

Implementation of the Special Social Rehabilitation Program for Adolescents in Overcoming Social Welfare

Andrean Putra Sinaga^{1*}, Wiro Oktavius Ginting²

Public Administration Study Program, Faculty of Social and Political Sciences, University of North Sumatera

Corresponding Author Email: andreanputrasinaga19@students.usu.ac.id

ABSTRACT

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Economic problems are a complex problem in the city of Medan, which makes some people forced to make a living on the streets. The Medan City government's efforts to overcome street children are by issuing Regional Regulation No. 6 of 2003 concerning the Prohibition of Homeless and Begging for the Immoral in Medan City. This study aims to analyze and describe the implementation of the Social Rehabilitation Program Policy for Children and Adolescents in overcoming the problem of social welfare services in the city of Medan. The research method used is descriptive research with a qualitative approach. Data collection was carried out by interview, observation and documentation techniques. The data obtained is analyzed qualitatively with a theoretical approach to policy implementation proposed by Smith (1973) including 4 indicators, namely Idealized policy, target group, implementing organization, and environmental factor. The results of the study show that the implementation of the Social Rehabilitation Policy for Children and Adolescents in overcoming the Social Welfare Service Authority in the city of Medan in carrying out the program is running well and in accordance with its duties and functions. However, coordination between the Medan City Social Service and the sub-district and sub-district in socializing PPKS problems in each region in handling it is important. It is hoped that the Medan City Social Service will soon have a social protection house.

INTRODUCTION

The problem of social welfare is one of the scourges that has not been solved to this day, especially in areas with a high population. The problem of people with social welfare problems is still a complex problem in every region in Indonesia (Nagaring et al., 2021). Based on data from the Central Statistics Agency (BPS) in November 2023, the number of poverty in Indonesia was recorded at 25.90 million, compared to the number of poor people in 2023 of 26.36 million people. The cause of the high poverty rate in 2022 is due to the Covid-19 pandemic in Indonesia and the increasing number of layoffs which has an impact on the poverty rate in Indonesia (BPS, 2023). Poverty alleviation efforts must be carried out comprehensively, covering various aspects of people's lives, and carried out in an integrated manner (Setiawan & Nawangsari, 2023). The data on the number of poverty in 2023 is quite high, making the government focus on handling poverty problems more seriously, by formulating policies regarding social welfare development to improve the quality of life of the community. If the problem of poverty is not overcome quickly, this will lead to gloomy environmental conditions and the potential for a riot in the community is very likely to occur (Kumala et al., 2024)

The Indonesian government has begun to show its commitment to supporting the community, especially vulnerable groups such as People with Social Welfare Problems (PPKS) through various policies. One of the efforts made by the government in terms of handling PPKS is by issuing the Minister of Social Affairs Regulation No. 26 of 2019, which introduces the Children's Social Rehabilitation

Program, or Progresia. Progress is a program designed to help children and families who experience social problems so that they can develop better social skills. The main goal of this program is to prevent and overcome obstacles that interfere with the social functioning of children and families. This program involves various activities such as social rehabilitation for children, social assistance, and providing moral support. Rehabilitation is one of the methods that can be used as an effort to return them to the applicable norms (Faradillah Firdaus et al., 2022).

Medan City as one of the metropolitan cities that faces problems like big cities in general in Indonesia, namely the large number of street children and homeless people throughout the city of Medan (Simon, 2017). Poverty is one of the causes of the large number of street children in the city of Medan (Putra et al., 2023). The phenomenon of poverty that is evident in society is that we still often encounter homeless people and beggars who roam in public places, residential neighborhoods and other strategic places that allow them to carry out their activities (Maryatun & Muhammad Taftazani, 2022). One of the efforts of the Medan City government in tackling the number of street children in Medan City is by issuing Regional Regulation No. 6 of 2003 concerning the Prohibition of Homeless and Begging for the Immoral in Medan City, where in Article 2 (1) it says that, "It is forbidden to do homelessness and begging in groups or individuals". In addition, it was also explained that "It is forbidden to deliberately ensnare other people such as babies, small children or bring in someone for the purpose of begging". Based on Regional Regulation No. 6 of 2003 concerning the

Prohibition of Homeless and Begging for Immoral Persons in Medan City, the Medan City Government is responsible for providing protection to every child in Medan City from all forms of exploitation of children in the practice of begging, which includes their use to gain sympathy from the community (Harefa, 2013).

