them to be accepted back into society. In practice, inmate development is implemented through two main channels: personality development and independence development. Personality development encompasses strengthening spiritual, moral, and disciplinary aspects, while independence development is directed at developing work and entrepreneurial skills as a foundation for social reintegration.

As social problems become increasingly complex and the internal capacity of correctional institutions becomes limited, the implementation of prisoner development can no longer rely solely on the state. The involvement of various external actors—such as local governments that coordinate public services, educational institutions that provide training, the business world that offers job placements, religious organizations that deliver spiritual guidance, and community groups that facilitate reintegration—is increasingly crucial in supporting the success of development programs. Clarifying these distinct roles helps to identify each stakeholder's contribution and responsibility within the overall program.

In the practice of prisoner development at the Class IIB Penitentiary in Nunukan Regency, collaboration in prisoner development programs still faces various challenges. Inter-agency cooperation often occurs sporadically, with external actors assuming ad hoc roles such as temporary trainers, facilitators, or donors. Sustained and well-defined role allocation—such

as designating certain agencies for vocational training, NGOs for post-release support, and religious groups for ongoing spiritual counseling—has yet to be institutionalized into a sustainable mechanism. Differing interests, limited resources, weak coordination, and unclear delineation of responsibilities among actors often hamper program synergy.

Furthermore, correctional institutions also face challenges such as limited staff, overcrowding, and inadequate supporting facilities. These conditions limit the scope for development innovation and weaken the institution's ability to optimally manage cross-sector partnerships. Furthermore, external actors such as job training institutions, technical services, and community organizations often have limited capacity and resources to engage intensively

To understand this complexity, the Collaborative Governance approach is important as an analytical framework to uncover problems in the context of collaboration. Various experts emphasize that Collaborative Governance is a public policy management mechanism that involves government and non-government actors together in the decision-making process and program implementation to achieve public goals that cannot be achieved individually (Ansell & Gash, 2008; Emerson et al., 2012). In "An Integrative Framework for Collaborative Governance," written by Kirk Emerson, Tina Nabatchi, and Stephen Balogh (2012), they developed a framework for understanding collaborative governance. One important part of this framework is an explanation of the elements that form the basis of Collaborative Governance. These elements include Principled Engagement, Shared Motivation, Capacity for Joint Action, Outputs of Collaborative Actions, Impact, and Adaptation.

The implementation of the inmate development program at the Class IIB Penitentiary in Nunukan Regency requires the involvement of various actors across sectors. The reality on the ground shows that this collaboration has not yet been fully optimized. Cooperation between institutions tends to be partial, dependent on

specific programs or initiatives, and not yet integrated into a comprehensive development system.

Differing interests, limited resources, weak coordination, and unclear role allocations among actors also impact the effectiveness of the collaboration. This situation has resulted in the less-than-optimal utilization of collective capacity to support the development of inmates, both during the program implementation phase and during post-release support.

Given the current situation, it is crucial to understand and analyze the collaboration between Class IIB Nunukan Penitentiary and external stakeholders. To further examine collaboration in inmate development at Class IIB Nunukan Penitentiary, this study utilizes the collaborative governance theory proposed by Emersen et al. (2012).

Methods

This study used a qualitative approach with a case study design, aiming to gain a deeper understanding of collaborative governance practices within the inmate development program at the Class IIB Penitentiary in Nunukan Regency.

Data were collected through in-depth interviews, field observations, and documentation studies. Informants were purposively selected, including prison officials and staff, current and former inmates, and external stakeholders.

Secondary data were obtained from policy documents, activity reports, cooperation agreements, and program development archives. Data analysis was conducted interactively following the model of Miles, Huberman, and Saldaña (2014), which includes data reduction, data presentation, conclusion drawing, and verification.

The analysis process took place simultaneously from the data collection stage until stable patterns and themes were obtained. Data reduction was carried out by grouping findings based on the frameworks of Collaborative Governance (Emerson et al., 2012), systemic capacity development (Potter & Brough, 2004), and Network Governance (Molin & Masella, 2016).

