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The Effectiveness of Social Services in Handling Beggars as Needer for Social Welfare Services in South Tangerang City

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Abstract: This study aims to analyze how the effectiveness of Social Services in handling beggars as a Needer for Social Welfare Services (PPKS) in South Tangerang City. The background of this research is that there are several problems which include PPKS has not become one of the local government's main agendas, lack of rehabilitation provided by the Social Service to beggars such as coaching, which can provide a deterrent effect and training for beggars, the prevalence of homeless and beggars in South Tangerang City, and the absence of Regional Regulations that specifically regulate sanctions for street children, homeless people, and the beggars. This study uses a descriptive method with a qualitative approach. Meanwhile, the organizational effectiveness theory of Steers, et. al. which consists of 4 indicators organizational effectiveness which includes: organizational characteristics, environmental characteristics, worker characteristics, and management practices become the main analytical knife of the study. This study concludes that the effectiveness of Social Services in handling beggars as a Needer for Social Welfare Services in South Tangerang City has not been fully effective. There are several aspects that need to be improved, such as: more intense training for employees of the South Tangerang City Social Service, or additional human resources who have a background in social science studies, provision of public complaint channels, strict action against beggars who have been caught twice, increased effectiveness counseling to rehabilitated beggars, and the development of social institutions.

Keywords: Handling Beggars, Needer for Social Welfare Services.

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INTRODUCTION

Poverty alleviation carried out by the government as a whole will not be optimal without the support of increasing public awareness and social responsibility (Maryatun & Nulhaqim, 2020; Silvi Octavia, n.d.). Parallel to poverty reduction efforts, the Government also has a big responsibility in overcoming The Needer for Social Welfare Services (PPKS). These efforts need to be carried out side by side to accelerate the improvement of social welfare (Darmawan et al., 2022; Dini & Fauzan, 2020; Huripah, 2020; Syahza et al., 2020).

One of the PPKS issues is about beggars. Based on the Regulation of the Minister of Social Affairs Number 7 of 2021 concerning Social Rehabilitation Assistance, that PPKS are individuals, families, groups, and/or communities who due to an obstacle, difficulty, or disorder cannot carry out their social functions, thus requiring social services to meet their life needs both physically and spiritually as well as socially adequate and reasonable (Kementerian Sosial, 2021). Furthermore, according to the policy PPKS includes 26 (twenty six) parties, one of which is a beggar. In Government Regulation of the Republic of Indonesia Number 31 of 1980 concerning Combating Homeless and Beggars, beggars are defined as people who earn income by begging in public with various ways and reasons to expect mercy from others (Nomor, 31 C.E.).

South Tangerang City, which is an autonomous region, part of Banten Province, is still faced with several challenges to realize the national development goal, especially social welfare. The social issues currently being faced in South Tangerang City are generally concentrated on issues of poverty alleviation (Budiawati et al., 2021; Findi & Zulia, 2017), child empowerment (ANDRIANSYAH et al., 2021; Prasetya & Rahman, 2022; Satispi,

2018), and handling The Needer for Social Welfare Services (PPKS), especially the beggar (Ari, 2017; Fajarini, 2020; Syarif, 2016).

This is where the state apparatus, especially in the social spectrum, in this regard the organization of the Social Service of the South Tangerang City as the organizer of social welfare in the South Tangerang City is regulated in the Regional Regulation of the South Tangerang City Number 16 of 2019 concerning the Implementation of Social Welfare. In this policy, the Department of Social Affairs has the responsibility to provide welfare services for The Needer for Social Welfare Services (PPKS), including the beggars by preventing, developing, and rehabilitating to overcome the problems they face and/or fulfill their needs adequately so that they are able to carry out their social functions adequately.

Several studies regarding The Needer for Social Welfare Services (PPKS) have been carried out. For example (Rahmawati et al., 2022) who studied Former Beggar's Survival Strategy in Malang City, Indonesia, during the Covid-19 Pandemic. The results of the study found that the survival strategies are determined by the informant's income mindset in meeting the needs of family life. This strategy is also based on prior experience prior to entering a social rehabilitation zone. The study's findings could provide a valuable foundation for developing social services for the vulnerable poor, particularly beggars during pandemics.