Table 1. Number of PPKS for Adolescents in Medan City 2020-2023

Year	Number of Street Children
2020	85
2021	75
2022	65
2023	55

Source: Central Agency for Statistics and Social Services 2024

Table 1 shows that the number of street children from 2020 to 2023 has decreased. This data reflects the significant success of the performance of the Medan City Social Service in an effort to overcome the problem of People with Social Welfare (PPKS), especially in the problem of street children in Medan City. Explicitly, it can be said that the strategies and programs implemented by the Medan City Social Service have been running effectively.

However, the implementation of Regional Regulation No. 6 of 2003 can be said to have not run optimally. This is strengthened by the findings of researchers in the field who show that the condition and situation of street children in Medan City is still concerning, although based on data it is shown that the number of street children in Medan City is gradually decreasing, but not with factual conditions in the field.

The researcher conducted an interview with the Chief Coordinator of the Rapid Reaction Unit for Street Children and Gepeng of the social service and it was known that the Medan City Social Service had made various efforts in handling and supervising street children, including through patrols. This patrol aims to reduce the number of street children and flats roaming the streets of the city. This effort is considered quite effective in reducing the number of people on the road, although this treatment certainly requires more comprehensive support for better results.

In the process of control, the Social Service not only secures street children and Gepeng, but also assesses their condition. This assessment aims to understand the social, economic, and family conditions of the street children and Gepeng. With a deeper understanding of these individual situations, the Social Service can take more appropriate handling steps. In addition, interviews conducted by researchers with the Head of the Social Service found that the steps taken by the Medan City Social Service showed a strong commitment to handling PPKS problems with a holistic and integrated approach. This effort not only aims to uphold public order, but also to empower and change the social conditions of PPKS through family coaching and reunification. However, the challenges in solving this problem are not easy, and cross-sector cooperation and continuous efforts are needed to achieve optimal results. Thus, there is a need for support and participation from various parties, including the community and the private sector, to create an inclusive and supportive environment for all residents of Medan. The efforts of the Medan City Social Service in overcoming the problem of street children are with a control and handling program, as well as carrying out rehabilitation programs for street children to Social Service

Homes such as at the UPTD Adolescent Social Service Home in Tanjung Morawa. The protection of the survival of street children is a crucial issue that requires serious attention from various stakeholders (Rachman & Martini, 2025).

Facts in the field are known that the halfway house owned by the Medan City Social Service is inadequate in providing services to PPKS because the halfway house facilities cannot accommodate many PPKS, especially street children who are affected by the control raid. This shows that the physical facilities of the halfway house are not in accordance with the needs in the field, thus hindering the social rehabilitation process which should be a long-term solution. In addition, the physical building is old enough to provide programs for beneficiary children or street children. As well as tools to support makeshift skills training, the process of training children's skills is less than optimal in honing their skills. Although there are various kinds of problems in the 2 agencies, it is not an obstacle to reducing the problem of street children in the city of Medan. The data can be seen from the number of street children affected by the control raid and the number of street children in social service homes has decreased significantly.

The results of an interview with the Head of Administration of the UPTD Social Service Home, this social home has an important role in helping abandoned children and children from underprivileged families in North Sumatra, including street children who are caught in the raid of the City Social Service. One of the important points conveyed is that this orphanage provides a place to live and meets the basic needs of children, including bathing needs and health facilities. The orphanage also has health facilities to handle minor health problems. In addition, this orphanage provides a skills training program that is very useful for these children. This skills program covers three main areas, namely salons, sewing, and automotive. For six months, the beneficiary children will receive intensive skills guidance, which aims to equip them with practical skills that can be used to find a job after they leave the home.

The author presents previous research that is relevant to the implementation of the Special Social Rehabilitation Program for Adolescents in Overcoming Social Welfare Victims in Medan City. The previous research related to this research is research by Putri et al., (2022). The problem in this study is the street child rehabilitation program by the social welfare implementation institution (LPKS) which aims to reduce the number of street children. However, the reality is that street children are increasing every year and it is a problem that is difficult to overcome, so it is a social problem that must be solved at the Padang City Social Welfare Implementation Institution (LPKS).