Data was presented in the form of a data reduction matrix to facilitate the identification of relationships between categories, while conclusions were drawn through repeated interpretation and comparison across data sources. The validity of the results was strengthened through triangulation and limited member checking with research informants.

Results

The Prisoner Development Program is a series of activities aimed at encouraging changes in behavior, skills, and even mental and spiritual aspects, as well as readiness for social reintegration of prisoners in order to reduce recidivism and prepare prisoners to return to society.

The purpose of the prisoner development program is also to shape and improve the personality and mental state of prisoners through education, counseling, religious guidance, and spiritual activities, and to encourage economic independence or job skills that can be carried out by prisoners or correctional inmates (WBP) after being declared free.

The development program also provides space for prisoners to be able to fill their time during their detention through formal education, such as literacy, improving skills such as sewing, batik, bakery, agriculture, fisheries, animal husbandry, and various development activities.

Table 1. Data Reduction

Elements of Theory	Class IIB Prison, Nunukan Regency	Inmates (WBP)	Stakeholders External
Principle-Based Engagement	• Personality and independence development program • Collaboration coordination through MoU/mentoring • Internal dominant program decisions	• Participate in activities according to your interests/invitations • Regularly participate in scouts/spiritual/skills • WB Women dominant art-batik-handcraft	• Technical assistance & coaching schedule (Ministry of Religion/MUI) • Integration assessment & recommendations (BAPAS) • Rehabilitation Coordination (BNN) • Package education is managed jointly (Education Office/PKBM)
Shared Motivation	• Social reintegration orientation • Commitment to coaching innovation, even though it is limited • “Behavior improvement” based coaching	• Improve skills & work supplies • Reduce stress/boredom • Expect more activities	• Encourage work readiness of ex-WBP (Disnaker) • Promote recovery & prevention of recidivism (BNN) • Promote moral-spiritual development (Ministry of Religion/MUI)
Collective Action Capability	• There is an SOP, there is a division of labor. • Constraints: HR/budget/overcapacity • Internal dominant evaluation	• Constraints: limited tools/materials • Peer learning (teaching each other) • There are incentives to increase participation	• Training/certification capacity available (BLK) • Educational structure & routine reports (PKBM/Education Office) • Socialization of job opportunities is not yet systematic (Disnaker/BP3MI)
Collaborative Action Results	• Output: skills training + spirituality + PKBM • Products/cars start to be marketed • Innovation: educational agrotourism	• Skills: batik/handcraft/barista/agriculture • Products & incentives/premiums • Arts & spiritual activities	• Package A/B/C running (PKBM/Education Office) • Limited walking rehabilitation (BNN) • The results of the work/placement program have not been measured (Disnaker/BP3MI)
Impact	• - Impact: skills & behavior change • Barriers: stigma & job access	• More disciplined & controlled • Spirituality improves • Stigma still experienced by ex-WBP	• Stigma hinders formal sector; informal sector more likely (Disnaker) • The effectiveness of rehabilitation depends on regulations and facilities (BNN)
Adaptation	• Adaptation through innovation & regulatory adjustments	• Adaptation through group work & independent learning	• - Unstable training cooperation (budget/leadership) (BLK) - Implementation of PKS is

	• Cross-stakeholder evaluation is not yet consistent	• Some WBPs are passive/do not participate	not yet optimal (BP3MI/P3MI) - Adaptation of rehabilitation: officer assessment training (BNN)
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Source: Data Reduction Results, 2025

The findings of research related to collaborative governance in the prisoner development program at the Class IIB Correctional Institution of Nunukan Regency, which focuses on 6 (six) elements of the collaborative governance approach (Emerson, et.al 2012) include: a) Principle-based involvement, b) Shared motivation, c) Joint action capability, d) Results of collaborative action, e) Impact, f) Adaptation. Described as follows

