

Implementation of the Guidance Policy for Fostered Citizens at Technical Implementation Unit (UPT) of Social Services for Homeless and Beggars Binjai, Social Service of North Sumatra Province

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Abstract - Bums and beggars generally reside on the outskirts of the river, the outskirts of railroad tracks with the form of a makeshift residence and some have absolutely no place to live in front of urban shop houses. This raises social problems in cities that disturb the beauty and security of cities because even they can cause criminal problems for other communities. This research site is in the Technical Implementing Unit (TIU) of the North Sumatra Province Social Service. Implementation of Regional Regulation Number 4 of 2008 in the formation of social built citizens in the UPT Environment. Bum Social Services and beggars Binjai North Sumatra Province Social Service with elements; 1) Preentif, in the form of activities carrying out coaching to the community so that they understand and want to prevent something from violating the law by giving understanding or counseling to the community, in the form of counseling, himbauan, announcements, preaching / lectures, brochures / banners, seminars / workshops. 2) Preventive, is a systematic effort to prevent progress and seeding, which includes social counseling, social guidance, social assistance, expansion of employment opportunities, local settlements, increased degrees of health, and increased education. 3) Responsive in the form of systematic efforts to eliminate and prevent the spread of outlook and erosion in the community environment. By conducting enforcement, assistance, temporary shelter, return to family and community. and 4) Rehabilitative is a process as an effort to restore and subvert the potential of the ability of the citizens who initially bounce off homeless lives and beg to live according to the dignity of independent people to overcome the problems of their lives and their families. The implementation has been carried out according to the procedure with good results.

Keywords – Beggars, Fostered Citizens, Homeless, Policy Implementation, Sosial Services.

INTRODUCTION

The phenomenon of homeless and beggars raises social and discipline problems that bothersafety and social harmony in the community. These problems occursincethe socio-economic limitations and low education. As a result, these societies are homeless and begging to survive in urban areas. Generally, they live on the banks of rivers, along the railroad tracks and have simple houses and evenwithout house. It is necessary to empower the homeless and beggars. Homeless and beggars in North Sumatra Province require comprehensive, planned, and integrated controllingfocused on changing social life. It is based on human rights related to the 1945 Constitution in the article 34 paragraph 1 which states that the poor and dormant children are protected by the state. The second paragraph states that the State develops a social guarantee for society and empowers the poor and incapable people related to the human dignity. The regulation is strengthened by the Law No.23/2014 concerning Regional Government that Regional Government is the administration of government concerns by regional governments and regional House of Representativesbased on the autonomyprinciple and co-administration in the system and principles of the Unitary State Republic of Indonesia as referred on the 1945 Constitution of the Republic of Indonesia. Thus, the regional head is the organizer of the regional government and leads the implementation of government concernswithin the authority of the autonomous region. Thus, the North Sumatra Provincial Government published Regional Regulation No. 4/2008 concerning Controlling Homeless and Beggars. This policy contains norms that focus on controlling homeless and beggars. As stated in the Regional Regulation No. 4/2008 article 1 paragraph 8 and paragraph 9, Homeless are people who live withoutproper life and do not have a permanent house and job in certain areas as well asstraying in public places. In addition, beggars are people who earn by begging in public areaswithin various ways and reasons to look forothers mercy.

The problems formulation as follows:

1. How is the implementation of Regional Regulation No. 4/2008 in developing fostered citizens in the UPT of Social Services for Homeless and Beggars Binjai, Social Service of North Sumatra Province?
2. What are the supporting and obstructing factors of developing fostered citizens in the UPT of Social Services for Homeless and Beggars Binjai, Social Service of North Sumatra Province?

Objectives of the Research

This research aims to:

1. Describe and analyze the implementation of Regional Regulation No. 4/2008 in developing fostered citizens in the UPT of Social Services for Homeless and Beggars Binjai, Social Service of North Sumatra Province.
2. Describe and analyze the supporting and obstructing factors of developing fostered citizens in the UPT of Social Services for Homeless and Beggars Binjai, Social Service of North Sumatra Province.

