

COLLABORATION OF THE DEPARTMENT OF WOMEN'S EMPOWERMENT AND CHILD PROTECTION, POPULATION CONTROL AND FAMILY PLANNING (DP3APPKB) AND THE SURABAYA CHILDREN'S FORUM IN REALIZING A CHILD-FRIENDLY CITY (KLA) IN SURABAYA

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Abstract

Children are valuable assets for the future of a nation, making the fulfillment of their rights and protection a priority in regional development. The Child-Friendly City (Kota Layak Anak) initiative in Surabaya aims to create a safe, supportive, and child-friendly environment that fosters optimal child development. This study examines the collaborative process among various stakeholders, particularly the Department of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) and the Child Forum, in realizing the Child-Friendly City in Surabaya. Using a qualitative case study approach through interviews, observations, and documentation, the findings indicate that effective collaboration is characterized by open communication, clear role distribution, and mutual commitment among stakeholders. This collaboration enhances children's participation in decision-making and the implementation of KLA programs. The study highlights the importance of cross-sector synergy and child empowerment as key elements in developing a Child-Friendly City. The findings can serve as a reference for other local governments in developing effective collaborative models for comprehensive child rights fulfillment.

Keywords: Child-friendly city, Child forum, Child rights fulfilment, Collaboration.

A. INTRODUCTION

Children are subjects of development who have basic rights that must be fulfilled, guaranteed, and protected by the state (Ahmad, 2024). In the context of national development, children are viewed as a very valuable national asset because they are the next generation that will determine the direction of the country's future (Rusydi & Himmawan, 2023). Therefore, the state, through the government, has a significant responsibility to ensure that children's rights are met in various aspects of life, starting from the right to education, health, protection from violence and exploitation, to the right to participate in social and political life according to their age (Siswanto & Miarsa, 2024). The Law Number 23 of 2002 on Child Protection emphasizes that the state, family, and community have the obligation to protect and fulfill children's rights holistically.

To realize this commitment, the Government of Indonesia has adopted and developed various child-friendly policies, one of which is the Child Friendly City (KLA) program that has been initiated since 2006 by the Ministry of Women's Empowerment and Child Protection (KPPPA). KLA is a regional development system that integrates the commitment

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and resources of the government, society, business world, and media to ensure the fulfillment of children's rights and protection in a comprehensive and sustainable manner (Nurhayati et al., 2021). KLA is developed in five main clusters: (1) civil rights and freedoms; (2) family environment and alternative care; (3) basic health and well-being; (4) education and cultural activities; and (5) special protection. With clear indicators, the KLA program serves as a benchmark for regions to demonstrate their seriousness in building child-friendly cities.

Surabaya, as one of the metropolitan cities in Indonesia, has demonstrated its commitment to realizing the Child Friendly City (CFC) concept. The city has received the CFC award in the 'Main' category for six consecutive years and has gained international recognition from UNICEF through the Child Friendly Cities Initiative (CFCI) program. Various policies have been implemented through Mayor Regulation Number 61 of 2024 and Number 62 of 2024, which specifically regulate the mechanisms for organizing CFC and providing special protection for children. On the other hand, the city government has also formed and encouraged the participation of the Surabaya City Children's Forum (FAS) as a medium for representing children's voices in the development process. This forum is established at the sub-village level up to the city level, which is expected to function as a pioneer and reporter on issues related to children.

However, behind the administrative successes achieved by the city of Surabaya, the reality on the ground shows a number of quite complex challenges. Based on data from the Online Information System for the Protection of Women and Children (Simfoni PPA) in 2024, there were 236 reported cases of violence against children in Surabaya. This figure represents a significant increase compared to previous years and places Surabaya among the cities with the highest rates of child violence in East Java. The predominant types of violence include sexual, physical, psychological abuse, as well as neglect and exploitation. This phenomenon reflects a gap between administrative achievements and the substantial conditions for child protection on the ground.

This situation raises critical questions: To what extent has the KLA policy been effectively implemented? Has the collaboration that has been carried out among various actors been optimal? This question is important to answer because the KLA policy essentially cannot be implemented sectorally or top-down alone, but requires a collaborative governance approach that emphasizes the active participation of various stakeholders. In the context of Surabaya, one form of strategic collaboration that has been developed is the partnership between the Women Empowerment and Child Protection, Population Control, and Family Planning Office (DP3APPKB) and the Surabaya City Children's Forum. However, the implementation of this collaboration has not been fully equal. Based on information from the field, there are disparities in effectiveness among regions, where the Children's Forum in North Surabaya is considered less active compared to other regions.