1. Principle-Based Involvement in the Class IIB Nunukan Regency Prison Inmate Development Program

Principle-based engagement in the theory of Collaborative Governance (Emerson, 2012) is highly relevant in the context of the Class IIB Nunukan Regency Penitentiary inmate development program. This is because the inmate development program requires the involvement of stakeholders in its implementation. Principle-based engagement emphasizes an interactive process based on dialogue, clarity of goals, mutual understanding, and commitment among the actors involved. Research findings indicate that stakeholder engagement has been established through formal mechanisms such as memorandums of understanding (MoUs) and technical assistance for programs. This involvement is evident in the implementation of packaged education by the Education Office/PKBM, moral-spiritual guidance by the Ministry of Religious Affairs and the Indonesian Ulema Council (MUI), assessments and reintegration recommendations by BAPAS, and rehabilitation coordination by the National Narcotics Agency (BNN). From the perspective of inmates, participation in development activities occurs through participation in skills programs, spirituality, and arts activities, with female inmates tending to be more active in arts, batik, and handicraft activities. This reflects the existence of a space for participation that allows inmates to choose

activities according to their interests and potential. However, this study also found that strategic decision-making regarding the design of development programs is still dominated by the prison. External stakeholder involvement is more focused on technical implementation, rather than on planning and determining the direction of development policies. This pattern indicates that the principled engagement process has not yet been fully implemented equally, particularly in the determination aspect. Although there is collective coordination for specific personality development programs such as Community Service Programs (PKBM) and spiritual activities, the overall decision-making structure remains centralized.

From the perspective of Emerson et al. (2012), principle-based engagement should not stop at program coordination but evolve into a collaborative learning process among actors. This requires a regular deliberation space that allows all stakeholders to share their perspectives, evaluate inmates' needs, and collectively formulate development strategies. In this study, the cross-stakeholder evaluation forum was not implemented consistently, resulting in limited collaborative reflection and program adjustments. Furthermore, Bryson, Crosby, and Stone (2015) emphasized that the success of cross-sector collaboration is heavily influenced by governance design that aligns actors' interests, clarifies roles, and builds shared legitimacy. Findings from Nunukan Prison indicate that although collaborative networks have been established, collaborative governance mechanisms have not been fully institutionalized. The involvement of external actors remains dependent on specific programs and has not been integrated into the long-term development system. Thus, principled engagement in the inmate development program at the Class IIB Penitentiary in Nunukan Regency can be categorized as collaboration that is at the operational stage, but has not yet

reached the level of strategic collaboration. Cross-sector involvement has enabled the implementation of various development programs, but has not yet fully established equal roles in decision-making. This finding aligns with the views of Emerson et al. (2012), who showed that in the context of Correctional Institutions, security and regulatory aspects are structural factors that shape the pattern of actor involvement. Therefore, strengthening principled engagement in the future requires the development of a more systematic cross-stakeholder deliberative forum, so that collaboration is not only technical but also strategic in designing the direction of development and social reintegration of inmates.

2. Shared Motivation in the Class IIB Nunukan Regency Prisoner Development Program

Shared Motivation within Emerson et al.'s (2012) Collaborative Governance framework encompasses the building of trust, shared understanding, internal legitimacy, and collective commitment to the goals of the collaboration. These elements serve as relational bonds between actors, enabling collaboration to endure over the long term. In the Inmate Development Program at the Class IIB Prison in Nunukan Regency, shared motivation is reflected in the actors' orientation toward the goal of social reintegration of inmates, although the intensity and form of commitment among stakeholders vary. Research findings indicate that prisons view rehabilitation as a process of behavioral improvement and job skills enhancement, with the primary goal of preparing inmates to reintegrate into society. This perspective aligns with the motivations of external actors, such as the Department of Education/PKBM, which focuses on fulfilling the right to education; the Ministry of Religious Affairs/MUI, which emphasizes moral and spiritual development; and the Department of Manpower and Vocational Training Centers (BLK), which promotes post-release job readiness. From the perspective of inmates, motivation to participate in rehabilitation programs is driven by the need to acquire skills, fill their time productively, and