Next research (Yusuf & Rahman, 2020) who studied Minimum Standard of Services for Social Functioning of The Elderly Received from a Social Welfare Institution. The results of the study found that the services in the elderly home have not fully met the SPM criteria, so the role of local governments in providing basic services for the elderly in institutions must be expanded. Furthermore, the role of the family is critical in assisting clients in obtaining their social function.

Next research (Umar et al., 2022) who studied Integrated Services Policy in Managing the Poor and the Less Fortunate in Gorontalo District. The results of the study found that The Service and Referral System (SLRT) and Puskesmas policies were implemented in Gorontalo Regency using a top-down approach based on the policies of the Indonesian Ministry of Social Affairs, with no policy support at the local and village government levels. Although this approach is supported by clear objectives, procedures, and control systems, it is lacking in terms of regional and village resource support, as well as in terms of innovation and implementation commitment, and a lack of coordination among service implementing agencies.

Next research (Nursyakdiah & Hidir, 2022) who studied The Silver Man's Action in Pekanbaru City. The results of the study found that the rationality of the silver man's actions on the main road, the goal of which is to earn money and meet basic needs. Following that are the joys and sorrows felt by silver humans while performing on the streets. Beneficiaries who give large sums of money are generally regarded favorably. Silver people's sorrows ranged from being kicked out during an action to not receiving any income at all within one day of acting as a silver person.

Next research (Layliyah et al., 2022) who studied Policy Implementation for the Protection of Children and Women Victims of Violence during the Covid-19 Pandemic in South Tangerang City. According to the findings of the study, policies to protect children and women victims of violence have yet to be fully implemented. This is because there are still some issues with policy implementation, such as a lack of human resources, fragmentation caused by pressure from interest groups or the legislative committee, a lack of budget for policy implementation, a lack of optimal support from the DPRD and even the mayor in implementing child protection and women victims of violence, and a lack of commitment on the part of policy implementers.

Next research (Ayuningtyas et al., 2022) who studied the implementation of social assistance in the era of the Covid-19 Pandemic. According to the findings, the majority of respondents believed that the distribution of social assistance during the pandemic was not transparent or on target for social assistance recipients. This could be due to separate budget allocations between ministries as well as inaccurate and disjointed data. In response, this study suggests strengthening the role of local governments and increasing the involvement and flexibility of community organizations in adapting social assistance forms and mechanisms.

In the context of The Needer for Social Welfare Services (PPKS), especially beggars in South Tangerang City, until now they still encounter many obstacles. First, the handling of PPKS has not become one of the government's main agendas. This is evidenced by the lack of optimal attention to handling beggars. Based on the South Tangerang City Government Agency Performance Report (LAKIP), only 54% of PPKS receiving services and rehabilitation according to basic standards are targeted. In addition, the target for the percentage of empowered PPKS is even smaller, the number is only 35% (Local Government of South Tangerang City, 2021).

Second, the problems in the field that have until now occurred are the rampant existence of beggars who disturb public order and cause public unrest. This was followed up by the Civil Service Police Unit (Satpol PP) who raided 19 PPKS, namely 14 adults begging with the silver human mode at a number of intersection locations in South Tangerang City (Medcom.id, 2021a). Then, on October 8, 2021, the Satpol PP arrested 16 beggars whose presence many residents complained about (Seputartangsel.pikiran-rakyat.com, 2021). Then, on October 8, 2021, the Satpol PP arrested 16 beggars whose presence many residents complained about (Merdeka.com, 2021).

The third problem, based on the results of a study by the Integrated Service Center Team for the Empowerment of Women and Children (P2TP2A) of South Tangerang City, that the handling of beggars/PPKS in South Tangerang City is not optimal because South Tangerang City is caused by the absence of Regional Regulations that specifically regulate sanctions for street children, homeless people, and the beggars. This causes beggars to operate more freely, compared to other cities such as Jakarta, which has had a special regional regulation that regulates sanctions for beggars (Medcom.id, 2021b).

Fourth, based on the results of a pre-research interview from the Head of the Child and Elderly Section of the South Tangerang City Social Service and the South Tangerang City Satpol PP in July 2022, that the problem of handling beggars is caused by one of them, South Tangerang City until now does not have a Social Institution or social protection house for residents. Need for Social Welfare Services (PPKS), especially beggars (Zonabanten.pikiran-rakyat.com, 2021). According to the background described above, a deeper study is needed regarding the effectiveness of the South Tangerang City Social Service in dealing with PPKS/Beggars in South Tangerang City.

