

Research Article

Systemic Capacity Building at the Class IIB Nunukan Correctional Institution in the Implementation of the Prisoner Development Program

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Abstract.

Correctional institutions have a series of obligations to foster prisoners so that they can blend in and become part of society again after their detention period is over. It is hoped that the guidance carried out by the correctional institution can have a positive impact in terms of personality and the independence of prisoners. However, in its implementation, some crucial obstacles still occur, especially in coaching at the Nunukan Class IIB Correctional Institution. Therefore, researchers in this study tried to explore further the problems that occur in the implementation of inmate coaching in the Nunukan class IIB prison, especially from the aspect of systemic capacity building. Systemic capacity building sees a hierarchy in the fulfillment of capacity building components, where the most important components are those that are not physically visible. Systemic capacity building includes tools, skills, staff and infrastructure, structures, systems, and roles. The data were then compiled in qualitative research. Data collection methods include observation, in-depth interviews, and documentation. Data sources consisted of primary and secondary data, while data analysis was carried out using interactive methods. The results of this study indicate that there are still many aspects that need to be addressed by the Nunukan Regency Class IIB Correctional Institution, starting from the short duration of the implementation of coaching and coaching programs that are not varied and not sustainable, lack of coaching personnel, cooperation with stakeholders that are still limited and the absence of special regional regulations that are the basis for maximum cooperation in coaching prisoners.

Keywords: systemic capacity building, development program, prisoners

1. Introduction

The correctional institution development process is an obligation that needs to be implemented in order to encourage individual prisoners to be able to adapt back to the social environment of society. In general, the development carried out in correctional institutions is divided into two, namely personality development and independence development. Based on the Regulation of the Minister of Law and Human Rights of the Republic of Indonesia Number 35 of 2018, Article 15 paragraph 2 explains that the development of prisoners carried out by correctional institutions includes several

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things such as religious awareness development, national and state awareness development, legal awareness development, intellectual ability development, psychological counseling and rehabilitation [1]. In the series of developments carried out, correctional institutions play an important role as parties who carry out the process of developing prisoners directly.

The process of prisoner development takes place in several stages, namely the first stage (maximum security) or initial stage. At this stage, prisoners are given supervision starting from when the person concerned has the status of a prisoner up to one third ($\frac{1}{3}$) of the sentence. The second stage (medium security) or the first continuation stage. At this stage, development begins from the end of the initial stage of development up to $\frac{1}{2}$ (one half) of the sentence. The third stage (minimum security) or the second continuation stage. At this stage, prisoner development begins from the end of the first continuation stage of development up to $\frac{2}{3}$ (two thirds) of the actual sentence, prisoners can be assimilated out of the correctional institution without escort. The fourth stage (interrogation) or final stage of development. At this stage, it is given from the end of the first continuation stage of development up to the end of the sentence of the prisoner concerned. If they have served this period and at least nine months, a prisoner can be proposed for parole [2].

In addition to character or personality development, other types of development are also very necessary for prisoners, especially independence development. Furthermore, independence development for prisoners is a form of development to train prisoners' skills, insights and abilities in various productive fields such as goods and services that have profit value, as explained in Law Number 22 of 2022, namely Independence development as referred to in Article 38 letter b can be increased to activities producing goods and services that have benefits and added value [3]. Independence development is very important so that prisoners can start a new life and profession after they are free from the determined sentence. With professional development of prisoners' skills, it also becomes a new hope for them to become better people than before. Correctional Supervisors are expected to be able to shape the personality and mentality of prisoners who are claimed to be bad in the eyes of the community, to change towards normal so that they are in accordance with applicable norms and laws. In carrying out this development, cooperation is needed from elements supporting the success of the prisoner training process, namely from correctional officers, prisoners, and the community. This problem is because the three are interrelated [4].

The form of inmate development in this field can include various things such as technical skills, carpentry, workshops, culinary arts, handicrafts and other things that are work-related skills. Basically, these programs are made based on the interests and conditions of each correctional institution while still upholding the efficiency and needs of inmates. The independence development program implemented by one correctional institution with another correctional institution is often different. This difference is based not only on the needs but also on the condition of the correctional institution concerned such as the number of inmates, the number of instructors and the amount of budget received and cooperation between agencies.

In relation to the process of fostering prisoners, the Class IIB Nunukan Penitentiary also always tries to provide guidance to prisoners in its area. The Class IIB Nunukan Penitentiary is one of the correctional institution units in the North Kalimantan region. The Class IIB Nunukan Penitentiary was established in 2005 and began operating in 2008 located in Nunukan district. The Class IIB Nunukan Penitentiary stands on 100,000 M2 of land with a building area of 6000 M2 and the rest is land that is used or functions as a means of assimilation and education for fostering inmates. The number of inmates in the Class IIB Nunukan Penitentiary as of February 2025 is (Table 1):

TABLE 1: Number of Inmates.