the hope of securing employment opportunities after release. This alignment of goals indicates a shared understanding at the normative level. However, this study also found that trust and commitment across actors have not yet been fully established institutionally. The involvement of some stakeholders remains programmatic and dependent on budget availability or personal initiative. This situation aligns with Emerson et al.'s (2012) view that shared motivation does not form automatically but requires consistent, repeated interactions to build trust and internal legitimacy. Furthermore, inmates' motivation is also influenced by the quality of the training and the sustainability of the program. When training is regular and accompanied by incentives, participation increases; conversely, limited facilities or the discontinuation of certain programs can decrease motivation. This finding supports Bryson et al.'s (2015) argument that the sustainability of collaboration is largely determined by the actors' ability to maintain the value proposition for all parties involved.

Thus, shared motivation in the collaborative development of inmates at Nunukan Prison has been established at the level of general objectives, but has not yet been fully internalized into a sustainable institutional commitment. Strengthening shared motivation requires mechanisms for collective reflection, recognition of each actor's contribution, and the integration of post-release programs as part of the collaborative goals.

3. Joint Action Capacity in the Class IIB Prisoner Development Program in Nunukan Regency

Collective action capability in this study refers to the ability of the Class IIB Penitentiary in Nunukan Regency and its stakeholders to implement plans or decisions. Collective action capability also refers to the structures and procedures that support collaboration, leadership, relevant knowledge, evaluation, and resources. Joint action capacity reflects the structural and operational readiness of collaboration, including resource availability, leadership, work procedures, and organizational

capacity (Emerson et al., 2012). Research findings indicate that the Class IIB Prison in Nunukan Regency faces limitations in human resources, facilities, and support services, which directly impact the effectiveness of collaboration. Overcrowding of inmates and limited staff often diverts the focus from development to security. For inmates, limited equipment and facilities limit the intensity of skills training. Meanwhile, external actors such as the Vocational Training Center (BLK) and the Manpower Office (Disnaker) possess training capacity, but their involvement has not been systematically integrated into prison programs.

This situation confirms Emerson et al.'s (2012) argument that without adequate capacity for action, even good collaborative processes struggle to produce real impact. In this context, Potter and Brough's (2004) theory of systemic capacity development is relevant in explaining that barriers to collaboration lie not only in the relationships between actors but also in operational capacity, such as workload, facility, and support service capacity. Furthermore, BAPAS plays a crucial role in reintegration assessments and recommendations, but limited post-release follow-up services indicate weak

integration of support systems. Bryson et al. (2015) emphasize that cross-sector collaboration requires an institutional infrastructure capable of coordinating the contributions of various actors on an ongoing basis. Without such a structure, collaboration tends to be fragmented. Thus, the capacity for joint action at Nunukan Prison remains at a basic functional stage. Collaboration enables the implementation of various programs, but has not yet fully developed an integrated collective capacity. Strengthening capacity for joint action requires investment in human resources, facilities, and cross-sector coordination systems.

4. Collaborative Action Results in the Class IIB Nunukan Regency Prisoner Development Program

In Emerson's (2021) collaborative governance theory, the element of collaborative action outcomes is crucial for assessing the results of collaboration. The results of collaborative action in this study refer to the tangible results achieved through collaboration. Based on the available data, the following describes the number of inmates at the Class IIB Penitentiary in Nunukan Regency.