Then research by Purnamasari & Munawan, (2017). The problem in this study is that the policy of Dealing with People with Social Welfare Problems (PMKS) for Street Children in Karawang Regency is considered ineffective for some street children. Some street children revealed that the training provided was only limited to ordinary training, after completion there was no re-handling. In addition, the Karawang Regency Government has not yet made a halfway house or rehabilitation house for street children.

Furthermore, research by Siti (2014). The results of the study show that there is a lack of fulfillment of basic needs such as education, protection, compassion, health, food, drinks and clothing faced by street children. One of the social institutions that specializes in dealing with the problems of

street children is the Youth Development Social Home (PSBR) "Taruna Jaya". PSBR "Taruna Jaya" is one of the social institutions under the auspices of the DKI Jakarta Social Service (Dinsos DKI Jakarta). This social rehabilitation is one example in dealing with the negative influence of being on the streets in physical, psychological, social (biopsychosocial) and spiritual aspects.

Based on the three previous studies mentioned above, the research conducted by the researcher has the same research focus on examining the Implementation of the Special Social Rehabilitation Program for Children and Adolescents in Overcoming Social Welfare Service Disruption in the city of Medan (Study on the Medan City Social Service). In the previous study, there was no framework that made it difficult for readers to understand what the research concept was actually with the circumstances and problems of the research, the researcher was interested in researching and raising the title "Implementation of Social Rehabilitation Programs for Adolescents in Overcoming Social Welfare Service Disruption in the City of Medan (Study on the Social Service of Medan City)".

RESEARCH METHODS

In this study, the researcher uses a qualitative research method with a descriptive approach. Qualitative research methods are research that is a key instrument, while data collection techniques are carried out by interview methods, data analysis is inductive, and qualitative research results emphasize meaning rather than generalization (Sugiyono, 2015). The researchers chose this study because this qualitative research is comprehensive and dynamic. The research was carried out at the Medan City Social Service coinciding with Jalan Pinang Baris No. 114, Lalang, Medan Sunggal District, Medan City. The choice of this location is because the Social Service is responsible for tackling PPKS, especially street children in Medan City. In this study, the data collection techniques used are observation, interviews, and documentation. In this study, the researcher selected informants using the Purposive sampling method. The informants in this study include the Head of the Medan City Social Service, the Head of the Field Coordinator of the Rapid Reaction Unit for Street Children and Gepeng, Social Workers, the URC Field Team, the Head of the UPTD Youth Social Service Home, the Head of the Sub-Administration of the UPTD Youth Social Service Home, the Staff of the UPT Youth Social Service Home, and the Youth Youth Social Service Home. Then in analyzing the data, the researcher uses several steps, including data reduction, data presentation, and drawing conclusions. Furthermore, the data validity technique used is triangulation of data sources.

RESULTS AND DISCUSSION

Program implementation is the implementation of the process of system maintenance that has been created. Implementation is an important stage in the public policy process. The program implementation model according to David Corten (1998) states that the program will run if it consists of three suitability, namely the suitability between the program and the utility, the suitability of the program with the organization, and the suitability of the beneficiary with the organization (Suratman, 2023). Meanwhile, Charles O Jones' Theory states that program implementation is influenced by three indicators, namely organization, interpretation, and application (Jones & Baird, 1991). In this study, the researcher uses Smith's theory, that Policy Implementation is influenced by four variables, namely Idealized Policy, Implementing organization, Environmental factors, and Target Groups.

1. Idealized Policy

Public policy, according to Dye, is what the government chooses to do or not to do (Agustino, 2008). Policy implementation can be interpreted as a process in implementing a policy (Desrinelti et al., 2021). The efforts of the Medan City social service in tackling PPKS, especially street children, have issued Regional Regulation Number 6 of 2003 which expressly prohibits the practice of homeless and immoral begging in the area. The regulation affirms the prohibition of such activities both individually and in groups, as well as prohibiting acts that harm others such as taking advantage of small children or inviting others to beg.