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

Source: Class IIB Penitentiary, Nunukan Regency, 2025

Guidance at Class IIB Nunukan Penitentiary aims to eliminate the social stigma against former prisoners and is also a major obstacle in their reintegration into society. This stigma often makes former prisoners feel isolated and unaccepted, which ultimately increases the possibility of them falling back into the world of crime if they do not have skills and independence. Based on the information obtained, various skills development activities carried out at Class IIB Penitentiary in Nunukan Regency are job training including Handicrafts, Sewing, Workshops, Fisheries, Plantations, Agriculture, Animal Husbandry, Barista Café, Carpentry, Batik, Haircuts, Laundry, etc. Both Formal and non-formal education including the Package-B and Package-C Pursuit Equivalency Education Program, the Quran Teaching Development Program, and the Dance Arts Development Program.

The third is the Entrepreneurship program which includes Sales and marketing of the crafts of the Inmates and Sales and marketing of Food and Beverages (Café). Fourth, Personality education which includes spiritual development, scouting and national defense. Fifth, legal development, namely implementing development for lawbreakers, both Inmates and Prisoners, in this case the Class IIB Nunukan Penitentiary has created a Legal Development Board in collaboration with the Regional Leadership Communication Forum (FORKOPIMDA) of Nunukan Regency, both from the TNI, POLRI, Prosecutor's Office, BNN and other Vertical Institutions. This Legal Development Board aims to rehabilitate and provide education to lawbreakers so that they can obey the law.

TABLE 2: Class IIB Nunukan Correctional Institution Development Program.

Year	Mentoring Program	Number of participants	Budget Amount
2024	Barista Training	20 People	Rp. 11,422,000
	Brick Making Training	20 People	Rp. 26,878,000
2023	Honey Bee Cultivation Training	20 People	Rp. 30,000,000
	Catfish Cultivation Training	20 People	Rp. 30,000,000
2022	Masonry and Carpentry Training	40 People	Rp. 74,553,000
	Light Steel Roof Construction Training	20 People	Rp. 22,830,000
	Electrical Installation Construction Training	20 People	Rp. 22,830,000
	Building Construction Training	20 People	Rp. 20,880,000

Source: Class IIB Penitentiary, Nunukan Regency, 2025

Based on the Table 2, it can be seen that every year the Class IIB Nunukan Penitentiary always carries out coaching for its inmates. The coaching programs provided are mostly in the form of developing work skills. Although in the implementation of the coaching program, the Class IIB Nunukan Penitentiary often faces obstacles that hinder the implementation process. The lack of educators who play a direct role in coaching is one of the ongoing problems. More effective coaching can be carried out if there is cooperation with external parties, such as the business world, educational institutions, or community organizations. However, in many cases, this cooperation is less than optimal and hinders efforts to provide skills that are relevant to the needs of the labor market.

Based on the phenomena explained above, it shows that there are still obstacles that hinder the implementation of the prisoner development process. In order to transform

the implementation of the development to be more systematic, of course, complex self-improvement is needed from the Class IIB Nunukan Penitentiary. Increasing the ability of each element and factor involved in the development of prisoners at the Class IIB Nunukan Penitentiary also needs to get more attention so that the synergy and ability of the institution in implementing development can be realized.

The right public administration instrument in answering the problem must of course be based on how the governance of the government, especially the fostering party, namely the Class IIB Nunukan Penitentiary, can develop its organizational capacity. According to Ilato (2017), it explains in detail about Capacity Development as an effort to adjust policies and regulations and reform institutional structures and organizational culture, modify procedural and coordination mechanisms, improve human resource skills and qualifications, and change individual value systems and attitudes as a way to meet organizational effectiveness [5].

The implementation of capacity development of the organization is certainly inseparable from the existing bureaucracy. Public bureaucracy is expected to be dynamic in response to changes and developments, because bureaucracy that does not make changes or revitalization will be destroyed by the changes themselves. Capacity development requires organizational reform at all levels, modification of work mechanisms, and adjustment of management styles and tools. This then requires the development of skills, training, and education for both superiors and employees in the organization. Through this effort, the same perception and conception will be created between the actors so that they are able to direct activities towards goals in an integrated manner.