Table 2: Number of Correctional Residents

No	Type	Amount
1	Prisoners	1,102 people
2	Prisoner	201 People
Total number	Total number	1,303 people

Source: Class IIB Penitentiary, Nunukan Regency, 2025

In the 2022-2024 period, the Class IIB Nunukan Penitentiary has carried out the following guidance activities for inmates:

Table 3. Class IIB Prison Development Program in Nunukan Regency, 2022-2024

Year	Development Program	Number of participants	Budget
2024	Barista Training	20 People	Rp.11,422,000
2024	Training Making Brick	20 People	Rp. 26,878,000
2023	Beekeeping Training Honey	20 People	Rp. 30,000,000

2023	Training Fish Farming Catfish	20 People	Rp. 30,000,000
2022	Rock and Stone Training Woodworking	40 People	Rp. 74,553,000
2022	Roof Construction Training Light steel	20 People	Rp. 22,830,000
2022	Training Construction Electrical installation	20 People	Rp. 22,830,000
2022	Training Construction Building	20 People	Rp.20,880,000

Source: Class IIB Penitentiary, Nunukan Regency, 2025

The data above is a development program implemented by the Class IIB Penitentiary of Nunukan Regency together with various external stakeholders. The independent development

activities have begun to produce products that are not only used as training tools but are also marketed and provide incentives or premiums for participating inmates. The results of these development activities are shown in the following table:

Table 4. Financial Report of the Results of Nunukan Prison's Work Guidance Activities for 2022-2024

Activity	Total 2022 (Rp)	Total 2023 (Rp)	Total 2024 (Rp)
Laundry	Rp.11,602,000	Rp.26,748,000	Rp.13,897,000
Trim	Rp.7,880,000	Rp.20,662,000	Rp.18,838,000
Tailor	Rp.6,015,000	Rp.9,183,000	Rp.7,504,000
Batik	Rp.0	Rp.60,500,000	Rp. 4,050,000
Handy Craft	Rp.0	Rp.2,110,000	Rp.4,860,500
Agriculture	Rp.5,439,000	Rp.24,288,000	Rp.17,183,000
Plantation	Rp. 17,450,000	Rp.20,903,000	Rp.15,618,940
Farm	Rp.0	Rp.64,478,000	Rp.20,326,000
Amount	Rp.48,386,000	Rp.228,872,000	Rp.102,277,440

Source: Class IIB Nunukan Penitentiary, 2025

The table above shows the results of independent activities oriented towards the profits obtained. Forms of innovation also emerged through the development of educational agrotourism activities as part of independence-based development.

The results of collaborative actions in this study are reflected in the implementation of various development programs, such as packaged education, skills training (batik, barista,

agriculture, crafts), and spiritual and arts development. Some of the resulting products have been marketed, and incentives have been provided for inmates. These findings demonstrate that collaboration has produced tangible results.

However, Emerson et al. (2012) distinguish between outputs and outcomes. While program outputs are visible, medium-term impacts such as economic independence and post-release

employment sustainability have not been systematically measured. This aligns with Petersilia's (2003) findings that without integrated post-release services, the outcomes of correctional services often do not continue after inmates return to the community.

Furthermore, the sustainability of the program is highly dependent on the support of specific stakeholders. When that support ceases, some activities also cease. This situation indicates that collaborative outcomes remain fragile. Bryson et al. (2015) emphasize that sustainable collaboration requires institutionalization of outcomes within the organizational system, not simply relying on projects. Thus, the results of collaborative action in Nunukan Prison indicate partial success: the program is running, skills are improving, but the sustainability of the impact is not optimal.

5. Impact on the Class IIB Nunukan Regency Prisoner Development Program

Collaborative Governance. According to Emerson (2012), the Impact element refers to long-term changes that occur as a result of collaboration. In this case, social, economic, or policy changes indicate that collaboration has achieved significant and beneficial results. The impact of implementing development programs in correctional institutions shows positive changes in the skills and behavior of inmates. Development programs contribute to improving discipline, self-control, and developing more focused and controlled attitudes during prison sentences.

Rehabilitation programs contribute to improving discipline, self-control, and fostering a more focused and controlled attitude during prison sentences. However, these positive impacts are still hampered by a number of structural barriers, particularly in the post-prison phase. Social stigma against former inmates remains a major obstacle to accessing employment, particularly in the formal sector. In practice, employment opportunities in the informal sector are considered more feasible than in the formal sector, which generally requires a track record free of ex-convict status.