Based on the results of interviews conducted with the head of the Tuna Susila division and the Rapid Reaction Unit Team, it is known that collaboration and coordination from various related parties, including the local government, such as sub-districts, sub-districts, and neighborhood heads, are very important to handle and reduce PPKS problems. Without synergy between them, efforts to overcome this problem will be difficult to succeed. Therefore, responsible persons at each administrative level are needed to ensure that the strategies and actions taken are in accordance with their local conditions. Full support from the government in the form of budgets, facilities, and personnel, as well as a comprehensive approach that includes community empowerment and the creation of decent job opportunities, is also needed. Only then can the PPKS problem be overcome effectively and sustainably.

The steps taken in handling PPKS in Medan City include control and coaching of PPKS, with reference to a structured process and standards that have been set. Coordination with the sub-district and local communities is also an integral part of this process. The sub-district needs to be given information about residents who are caught in PPKS control, including activities they do such as begging, selling, or busking at traffic signs. This allows the sub-district to participate in providing the solutions or assistance needed. As for children under the age of 18, they will be referred to the Tanjung Morawa Youth Social Service Home. This approach ensures that coaching is carried out according to the characteristics and needs of each individual.

The efforts made by the Social Service in overcoming the PPKS problem are by providing shelters and the use of cars for raids. However, this Social Protection House is still in the renovation stage and has not received a building receipt letter from the relevant agencies. This administrative settlement is crucial because it is to ensure that the shelter can be immediately used to provide the services needed by the community involved in PPKS.



Picture 1. Medan City Social Service Facility Shelter in temporarily accommodating PPKS

The picture above is one of the facilities in supporting the Social Service in overcoming PPKS problems. This shelter can accommodate 30 PPKS people who were affected by the control raid. PPKS who are affected by the raid will be placed for 1-2 days and the social service also provides daily necessities such as food and sleeping utensils. In this halfway house, the social service will record where the PPKS live and what makes them go down the street or the problems they experience until they go down the street. The social service also provides guidance such as social and moral coaching for PPKS.

The implementation of the Mayor of Medan City Regulation Number 4 of 2019 concerning the Medan City Integrative Children's Social Welfare Service Center shows the commitment of the Medan City Government in improving the welfare of children in the city. With the existence of an integrated service center, it is hoped that the problems faced by PPKS, especially children, can be handled more effectively and efficiently. The services provided by the Medan City Social Service, including the provision of shelters, coaching, and assessments by social workers, aim to provide the necessary protection and support for children in need. In the city of Medan, the development of PPKS, especially street children in the city of Medan, has decreased slightly.

The handling of street children by the Social Service through a social rehabilitation program for adolescents will be referred to the Tanjung Morawa Adolescent Social Service Home. Regulation of the Minister of Social Affairs Number 7 of 2021 concerning Social Rehabilitation Assistance stipulates that Atensi is a social rehabilitation service that uses a family, community, and/or residence-based approach. These services include support for the fulfillment of decent living needs, social care and childcare, family support, physical therapy, psychosocial therapy, spiritual mental therapy, entrepreneurship development training, social assistance, and accessibility support. This social rehabilitation program is holistic, systematic, and standardized, aiming to achieve social functioning for individuals, families, groups, and/or communities.

Based on the results of the interview, it is known that the main obstacle faced by this social service in regulating the Social Welfare Service (PPKS) in Medan City is the protection of local thugs against PPKS. These thugs protect PPKS and obstruct officers when carrying out control, with the aim of preventing their arrest. This condition causes officers to be overwhelmed and often forced to retreat or change strategies to avoid direct confrontation with thugs. This situation shows that the PPKS problem in Medan City is not only a social problem, but also related to security and public order problems.



Picture 2. Tanjung Morawa Adolescent Social Service Home

Figure 2 is the Tanjung Morawa Adolescent Social Service Home. This orphanage is a Social Service Unit for Children and Adolescents owned by the Provincial Government. The purpose of the establishment of this orphanage is to prepare and help abandoned school dropouts by providing opportunities and facilities so that they can develop their potential and willingness both physically, spiritually and socially.