Reply in Indiahono (2017:23) explains that there are two public policy processes born from a short and a long cycle

The short cycle is:

1. Government Schedule Preparation;
2. Government Schedule;
3. Formulation and Legitimacy Policy; and
4. Policy

Whereas the long cycle is:

1. Constructing Government Schedule;
2. Government Schedule;
3. Formulation and Legitimacy Policy;
4. Policy;
5. Policy Implementation;
6. Policy Action;
7. Performance and Impact of Policy;
8. Evaluation toward Implementation, Performance, and Impact of Policy;
9. Decision about the future of policy (New Decision).

It can be concluded that policy is a decision that is formulated through a process based on data and information and can provide an overview of relevant programs and objectives related to the vision and mission of the organization or government in the government regulations. The incremental policy is expected conform to the situation and condition of social organizations in government institutions such as Technical Implementation Unit of Social Services for Homeless and Beggars Binjai, Social Service of North Sumatra Province regarding the development of homeless and beggars. The implementation related to the Regional Regulation Number 4 of 2008 concerning Controlling Homeless and Beggars.

METHODS

Qualitative approach is a research process through understanding based on methods that are oriented towards investigating the phenomena of the social environment, either individuals or groups. According to Garna (2009:38), "the characteristics of a qualitative approach can be seen from the research objective, namely understanding the symptoms that cannot be measured accurately".

The study used is a qualitative research method with qualitative descriptive as a methodology that explains editorially. It contains a narrative related to the developing fostered citizens based on the Implementation of Regional Regulation Number 4 of 2008 concerning Controlling Homeless and Beggars in the UPT of Social Services Binjai, Social Services North Sumatra Province.

Then, the data explanation of the supporting and disturbing factors in social services is based on its function. After that, the data and information are organized and analyzed with data evaluation to produce descriptive data related to the actual problem.

The research focus is the main purpose of research conducted explicitly as a step to assist researchers in the observations process. Observation efforts are researching qualitatively as the focus. Spradley in Sugiyono (2018: 209) explains that the focus is a single or several domains related to social situations. The research focus of the implementation of Regional Regulation No. 4/2008 in developing fostered citizens in the UPT of Social Services for Homeless and Beggars Binjai are:

1. Preventive is a founding activity toward society to prevent violations by providing comprehension or counseling.
2. Preventive is a systematic effort to prevent the homeless and beggars. It conducted through social counseling, social guidance, social assistance, expansion of job opportunities, local habitation, and improvement of health and education degrees.
3. Responsiveness is a systematic effort to eliminate and prevent homeless and beggars in society. There are several responsive activities, such as controlling, mentoring, temporary shelter by optimizing shelter and restoration to the family and society.
4. Rehabilitation is a systematic effort to build (growth) the homeless and beggars ability to live with dignity. It conducted with various related agencies and the pillars of society participants that are cross-sectorial and cross-programed. It contains founding physical, mental, social and socialization activities.

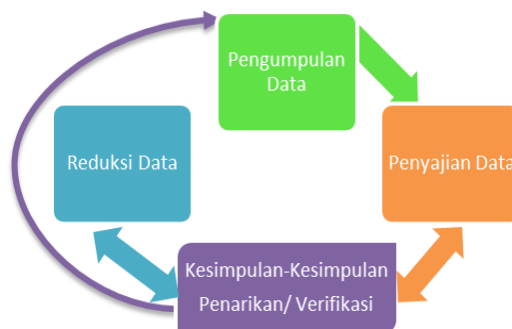
This research was conducted at the Technical Implementation Unit (UPT) of Social Services Binjai, North Sumatra Province, which located in the Binjai City and bordered with Langkat Regency. The fostered citizens' condition based on gender in the UPT of Social Services for Homeless and Beggars Binjai, North Sumatra Province of 2018 is 175 people, involved 94 male and 81 female.