Academically, this research is relevant given the still limited studies that specifically highlight the effectiveness of implementing collaboration in the KLA policy at the local level using a collaborative governance approach. Previous research has indeed discussed cross-actor collaboration in the general context of social policy, but not much has thoroughly examined the relationship between the government and children's participation through the Children's Forum within the KLA policy framework. By using the Collaborative Governance theory developed by Ansell and Gash (2008), this research will analyze the collaborative process from the initial conditions, institutional design, facilitative leadership, to the dialogue and decision-making processes involving all actors.

This research is expected not only to provide an overview of the dynamics of collaboration between DP3APPKB and the Children's Forum in realizing KLA in Surabaya but also to identify the obstacles faced and the strategies that can be implemented to

strengthen this partnership. Thus, the results of this study are expected to contribute theoretically to the development of collaborative policy studies and provide practical recommendations for local governments in developing a more inclusive and effective KLA implementation model.

B. LITERATURE REVIEW

Public Policy

Etymologically, the term policy originates from the Greek word polis (state), which evolved in Latin to politia, and in English to policy, referring to the management of public issues or governance (Nur & Guntur, 2019). The term policy describes actions or decisions taken by actors such as officials or government institutions to manage public resources for the benefit of society (Nur, 2019). Public policy studies encompass various sectors such as economics, politics, social issues, and law, and apply at all levels of government from central to local (Deni, 2023). According to Nugroho, public policy has two main characteristics: it is easy to understand because it relates to national goals, and it is easy to measure because its achievements have clear indicators (Taufiqurokhman, 2014). Some definitions of public policy include: Harold D. Lasswell describes it as a program to achieve specific goals and values; Carl J. Frederick sees it as a series of actions that consider obstacles and opportunities; while David Easton views it as a process of forcibly allocating values by authoritative institutions (Pramono, 2020).

Implementation of Public Policy

The implementation of public policy is a crucial stage in ensuring that the formulated policy can achieve its objectives. This process involves the interaction between goals and concrete actions carried out by various actors simultaneously. According to George Edward III, the success of a policy is not only determined by the policy content but also by its implementation on the ground. (Tachjan, 2006) emphasizes that implementation lies between the formulation and evaluation of policy, and is generally top-down, meaning it translates macro policies into micro actions. George C. Edward III identifies four key factors for successful implementation: communication, resources, disposition, and bureaucratic structure. Communication ensures that the policy message is conveyed clearly; resources include funds, personnel, and supporting facilities; disposition refers to the commitment of the implementers; and an efficient bureaucratic structure prevents overlapping authorities. These four factors support each other in realizing the effective implementation of policies.

Collaborative Governance

Collaborative governance according to (Ansell & Gash, 2008) is a model of collaborative governance between public institutions and non-government actors through a collective decision-making process. There are four main components in this model: (1) initial conditions, (2) institutional design, (3) facilitative leadership, and (4) a collaborative process that includes dialogue, trust-building, joint commitment, shared understanding, and intermediary outcomes. In addition, the theory (Emerson et al., 2012) emphasizes the importance of processes and structures in joint decision-making among various parties with interests in public policy. (Booher & Innes, 2002) added that social networks are key to success in building effective collaboration. Edward DeSeve also added eight indicators of successful collaboration, such as a good network structure, trust among actors, transparent governance, and access to resources. This indicator serves as an important measure in assessing the effectiveness of collaboration among stakeholders in the implementation of public policies.

C. RESEARCH METHODOLOGY

The approach in this research uses a qualitative descriptive method, which aims to analyze and describe the research objects or subjects based on existing facts. The focus of the study is on the variable 'Collaboration between DP3APPKB and the Children's Forum of Surabaya in realizing a Child-Friendly City in Surabaya.' According to (Saldana, 2011) in Sugiyono (2020), qualitative methods are approaches that encompass various methods to study social life in its natural context. The theory used in the research is based on the Collaborative Governance theory from (Ansell & Gash, 2008), which formulates a model of collaborative governance, namely: consisting of: (1) initial conditions; (2) institutional design; (3) leadership; and (4) collaborative processes. The data collected is analyzed qualitatively and can include interview transcripts, field notes, documents, as well as visual materials such as photographs, videos, and information from the internet that depict the lives of individuals or groups.