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Grindle (1997), explains that: “Capacity building is intended to encompass a variety of strategies that have to do with increasing the efficiency, effectiveness, and responsiveness of government performance.” The definition of capacity building according to Grindle (Capacity Building) can be interpreted as an effort intended to develop a variety of strategies to increase efficiency in terms of time and resources needed to achieve an outcome, effectiveness in the form of feasibility efforts made for the desired results and responsiveness refers to how the synergy between needs and capabilities to achieve better government performance [6]. More complexly, capacity building can be discussed through Systemic Capacity Building. Literally, Systemic Capacity Building can be interpreted as strengthening capacity in program implementation that allows program implementation to continue regardless of changes in technology, social structure and resource crises that imply sustainable and strong development called the system (Potter and Brough, 2004) [7].

In addition, Morrison (2011) also explains “Capacity building can be seen as a process to induce, or set in motion, multi-level change in individuals, groups, organizations and systems seeking to strengthen the self-adaptive capabilities of people and organizations so that they can respond to a changing environment on an on-going basis. Capacity building is a process and not a product. In particular, capacity building is a multi-level learning process, with links ideas to action. Capacity building, in this view, can be defined as actionable learning” [8]. In this quote, Morrison explains that capacity building is a multi-level change process for individuals, groups, organizations and systems in order to strengthen the organization’s capabilities so that they can adapt to existing changes.

In their theory Potter and Brought describe *Systemic Capacity Building* in general into four parts which are further detailed into nine component elements. First, namely Tools which include performance capacity. Second, skills which include personal capacity. Third, staff and infrastructure include Workload capacity, Supervisory capacity, Facility Capacity and Support Service Capacity. Finally, structures, systems, and roles which include Systems Capacity, Structural capacity and Role Capacity. The elements in Systemic Capacity Building then become the basis that will be used in seeing how the implementation of the inmate development process at the Class IIB Nunukan Penitentiary.

2. Materials and Methods

This study used qualitative research methods. Data collection methods included observation, in-depth interviews, and documentation. Data sources consist of primary and secondary data, while data analysis is carried out using interactive methods. The informants of this research are individuals who have a relationship in the development of prisoners at the Nunukan Class IIB Correctional Institution, namely the Head of Correctional Institution Class 12, Head of Sub Division of Work Activities Class 8 and Sub Division of Registration and Bimkemas Class 8 of the Nunukan Regency Class IIB Correctional Institution, external stakeholders ranging from the Manpower Office, Education Office, Food Security and Agriculture Office, Ministry of Religion, MUI, KUA and the fostered community of the Correctional Institution.

3. Results and Discussion

Based on the reality of the problems and obstacles in this study, it shows that there are still gaps in the process of fostering prisoners at the Class IIB Nunukan Penitentiary. First, from the performance capacity element, it was found that supporting facilities such as inadequate equipment and limited budgets caused the fostering program to not be implemented optimally, even in some programs only one fostering was held. Although in some personality activities, they received a lot of assistance in the form of equipment such as the Koran, the Bible and stationery for the purposes of fostering personality. This is different from the fostering of independence, namely plantation training in collaboration with the Nunukan Regency Food Security and Agriculture Service, where the fostering practice process takes a long time to work on one plot of land. This is due to the lack of agricultural equipment such as tractor hoes and agricultural support tools. Another problem is the accessibility of time from inmates or prisoners which is limited at certain hours to be an obstacle in determining the best time to plant seed crops. On the other hand, there are also several programs that are only one to two trainings. The implementation of the training is carried out by third parties such as organizations or private parties, for example, bakery training, screen printing training and barista training.

Furthermore, the Personal Capacity aspect of this element talks about the knowledge and skills of the implementing elements in carrying out coaching. Based on the results of this study, it was found that the external coaches have the capacity of expertise or

knowledge that is in accordance with the field being taught. But on the other hand, the Class IIB Nunukan Regency Penitentiary Staff has limitations in coaching staff both in terms of number and individual knowledge capabilities do not really master the field of coaching, one of the main factors is the limited number of members so that staff who do not have capacity in certain fields must also participate in becoming coaches. This is certainly a new problem where the coaches who should master the field of the training program in reality do not know about the field being taught and must learn autodidactically. For example, in scout training where the coaches from the Class IIB Nunukan Penitentiary staff do not have experience in scouting activities so they have to learn techniques and activities carried out through social media such as YouTube. Another case is when providing fertilizer assistance where the coaches from the correctional institution do not know how to use fertilizer so that there is an error in giving fertilizer to oil palm plants which should be for agricultural food crops.