In an interview with the researcher Staff of the Adolescent Social Service Home and the head of administration at the Social Service Home Uptd, it was known that in an effort to deal with the problems of the Social Welfare Service Agency (PPKS), the Adolescent Social Service Home (PSAR) in Medan coordinated and collaborated with the Social Service at various levels. This collaboration is important because Social Services at the district and city levels have the responsibility to handle abandoned children and the poor who are included in the PPKS category. This coordination includes the control of PPKS, especially street children who roam the streets of Medan. In this case, the Social Service has a big role and responsibility in handling PPKS problems. Cooperation between PSAR and the Social Service is very important in an effort to deal with PPKS problems. By coordinating, PSAR can ensure that children who need help can immediately get the right protection and coaching. This collaboration also allows the Social Service to maximize existing resources in dealing with PPKS problems effectively.

The orphanage not only accepts children referred by social services, but also provides a safe environment and comprehensive programs to guide them towards a better future. There are three main training programs, namely Salon, Sewing, and Automotive. In addition to these skills training, the orphanage also offers a variety of social and ethical guidance activities, motivation, group dynamics, entrepreneurship, as well as additional skills in the field of computers and religious guidance, both for Islam and Christianity. The program is designed to enhance the participants' confidence and social skills, so that they can interact well in society and develop their potential to the fullest. In addition to these skills training, this orphanage also offers various social and ethical guidance activities, motivation, group dynamics, and entrepreneurship.

Although the UPTD Social Service Nursing Home has programs and facilities that aim to support children's development, there are still many challenges that must be faced related to facilities and infrastructure. The inadequate physical condition of buildings and facilities requires serious attention and repair efforts. Budget limitations are the main challenge in efforts to improve the quality of facilities and infrastructure in the orphanage. Without an adequate budget, it is difficult for the orphanage to carry out the necessary repairs thoroughly. This shows the importance of support from the government, donors, and various related parties to ensure that the needed budget can be met. With adequate support, the orphanage can make the necessary improvements to create a safer and more comfortable environment for the children who live and study there.

Based on observations, interviews, and documentation, the researcher concluded that the PSAR service program provided to PPKS was running well even though the facilities and infrastructure were inadequate and improvement efforts were needed. This budget limitation is the main challenge in efforts to improve the quality of facilities and infrastructure in the orphanage.

2. Implementing organization

Smith (Islamy, 2007), policy implementation is influenced by four variables, one of which is Implementing Organization. Smith in Quade (1977: 261) calls it the term "implementing organization", meaning a government bureaucracy that has the responsibility to carry out public policies.

In an interview with the researcher in the field of the Immoral Disabled and Human Trafficking in the Field of Social Rehabilitation, it was obtained that the handling of PPKS in Medan requires collaboration between the Medan City Social Service and various other parties. With good coordination, it is hoped that the PPKS problem in Medan City can be significantly reduced.

The sub-district and sub-district, as public servants who are close to the community, have a great responsibility in handling PPKS problems. With good coordination, it is hoped that each party can carry out their respective roles effectively, so that efforts to overcome PPKS can be maximized. Socialization of regional regulations to regional parties must also be improved, so that each party understands their role in handling PPKS and can work together synergistically.

Then for the Adolescent Social Service Home, based on interviews with the Staff of the Adolescent Social Service Home and the Head of Administration of PSAR, it was obtained that PSAR brings in instructors from outside for each skill department taught in the orphanage. These instructors are contracted for 1 year to provide intensive training to the children. In addition, PSAR also pays attention to the spiritual aspect of children by bringing in ustad for Muslim children and pastors for Christian children. This spiritual guidance aims to provide moral and spiritual support to children, assisting them in building a strong and positive character.

In the implementation of programs aimed at the Social Welfare Service Authority (PPKS), the head of Administration (UPT) is fully responsible for the implementation of program activities given to PPKS. This responsibility includes ensuring that the programs are implemented in accordance with the plans and objectives that have been set. The Head of UPT does not work alone in carrying out this responsibility. Every activity carried out in these programs must be reported to the head of the provincial office. This report serves as a monitoring and evaluation tool, allowing the head of the agency to assess whether these activities are running well and in accordance with the standards that have been set.