D. RESULTS AND DISCUSSION

Based on findings in the field to realize a Child-Friendly City (KLA) in Surabaya, the government needs to collaborate with various stakeholders to support programs for fulfilling children's rights in Surabaya. The government, through the Surabaya City DP3APPKB, collaborates with the Surabaya City Children's Forum (FAS) to assist in fulfilling children's rights. This collaboration illustrates the government's commitment to maintaining Surabaya's status as a Child-Friendly City (KLA) that has already been achieved. It can create a friendly, safe environment that supports children's growth and development. This research uses the collaborative governance theory from Ansell and Gash (Ansell & Gash, 2008), which emphasizes the collaboration of stakeholders' involvement in decision-making and program management. The collaborative process can be described as follows:

Starting Conditions

Resource Imbalance

The imbalance of resources among stakeholders poses a challenge in the collaboration for the implementation of the Child-Friendly City Program (KLA) in Surabaya. This program requires various resources such as human resources, budget, and supporting facilities, making collaboration with various pentahélice parties, including government, private sector, community, and academia, very important. As explained by a staff member of DP3APPKB, 'we cannot run this program on our own, so we coordinate other stakeholders to share resources.' However, active participation from the community, especially children as beneficiaries of the program, is still minimal and many are apathetic. One member of the Surabaya Children's Forum also stated, "Children at the sub-district and village levels tend to be more apathetic, while we also need support in the form of facilities such as places and transportation." Based on the research conducted, it can be concluded that the main needs of stakeholders in the implementation of the Child-Friendly City (KLA) are the involvement of human resources, especially from among children as program subjects, as well as adequate operational support in the form of physical facilities, transportation, and appropriate communication access. Without meeting these needs, collaboration between parties is likely to be unequal and risks creating the dominance of certain actors with greater capacity.

Incentives for participation

In the Child-Friendly City program, incentives function as a form of appreciation for the participation of the members, especially the Surabaya Children's Forum (FAS). According to one staff member from DP3APPKB, 'there are no special incentives for the coaching team, but the budget for FAS activities such as operational funds and transportation money has been provided by the city government.' Additionally, FAS mentors mentioned that incentives from private parties do exist, but they are not regular and do not always take the form of money;

they can be snacks or items given as gifts. A FAS member, Isam, added that government support covers 100% of the costs for conducting activities, including operational and transportation funds. In conclusion, the main incentives come from the government in the form of material support, while additional incentives from private sectors are sporadic and vary in form.

Background History

The Child-Friendly City (KLA) program was first introduced in 2005 by the Ministry of Women's Empowerment with the aim of ensuring the fulfillment of children's rights in every region. At the city level, including Surabaya, this program is adopted to create a friendly environment that supports the optimal development of children. However, the implementation of this program is not easy for the government to carry out because the indicators that must be achieved are numerous and complex.

Since 2011, the Surabaya City Government has strengthened the spirit of collaboration through the issuance of the Child Protection Regional Regulation as a legal basis binding all related parties. The government formed a Special Team Decree that maps out the roles and responsibilities of the stakeholders so that the KLA program can run effectively. In addition, the involvement of the Surabaya Child Forum as a platform for the aspirations and voices of children has become a key factor in ensuring that the policies and programs implemented meet their needs, making this collaboration more optimal and sustainable.

Institutional Design

The Children's Forum of Surabaya City, as a partner of the government in implementing the Child-Friendly City (KLA) policy, was established formally and legally based on the Decree of the Head of the DP3APPKB and Regional Regulation of Surabaya City Number 6 of 2011. Its organizational structure is hierarchical, starting from the sub-district level, district, to the city, with an open and inclusive recruitment process, allowing all children from various backgrounds to participate in expressing their aspirations and decision-making related to children's rights. The children's forum has a complete management structure, but children are also free to provide input without having to be managers, emphasizing the openness of participation. DP3APPKB actively provides assistance and training to strengthen the children's capacities, so that the Children's Forum is not only a formal structure but also a deliberative space capable of promoting policies that respond to the needs of children in Surabaya.

At the city level, the forum conducts activities such as hearings, case reporting, advocacy training, and participation in development planning discussions (Musrenbang). This reinforces that the forum is not only legally formal but also substantively functions to drive social change. As an effort to promote change, they created a chatbot via Telegram related to reporting with an anonymous confession chatbot through Kanca Sebaya (Arek Surabaya Story Channel) named Sobat FAS. In this chatbot, children can make reports and share stories about the problems they face. In addition to creating online reports, they are also active in transparent reporting or information dissemination, such as through publications of their activities on their Instagram. The work procedures and communication flow between the Child Forum and DP3APPKB are conducted openly and can be held accountable, reflecting the principles of transparency and institutional accountability.

Facilitative Leadership

Leadership plays a very important role for an organization in achieving the goals that have been mutually agreed upon (Santika, 2017). According to (Ansell & Gash, 2008), leadership in Collaborative Governance is reflected in the attitude of a facilitative leader. This facilitative leadership is crucial in creating space for participation carried out by the Surabaya City Government together with DP3APPKB, which acts as policy maker and also as an active

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facilitator in encouraging children's involvement in the development process, especially for children. Through the establishment of the child forum in Surabaya City, the government expands aspirations, initiatives, and they can develop programs according to their own needs. This reflects the essence of facilitative leadership where the government is not only a single control center but also a driver of collaboration that opens the way for participation, including for children.