The third element is Workload capacity or workload findings in this element illustrate that the assessors or implementers of coaching tasks at the Class IIB Penitentiary in Nunukan Regency are often overwhelmed and unable to realize all coaching programs simultaneously. This is due to the limited number of staff members and assessors that are not comparable to the number of prisoners in the Class IIB Penitentiary in Nunukan so that one staff often handles two or more work tasks. In fact, to handle this problem, the Class IIB Penitentiary in Nunukan Regency has submitted a proposal for additional employees in 2024 to the Ministry of Immigration and Corrections of the Republic of Indonesia with the following details:

Based on the data 3 above, the demand for employees in 2024 is 59 people who are distributed into several functional positions to streamline the implementation of guidance at the Nunukan Class IIB Correctional Institution. However, in reality based on these needs in 2025 there are only 3 employees who are appointed and placed in the Nunukan Class IIB Correctional Institution. This then becomes a problem, especially in terms of the workload of the prison in fostering thousands of prisoners and not proportional to the number of supervisory staff. The number of staff of the Nunukan Class IIB Correctional Institution is 37 people, while the positions in question are as follows (Table 4):

The fourth element is supervisory capacity. In this case, although the personnel are limited, the Class IIB Nunukan Penitentiary has made maximum efforts to create and monitor a series of coaching systems in the Class IIB Nunukan Penitentiary. Several

TABLE 3: Proposed Employee Needs 2024.

No	Position	Requirements to ABK	According	Not enough
1	Financial Manager	2		2
2	Financial Administration	2		1
3	Administration Liaison	2		1
4	Administration of State Property	2		1
5	Database System Manager Community	4		4
6	Visiting Service Administration	3		2
7	First Nurse	2		1
8	Health Data Processor	1		1
9	First Doctor	1		1
10	Skilled/Executive Nurse	2		2
11	Young Nurse	1		1
12	Independence Guidance Manager	3		3
13	Work Result Processor	2		2
14	Maintenance Report Data Processor Equipment	2		1
15	Main Gate Guard of Correctional Institution	12		12
16	Officer/Guard Member	58		24
	Total	99		59

Source: Proposal for Additional Staff in Class IIB Nunukan Penitentiary Environment to the Ministry of Law and Human Rights of East Kalimantan

TABLE 4: Accumulations of Class IIB Nunukan Penitentiary Staff 2025.

No	Year	Accumulations
1	2025	
		76

Source: Class IIB Penitentiary, Nunukan Regency, 2025

things that have been done by the Class IIB Nunukan Penitentiary to increase supervisory capacity include filtering personality coaching materials such as spiritual coaching that will be implemented. This aims to be a preventive measure to prevent radical understandings and potential divisions. In addition, the presence of Class IIB Nunukan Penitentiary staff to accompany each type of coaching activity that is collaborative with external parties is proof of the commitment to supervision that is carried out.

Next, the fifth element is Facility Capacity or facilities in the development of prisoners of Class IIB Penitentiary of Nunukan Regency (Table 5). Based on this element, it was

found that the facilities for carrying out all types of development, especially land facilities owned by Class IIB Penitentiary of Nunukan are quite extensive. Overall, the land owned and can be utilized by Class IIB Penitentiary of Nunukan is 10 hectares. This land is then utilized primarily for agricultural development such as food crops, and oil palms as well as livestock such as poultry, cattle and pigs. In addition to the utilization of the development, the land is also used as a place for the Nunukan Penitentiary Assimilation and Education Facilities Tour (SAE Lanuka). With SAE Lanuka, it is not only a means of entertainment for residents but also a means of marketing products resulting from skills development from each prisoner such as batik, handicrafts and various other outputs.

TABLE 5: Types of coaching and facilities at Nunukan Class IIB Correctional Institution.

Type of Guidance	Mentoring Programs	Supporting Facilities	Supporting Tools
Independence	Farm	LANUKA Farm	Shovel and hoe
	Agriculture/Plantation	LANUKA Agricultural and Plantation Land Area	Hoe, Machete, Scoop, Scraper
	Laundry	Laundry Area	Washing Machine, Iron, Scales, Clothesline
	Batik	Batik Classroom	Canting, Oil Stove, Gas Stove, Frying Pan, Dandangan, Bucket
	Screen printing	Screen Printing Room	Screen, Press Machine, Malt Table, Heat Gun
	Haircut	Barber Shop	Scissors, Razor, Mirror, Comb, Shampoo, Hair Dye
	Fishery	Fish Pond	Net, Water pH Measuring Tool
	Welding	Workshop Space	Welding Machine, Cable, Glasses, Welding Root
	Barista	Cafe Lanuka	Coffee Machine
	Handicrafts	Art Gallery and Craftsman Space	Brush, Saw, Paper Cutter, Knife, Rub, Hammer, Chisel, Meter
Personality	Bakery	Kitchen Space	Bread Makers and Ovens
	TPQ	Mosque	Al-Qur'an
	Scout	Field	Scout Equipment
	Church Activities	Church	Bible
	Art and Culture	Art Studio	Musical Instruments and Dance
	LKPM	Classroom	Books and Stationery