The research instrument is a person instrument, namely the researcher itself. The researcher's requirements as an instrument are understand the theory and having a broad insight, so the researcher is able to ask, analyze, observe, and construct the social situation (Sugiyono, 2018:8). Therefore, the main instrument of the qualitative research is the researcher itself by using analytical thinking and preparing conclusions as well as verifying the object of the study. In addition, the additional instruments are required to complete the analysis of observations. These instruments are facilities or equipment to support the main instrument in drawing conclusions and constructing verification as well as narration of the object of research. The examples are cameras, communication tools (mobile phone) and documents.

According to Sugiyono (2018:9), "the data were collected through participant observation, in-depth interviews, documentation and triangulation, both technical triangulation and source triangulation". Triangulation includes sources (informants), methods (observations/interviews), and experts (based on experts). The information collection and observation is conducted by researcher by coming to the research location.

Data analysis begins by examining all data from interviews, observations, personal documents, official documents, photos, and videos. According to Moleong (2017: 103), data analysis is the process of organizing and organizing data into scheme, categories, and description, so themes can be determined and hypotheses can formulated. Inductive analysis is a technique for describing data by developing relevant parts with the research objectives and interpreting the analysis results empirically and theoretically.

The qualitative research needs patience, obedience, accuracy and a great spirit as well as responsibility of the research results.



GAMBAR 1
ELEMENTS OF DATA ANALYSIS INTERACTIVE MODEL

FINDINGS AND DISCUSSION

1. Target Handling Program

The target of this study was social built in UPT. Social Services Bumangs and Beggars Binjai Social Service of the North Sumatra Province in 2018 numbered 175 people, consisting of 38 family heads, 94 men, 81 women, and single or not a family of 22 people.

Implementation is carried out in two ways namely in Ingsung and indirectly. The immediate target is the bum, beggar, a child whose parents become homeless and beggars, tramp busker, homeless hawkers while targets are not as direct as individuals, family, and citizens who gather in a single unit of poor families who are vulnerable when not fostered and given services, will be the potential to be a bum and a beggar.

2. Program Implementation

The program implementation is intended to be the implementation of Perda Number 4 of 2008 carried out with four program activities namely:

1) Preentif

The mechanism in implementing this preentif program was implemented by the Napjah Victims of Trafficking in Persons (KPO) and the Social Tuna of the North Sumatra Province, and this was highly dependent on the existing Provincial APBD.

UPT Social services Bumangs and Beggars Binjai is an element of technical implementation of the North Sumatra Provincial Social Service which carries out operational technical activities and certain supporting technical activities. Related to the pre-establishment program is only based on the coordination of instructions and implementation originating from the Social Service of the North Sumatra province through the KPO/NAPJAH/Tunas Section.

Results of findings on the implementation of the preentif program:

- Preentif programs are generally implemented by the KPO/NAPJAH/Tunas Section of the North Sumatra Province Social Service, not the Technical Implementing Unit of the Bum Sosila Service and the Binjai beggars.
- Implementation of the preventive program is very dependent on the budget amount set by the North Sumatra Province government, but as the state civil apparatus is obliged to carry out its basic duties in accordance with its oaths and promises.
- Coordination between Upt. The social services of Bum and Binjai Beggars with the KPO/NAPJAH/Tunas Section The social service of the North Sumatra Province is less than optimal, so there is often a different perception between the two.

The results of research analysis of the implementation of the preventive program are:

- Implementation of the preventive program is based on Perda Number 4/2008, in its management it still depends on the existing Provincial Regional Shopping Revenue Budget.
- Preventive programs are generally implemented by the KPO/NAPJAH/Tunas Section of the North Sumatra Province Social Service, lacking UPT. The Binjai Gang social service.

2) Preventive

The implementation of the preventive program is carried out by fostering corn farming skills as a priority, and long-bean tomato plants in addition to the built-in residents who have farming skills. The farming program is intended as a source of income for social built citizens to be able to be in place for the preparation of termination at the end of their 2-year contract in a social home as capital to build houses and land or rent to continue the lives of themselves and their families independent in the midst of people's lives so as not to live begging and holding.