In the context of facilitative leadership in realizing Surabaya as a Child Friendly City (KLA), it is evident from the role of the government through DP3APPKB in supporting the establishment of the Surabaya Children's Forum (FAS). Although FAS is initiated by the government, the activities implemented are the result of ideas and aspirations directly from the members of the Children's Forum. Thus, the government acts as a facilitator that provides ample space for children to actively participate in designing and implementing programs that meet their needs. In addition, DP3APPKB also provides funding in accordance with the needs put forward by the Children's Forum through activity proposals. This approach demonstrates that the government not only supports financially but also encourages the involvement of children as an important part of realizing a Child Friendly City in Surabaya in a participatory and sustainable manner. In addition, in this facilitative leadership, DP3APPKB gives full trust in managing conflicts that arise from the Surabaya Children's Forum (FAS), where DP3APPKB helps resolve issues.

Collaboration Process

Face-to-Face Dialogue

Face-to-face dialogue serves as the main foundation for collaboration in Surabaya with regular meetings between the Children's Forum and the government, both at the city and sub-district levels. These meetings create a space for children to provide evaluations and align perceptions with various agencies. Additionally, the dialogue also involves NGOs, the business sector, academics, and the media. One member of the Children's Forum stated, 'We regularly meet with the government and other parties to discuss programs and convey our aspirations.' This emphasizes that the dialogue is open and substantive, not just a mere administrative formality.

Trust Building

Trust is built through regulations such as the Child Protection Regional Regulation and the establishment of collaborative teams, as well as the involvement of the business world through APSAI. However, there are challenges from the children who are reluctant to speak due to fear or shame. To address this, the Children's Forum provides an anonymous sharing platform through Kanca Sebaya (Arek Surabaya Story Channel) called Sobat FAS. A member of the Children's Forum explained, *'Through Sobat FAS, children can express their problems without fear, and we follow up on them together with DP3APPKB.'* This initiative demonstrates an empathetic effort to create a safe space and build trust.

Commitment to the Process

The collaborative commitment is evident from the active participation of all parties, starting from the government, the community, the business world, to children. The government provides budget support through various schemes, including involving the private sector. Children are given the space to formulate programs, create proposals, and carry out independent initiatives. A structured reporting and follow-up system, such as through Sobat FAS, ensures that collaboration runs continuously and is not merely ceremonial. However, at the community level, there are still gaps in information and understanding related to the Children's Forum and KLA activities, especially among youth cadres and the community, indicating the need for improved socialization and assistance.

Shared Understanding

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Mutual understanding among actors is a prerequisite for the sustainability of collaboration. The government provides a framework with clear indicators, while the Children's Forum is given space to innovate and create autonomously. This common vision is clearly evident in the response to dominant issues such as bullying, where all parties jointly formulate and implement handling strategies through socialization, enhancement of school capacity, and strengthening of child-friendly environments. Aspirational data from children is collected systematically by the Aspirational Ties Division and communicated at strategic moments, demonstrating a measurable commitment to voicing children's needs.

Preliminary Results

Collaboration in the KLA program in Surabaya has yielded several important achievements. The Children's Forum is active at various levels, not just as a symbol, but as a partner in policy formulation and decision-making, which makes children feel valued and motivated. Innovations such as Puspaga Balai RW, a community-based family counseling service involving psychology students, provide easily accessible services that are relevant to local needs. At the international level, Surabaya is recognized by UNICEF as the only city in Indonesia that is part of the Child Friendly City Initiative (CFCI), which serves as motivation and strength to continue developing programs that support children's rights in a tangible and sustainable manner. These small successes strengthen trust among actors and form the foundation for maintaining the continuity of collaboration.

E. CONCLUSION

Collaboration is the main foundation in the implementation of the Child-Friendly City program in Surabaya, involving the government, the Child Forum, the business sector, NGOs, academics, and the community. The history of this collaboration began in 2005 with a program introduced by the Ministry of Women's Empowerment, further strengthened by the Child Protection Regulation enacted in 2011, along with the formation of a team that mapped the roles of each party. The Surabaya City government demonstrates facilitative leadership through the DP3APPKB by providing active participation space for children through the Surabaya Child Forum (FAS), while also institutionally and financially supporting activities initiated by children.

The collaborative process that runs through regular face-to-face dialogue, trust building, shared commitment, and aligned understanding among stakeholders shows that the implementation of KLA (Child Friendly City) in Surabaya is systemic and sustainable. Although there are still challenges, especially in terms of information dissemination and public understanding, various innovations such as the Kanca Sebayu platform (Surabaya Youth Story Channel) and Puspaga Balai RW serve as evidence of the success of this collaboration. The international recognition received by Surabaya through UNICEF further solidifies the city's position as a pioneer in fulfilling children's rights in Indonesia.

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