Source: Class IIB Penitentiary, Nunukan Regency, 2025

Element six, Support Service Capacity or external supporting aspects so far from the data found, there has been a written cooperation between the Class IIB Penitentiary of

Nunukan Regency and other stakeholders such as in fostering independence in collaboration with the Food Security and Agriculture Service of Nunukan Regency in developing agricultural skills, Jaya Kopi in barista training and Nunukan Polytechnic in training such as construction, bricks and catfish cultivation. In terms of personality development, it collaborates with the education office to open the Community Learning Activity Center (PKBM) LANUKA where inmates can study and even take exams using A, Package B and Package C. In addition, other cooperation in terms of spiritual development is in collaboration with the Ministry of Religion, MUI and KUA in guiding inmates from a spiritual perspective. These activities are established in a memorandum of cooperation in each related agency together with the Class IIB Penitentiary of Nunukan. However, there are still several problems, especially in terms of the sustainability of fostering independence after the inmates are released and want to find new jobs. This is due to the lack of vocal cooperation between the Class IIB Nunukan Penitentiary and the employment agency in the distribution of former inmates' labor. So that the results of the development of prisoners in prison are difficult to apply in the world of work because of the minimal opportunities given to these former prisoners after their release.

The seventh element, namely Systems Capacity, based on research results, it was found that information and decision-making management functions appropriately and effectively where each party in the Class IIB Correctional Institution has carried out its role and function. Although there are limitations from other supporting factors such as minimal budget. But the Class IIB Nunukan Correctional Institution tries its best to provide the best coaching services they can provide. Regarding cooperation with other institutions, so far there have been several forms of cooperation with stakeholders starting with a meeting between the head of the service and the correctional institution which is based on the aspirations of the President of the Republic of Indonesia Prabowo Subianto to coordinate programs that are established, especially in skills development activities or independence.

The eighth element is the Structural Capacity of the Class IIB Nunukan Penitentiary. Explaining that so far the discussion forums held to determine the direction of prisoner development are still limited in the Class IIB Nunukan Penitentiary environment. Regarding cross-sector forums, they have not yet been realized. One important factor is the lack of budget and availability of human resources, which is one of the inhibiting factors in the implementation of discussion forums actively in the scope of related stakeholders.

The last element is Role Capacity which discusses the authority and capacity of the Class IIB Nunukan Penitentiary in forming authority and responsibility as well as

making important decisions so that the performance in fostering prisoners in the Class IIB Nunukan Regency Penitentiary can be maximized. From the data found that the form of leadership or authority in deciding the type of fostering of inmates is top-down and is decided based on existing regulations without involving the inmates but still looking at their needs.

In the selection of interests and talents of prisoners, it occurs at the initial assessment stage where the correctional institution looks at their life history and potential to be fostered and follow the appropriate independence program. However, there are obstacles in the selection of interests and talents of these inmates, where the majority of prisoners cover up their talents for various reasons such as laziness and feeling no need to participate in the development activities. Furthermore, the basis for cooperation with related stakeholders is in the form of an MoU or memorandum of cooperation in the implementation of development for both personality and independence. However, what is quite difficult in the implementation of collaboration in fostering prisoners at the Class IIB Nunukan Penitentiary is the unavailability of authority and regulations related to the distribution of labor and further development after the prisoners are free to return to society.

4. Conclusion

In the implementation of prisoner development in Class IIB Nunukan Penitentiary has shown quite significant development, especially in the utilization of the large area of the penitentiary. The use of the land as a place of foster care, especially in the fields of agriculture and animal husbandry, is very beneficial not only as a leisure activity but also has further economic value that can be utilized by inmates. The form of training programs provided has also been sufficient to accommodate aspirations for the need for foster care for inmates at Class IIB Nunukan Penitentiary, both independence programs and personality programs. However, of course there are still several important issues that need attention to improve the foster care of inmates at Class IIB Nunukan Penitentiary, especially in terms of budget, availability of internal human resources at Class IIB Nunukan Penitentiary and the ability of assessors to provide guidance to inmates. In addition, the aspect of the sustainability of inmate guidance also needs more attention, especially for those who have been released from prison and are ready to mingle with society and utilize their skills to get jobs. The Class IIB Nunukan Penitentiary and related stakeholders must work together to assist in fostering and creating competent

workers so that they can help eliminate the negative stigma against the former prisoners concerned.

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