Research findings indicate that the negative stigma against former inmates (ex-WBP) remains a structural and social factor that significantly limits their access to employment opportunities. A statement from a representative of the Nunukan Regency Manpower and Transmigration Office indicates that the social label attached to ex-WBP status creates a perception of risk among employers, particularly in the formal sector. This perception fosters fear and distrust among companies, ultimately resulting in low acceptance rates for ex-WBP in the formal job market, regardless of their competencies and skills. This view is reinforced by the direct experiences of former inmates who acknowledge that social stigma is considered "normal" in society, yet has a real impact as a significant obstacle to social and economic reintegration. The difficulty in gaining trust and employment after release reflects the gap between the goals of development programs focused on skills improvement and the social realities of the workplace. Thus, stigma not only functions as a form of social discrimination but also acts as a systemic barrier that hinders the effectiveness of development programs in ensuring the independence and sustainability of ex-WBPs upon their return to society.

On the other hand, the effectiveness of rehabilitation depends heavily on regulatory support and the availability of adequate facilities. A clear and consistent regulatory framework serves as the legal basis for determining authority, implementation mechanisms, and forms of collaboration between agencies involved in the rehabilitation process. Without operational and integrated regulations, rehabilitation implementation tends to be partial, unsustainable, and its success is difficult to measure. The availability of facilities, whether in the form of infrastructure, human resources, or budget support, is a determining factor in optimizing rehabilitation services. Limited facilities can limit the number of participants, the intensity of mentoring, and the quality of rehabilitative interventions provided. Therefore, although rehabilitation is normatively regulated by law, the effectiveness of its implementation is

largely determined by the extent to which these regulations are supported by the readiness of facilities and institutional capacity.

This situation contributes to the problem of overcapacity in correctional institutions. The lack of explicit regulations governing cross-agency collaboration mechanisms, particularly between the National Narcotics Agency (BNN), correctional institutions (LAPAS), and law enforcement officials, has resulted in limited and unintegrated rehabilitation and post-assistance guidance. Existing collaboration remains ad hoc through cooperation agreements (PKS) without a strong legal framework. The absence of a data exchange system and a joint monitoring and evaluation mechanism for drug convicts undergoing assimilation or parole also hinders ongoing guidance and the prevention of recidivism. Therefore, strengthening regulations, providing rehabilitation facilities in the regions, and integrating cross-institutional oversight systems are essential prerequisites for increasing rehabilitation effectiveness and reducing the burden on correctional institutions.

The main impacts identified include changes in inmates' behavior, improved job skills, and strengthened spirituality. However, former inmates still face social stigma and limited access to employment. Emerson et al. (2012) emphasize that the impact of collaboration should be viewed as a long-term adaptive process, not just an immediate outcome.

6. Adaptation in the Class IIB Nunukan Regency Prisoner Development Program

Adaptation in this research refers to changes or challenges that arise during the collaborative process. Adaptation is crucial for maintaining the relevance of collaboration and ensuring that collaborators can continue to work together. Adaptation in the implementation of correctional programs in correctional institutions can be understood as a continuous process of adjusting to resource limitations and the changing needs of inmates and related stakeholders.

The research findings indicate that adaptation in the implementation of the development program can be understood as an institutional strategy that is dynamic and responsive to various technical, regulatory, and situational constraints. Adaptation is not interpreted as ignoring regulations, but rather as an effort to adjust operations so that development goals are still achieved without neglecting the principles of security and order within the Correctional Institution. This is reflected in the adjustment of the level of supervision in activities that carry higher risks, so that the development process can continue to run under control. Adaptation is also realized through the flexibility of facility and infrastructure management, such as relocating development activities when the main facility cannot be used. This adjustment demonstrates an orientation towards program sustainability, where development activities are not stopped, but rather redirected while maintaining the substance and objectives of development. Re-coordination with relevant stakeholders is a crucial part of the adaptation process, to ensure support and harmony between parties is maintained. Furthermore, adaptation is also carried out through strengthening cross-institutional cooperation and developing innovations in development programs. Innovation is positioned as an adaptive mechanism to address resource limitations and changing environmental conditions, so that development remains relevant and effective.