The findings of the preventive program implementation are:

- Requires a budget to optimize program objectives.
- The assessment process carried out by UPT.PS Carved Carcass by Social Workers as UPT functional officials has not been optimal working still awaiting the direction and direction of certain leaders or parties.
- Social Greeders who have been accepted as recipients of social welfare programs are given housing facilities, health services, and feeding 3 times a day, but there is still a mentality of citizens who are incapacitated and enduring the environment of social homes.

The results of research analysis of the implementation of preventive programs are:

- APBD Province sources of funding for the service of forbearing citizens in social homes UPT.PS Gepeng Binjai to meet the needs and improve service facilities as a social welfare program.
- The resources of employees are both social workers as functional positions and social care and rehabilitation sections in UPT. less equipped certain skills are arranged for example planting corn.

3) Responsive

The process of implementing a responsive program is carried out by the Social Service of the North Sumatra Province through the Kpo/NPJAH/Tuna Social section by providing recommendations regarding built citizens to be followed up at UPT. This responsive process activity requires assistance as a form of handling the homeless and beggar mentality for the realization of social kinship relations as providing solutions to problems faced by social built citizens. For the effectiveness of responsive programs, a foster parent system is needed as a volunteer or community social worker who has competence and expertise for high patience for handling citizens and their families. Structurally, social workers in the UPT environment.

The findings of the responsive program implementation are:

- There is a responsive program coordination between the Social Service of the North Sumatra Province through the KPO/NAPZAH/Tuna Social Section with UPT. Bum Social Services and Binjai Beggars in responding to the handling of vulnerable homeless people and begging with integrated and synchronized.
- The process of accepting social blindness is carried out very procedurally and is based on the completeness of population administration data owned by citizens who will be participants in the recipient of social welfare programs in UPT.

- In carrying out the main tasks and responsibilities between the care and social rehabilitation section with social workers and other sections and employees there is overlapping because all employees are involved in the process of caring for social devotional citizens as foster fathers.

The results of research analysis from responsive program implementation are:

- Coordination carried out by the North Sumatra Province social service through the KPO/NAPZAH/Tuna Social Section with UPT.PS The Binjai Gang is less than optimal because the recommended citizens cannot be accepted as social slurry citizens in social homes if they do not meet the requirements of the established criteria.
- Responsive programs implemented by the social workers section and the care and rehabilitation section in UPT. The Gepeng Binjai Social Services overlap so as to reduce their motivation for working that is essentially in accordance with their tests.

4) *Rehabilitative*

Implementation of the rehabilitative program is carried out with several stages namely:

a. *Health Coaching*

This program is concentrated on the physical and non-physical health of social built citizens as recipients of social welfare programs carried out every day in the polyclinic by medical personnel in UPT PS Bumang and Binjai beggars and functioning facilitate the handling of the health of social built citizens. Health care programs with healthy life counseling and vaccinations, immunization of children, family planning, and supported health facilities for weight and toddlers, thermometers measure heart rate, tensi, blood sugar checking, cholesterol, uric acid. The follow-up to this health coaching program familiarizes clean and healthy living for social devils and their families in the house and is surrounded by social homes with mutual cooperation activities of fellow citizens of social homes. Efforts to implement health programs in social homes, UPT parties. Social services Gepeng Binjai collaborates with the Binjai City Health Service through the appointment of the Head of UPT.Puskesmas Lada Gardens in North Binjai District.

b. *Spiritual Mental Coaching*

Bring in religious figures according to the religion of social built citizens who collaborate with the North Binjai District Office of Religious Affairs. Implementation of a spiritual mental coaching program for Islamic religious built-in citizens as an obligation to pray noble, isya and magrib congregate at the Mosque with filling absent attendance by the Mukhlisin Mosque in the UPT.PS Bum and Binjai Beggars.