In carrying out this task, the head of the UPT must cooperate with various parties, including staff at the field level who carry out daily programs. The Head of the UPT must also ensure that every activity reported to the head of the provincial office is supported by accurate and complete data, so that the evaluation carried out by the head of the agency can run well.

The legal basis for the implementation of these programs is regulated in Governor's Regulation No. 28 of 2023 concerning the duties, functions, job descriptions, and work procedures of the regional apparatus of North Sumatra Province. This Governor's Regulation provides a clear and specific legal framework regarding how programs should be implemented, who is responsible, and what the reporting mechanism is. With this regulation, each party involved in the implementation of the program has clear guidance on their duties and responsibilities.

Based on observations, interviews, and documentation, the researcher concluded that the implementing agencies are responsible for handling and tackling PPKS, especially street children, namely social services that collaborate and

coordinate with other parties. This collaboration and coordination forms a good and structured work network, each party has a clear role and responsibility in tackling PPKS. Therefore, handling this social problem is not only the responsibility of one body, but a collective effort involving various Medan city government agencies.

3. Environmental factors

Environmental factors are elements in the environment that affect the implementation of policies such as cultural, social, economic and political aspects (Aulia, 2022). In the study, it was found that several factors of street children taking to the streets, including interviews with the field of the Immoral and Human Trafficking in the Field of Social Rehabilitation that the main factor that influenced individuals to become Social Welfare Service Providers (PPKS), namely economic factors. Lack of income, lack of employment, and inability to meet basic daily needs encourage individuals to look for ways to survive on the streets.

These difficult conditions often force them to wander and beg as a last resort to earn money and food. In addition to economic factors, family problems are also a significant cause. There are children who drop out of school, which means they don't have access to proper education. On the other hand, there are children who have completed their education but do not have enough skills to enter the workforce.

PSAR faces complex challenges in dealing with children with diverse backgrounds and problems. Education, economy, and family issues are the main issues that must be faced.

4. Target Groups

A target group or target group is a group of people or organizations in society who will receive goods or services whose behavior will be influenced by the policy (Kusdinar, 2022). They are expected to be able to accept and adjust to the patterns of interaction determined by the policy. Furthermore, the characteristics possessed by them (target groups) such as: the size of the target group, gender, education level, experience, age and socio-economic circumstances affect the effectiveness of implementation.

These characteristics are partly influenced by the environment in which they live, both the geographical environment and the socio-cultural environment. In line with the above, the communication factor also greatly affects the acceptance of policies by the target group, so that the poor communication process will be a weak point in achieving the effectiveness of the implementation of state policies. Thus, the dissemination of policy content through a good communication process will affect the effectiveness of policy implementation. In this case, the communication media used to disseminate the content of the policy to the target group will play a very important role.

In the Implementation of Social Service Policies in overcoming this problem, PPKS is the target group of Regional Regulation No. 6 No. 6 of 2003 concerning the prohibition of the practice of vaping and begging in the city of Medan. Policy implementation can be said to be successful if a policy runs well and is on target with problems in the community.

In the researcher's interview with the Head of the Sub-Administration at the Adolescent Social Service, it was known that PSAR had been successful in providing and training to children. This success is not only measured by the ability of children to receive training, but also from the positive impact

felt by children in the form of the ability to work independently. This shows that the training program organized by PSAR is successful in developing children's skills, although there are some children who have not fully mastered these skills.

Thus, PSAR has successfully carried out its role as an institution that provides social services to adolescents, assisting them in developing the necessary skills for a better future. The researcher concluded that the implementation of the Special Social Rehabilitation Policy for Adolescents in overcoming the Supervisor of Social Welfare Services in the City of Medan (Study on the Medan City Social Service) in carrying out the program of control, coaching, assessment, and referring adolescents to orphanages went well and in accordance with their duties and functions.

CONCLUSION

The Social Service's policy in tackling PPKS, especially adolescents, has taken the right steps, this is proven that every year the number of street children has decreased. This success not only reduces the number of street children, but also helps them develop the potential and abilities necessary for independent living. The collaboration between the social service and Satpol pp as law enforcement in carrying out regional regulations as a guideline for handling and controlling PPKS in Medan City is appropriate. However, the coordination of social services with sub-districts and sub-districts is not socialized.

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