Other findings indicate that inmates' adaptation to the rehabilitation program also occurs at the individual and group levels. Limited formal training intensity encourages inmates to develop independent learning strategies through the formation of study groups and self-taught practice. This pattern demonstrates inmates' internal initiative, independence, and adaptability in utilizing available resources to continuously improve their knowledge and skills, even without ongoing, direct mentoring from external parties. These findings also indicate variations in participation levels among inmates. Not all individuals demonstrate the same readiness or motivation to participate in rehabilitation

activities, resulting in some inmates remaining passive and not yet joining group activities. This situation reflects the challenges in ensuring equitable participation in rehabilitation, which is influenced by factors such as personal motivation, interest, and psychological readiness of each inmate. Adaptation and sustainable collaboration across stakeholders are crucial in implementation. Furthermore, adaptation in the implementation of drug abuse rehabilitation in correctional institutions requires strengthening the capacity of human resources, particularly prison officers. This statement emphasizes that the effectiveness of rehabilitation does not solely depend on the involvement of the National Narcotics Agency (BNN), but rather on the internal capacity of correctional institutions to comprehensively and sustainably assess, screen, and treat inmates dependent on narcotics. The emphasis on the need for prison officer training reflects a human rights-based approach to rehabilitation, where inmates are treated as individuals in need of recovery, not merely punishment. The expectation that prisons will have rehabilitation clinics supported by trained medical personnel demonstrates the direction of institutional adaptation toward independent rehabilitation services at the local level.

Adaptation in this context is evident in prisons' efforts to develop innovative programs, but cross-stakeholder evaluation has not yet become a routine practice. Molin and Masella (2016) emphasize the importance of network governance in ensuring collective learning and continuous adaptation. Without robust networking mechanisms, adaptation tends to be internal and limited. Thus, the impact of collaboration is still more pronounced at the individual level of inmates than in the transformation of the correctional system. Strengthening cross-sector networks is a prerequisite for expanding impact to the structural level. However, the correctional program still faces structural and institutional obstacles. The implementation of training conducted by the Vocational Training Center (BLK) within correctional institutions demonstrated the capacity and potential for

applied collaboration, marked by the presence of instructors, the provision of equipment, and the awarding of competency certificates to inmates. However, the discontinuation of the program indicates weak budget support and the lack of a long-term, institutionalized cooperation scheme. The suboptimal implementation of the Cooperation Agreement (PKS) with the BP3MI (Institutional Development Agency for the Implementation of Cooperation Agreements) demonstrates a gap between formal commitments and practice in the field.

5. Conclusion

Based on the research results and discussion above, this study shows that the practice of Collaborative Governance in the Inmate Development Program at the Class IIB Penitentiary in Nunukan Regency has involved various cross-sector actors in implementing personality development and independence for inmates. This collaboration enables the implementation of packaged education, skills training, moral-spiritual development, and reintegration assistance. However, stakeholder involvement is still dominated by technical roles, while strategic decision-making remains centralized at the prison. Shared motivation has been formed at the level of normative goals, but has not been fully institutionalized in long-term commitments. Limited human resources, facilities, and post-release services also limit the capacity for collective action, so that the results of collaboration are more visible in program outputs than in sustainable impacts. This study also confirms that the success of collaboration is determined not only by the interaction process between actors, but also by systemic capacity and the strength of cross-sector networks. The impact of development is more felt in changes in individual inmates, while the transformation of the development system and strengthening social reintegration still face structural obstacles. Therefore, strengthening Collaborative Governance at the Class IIB Prison in Nunukan Regency requires the institutionalization of a cross-stakeholder deliberative forum, integration of post-release services, and the development of organizational capacity and networks on an

ongoing basis so that collaboration can produce broader and long-term social impacts.

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