c. *Skill Coaching,*

This program is carried out for citizens who are accepted as recipients of social welfare services programs to recapitulate their presence, and are given guidance on developing talent and farming interests. The wicked were given 7 ha of coaching land. and used to be done from planting seeds, fertilizing, grazing and harvesting corn plants. Each citizen is only given an area of 5 rante. It is known that there are 25 kk that grow corn. Almost every day is guided, directed and motivates them to farm with good farming so that they get high quality corn yields so that the price is expensive. Thus they can save and the cost of living as a wretch while in a social home. Their savings are also capital costs for the termination process after 2 years of the contract period. In an effort to cost agricultural capital, cooperation with third parties, namely investors, mutual benefit between financiers, citizens as farmers and UPT parties. Gepeng Binjai social services, for this matter the social care and rehabilitation section as the maximum driving force for such cooperation. And that is in accordance with article 16 paragraph 2 Perda Number 4/2008 which contains, "Every citizen who wants to make a donation to a homeless person and beggars can channel it through an authorized institution or become a foster parent / adoptive father. Since 2015 a cooperation partner has been obtained as a financier, because the farm capital budget of the North Sumatra province Social Service does not exist only the UPT food and basic facilities budget. Partners as farm financiers only prepare raw materials for corn seedlings and are agreed not to seek profits too high. The partner's initial capital provided capital of 70 million rupiah and when the harvest period was given another capital 10 million was given partners again because the yields were good with 400 tons/ year. On the results of good cooperation the partners are more confident by adding another 20 million working capital to develop a business of raising sheep by the built in social homes and there are 2 cages held by social homes while the cost of buying a mother and goat stud by financiers is obtained 2 *bandot* and 7 female tails. Based on working capital from third parties Up to a total working capital of partners of 100 million rupiah who are in social homes that are used by people at UPT. PS Arisinjai to be able to generate income in order to obtain welfare especially saving as a preparation for being able to live independently when termination period of 2 years the contract period is at the social home expires.

The findings of the rehabilitative program implementation are:

- The rehabilitative program begins the initial approach stage, the administrative selection phase of the status of citizens and the identification stage as an assessment of the determination of the eligibility of citizens and their families and the acceptance stage according to the standard procedures of social home rules.
- The rehabilitative process is followed up with social interventions in the form of physical guidance, spiritual mental guidance, social guidance, skills guidance, social security provision and resocialization at UPT.PS Rattles.
- Health services and Fulfillment of a nutritious food menu in a planned manner and supported facilities that are well aimed at improving the health quality of the people and their families for the better.

- Continuous communication between social devotional citizens and foster mothers as mentors and motivators of citizens to realize their self-confidence and their families is increasingly being surrounded by social homes.
- The realization of cooperation partners between social parlors as an abatement between social built citizens and third parties as partners of working financiers in planting corn and raising goats that are mutually beneficial.
- Termination program as a form of termination of a 2-year employment contract between UPT.PS Gepeng Binjai and social built citizens who are categorized as being able to live independently according to the results of their savings.

The results of research analysis from the implementation of the rehabilitative program are:

- Rehabilitative programs require certain patience and expertise to intervene socially client / social devotional citizens so that the change in homeless mentality and begging becomes confident and responsible for an independent life according to the target of a 2-year employment contract in a social home.
- A rehabilitation system with guidance carried out all staff employees at UPT. Social Services Artic Carp as fathers and foster mothers for social built citizens raises tupoxy from each less optimal section.
- The limitations of the Provincial APBD as a budget for rehabilitation program costs are obstacles to achieving the established program so that it requires third parties as mutually beneficial cooperation partners both the built and the working financier facilitated by UPT PS Gepeng Binjai.

CONCLUSION

Target Implementation of Regional Regulation Number 4 of 2008 in the formation of social built citizens in the UPT Environment. The Social Services of Bumang and Beggar Binjai Social Service of the North Sumatra Province numbered 175 people, consisting of 38 family heads, 94 men, 81 people women, and single or not a family of 22 people.

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