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RESEARCH METHOD

This study uses a descriptive method with a qualitative approach. The internalization of the qualitative approach is that this research tries to understand and explore the effectiveness of the Social Service in dealing with beggars in South Tangerang City. Data collection is done by interview, observation, and documentation. Meanwhile, the determination of interview informants was carried out using a purposive technique.

The parties interviewed included: Head of the Social Rehabilitation Section for Social Tunas and Victims of Trafficking in Persons, Head of the Rehabilitation Division of the South Tangerang City Social Service, the Quick Response Team (TRC) of the South Tangerang City Social Service, Head of the Cooperation Section of the Civil Service Police

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Unit of South Tangerang City, Beggars, Non-Governmental Organizations: “Marcilea's Home Cares for Social”.

On the other hand, data analysis in this study uses the Miles and Huberman technique which consists of data reduction, data presentation, and drawing conclusions. (Miles et al., 2018), and the main theory used as an analytical tool is Steers, et.al.'s theory of organizational effectiveness, which consists of 4 indicators of organizational effectiveness which include: organizational characteristics, environmental characteristics, worker characteristics, and management practices (Steers et al., 1985). While the validity test uses a source triangulation technique, which is getting data from different sources with the same technique, and a triangulation method where the validity of research data is checked using more than one data collection technique such as interviews, documentation, and observation.

RESULT AND DISCUSSION

Organizational Characteristics

In organizational characteristics, there is an organizational structure and placement of employees who play a very important role in regulating relations between work units, as well as dividing and coordinating tasks and authorities more effectively. The organizational structure of the South Tangerang City Social Service is in accordance with applicable regulations, because it refers to the Mayor's Regulation (Perwali) Number 34 of 2017 concerning Amendments to Mayor's Regulation Number 65 of 2016 concerning the Position, Organizational Structure, Duties, Functions and Work Procedures of the Tangerang City Social Service South. However, the placement of the majority of Social Service employees is not in accordance with their field, or not based on their educational background. Of the total 15 employees, only 1 employee has a history of education in the social sector, namely the Head of the Section for Social Empowerment for the Poor. While the other 14 employees do not come from a social science background. The composition of the 15 Social Service employees is illustrated in the table below:

Table 1. The Composition of South Tangerang City Social Service Employees Based on Educational Background

| No. | Position | Rank/Class | Educational Background |
|-----|---|---------------------------|------------------------|
| 1 | Head of Social Service | Supervisor Level I / IV b | Masters of Management |
| 2 | Secretary to the Head of Social Service | Supervisor / IV a | Master of Management |
| 3 | Head of General Affairs, Personnel and Finance | Supervisor / IV a | Masters of Science |
| 4 | Head of Planning | Supervisor / IV a | Master of Management |
| 5 | Head of Social Empowerment and Handling of the Poor | Supervisor / IV a | Master of Law |
| 6 | Head of Rehabilitation | Supervisor / IV a | Master of Management |
| 7 | Head of Social Security Protection Division | Supervisor / IV a | Master of Science |
| 8 | Head of Social Institutional Empowerment | Supervisor / IV a | Master of Education |

| | | | |
|----|--|---------------------------|--------------------------------|
| 9 | Head of Assistance for Stimulant Assistance and Environmental | Supervisor Level I / IV b | Bachelor of Government Science |
| 10 | Head of Social Empowerment for the Poor | Administrator I / III d | Bachelor of Social |
| 11 | Head of Child and Elderly Social Rehabilitation | Administrator I / III d | Bachelor of Economics |
| 12 | Head of Social Rehabilitation for Persons with Disabilities | Administrator I / III d | Bachelor of Economics |
| 13 | Head of Social Rehabilitation Section for the Socially Impaired and Victims of Human Trafficking | Administrator I / III d | Bachelor of Education |
| 14 | Head of Family Social Security | Administrator / III c | Senior High School |
| 15 | Head of Social Protection for Victims of Natural Disasters | Administrator / III c | Senior High School |

Source: Primary Data (Processed by Researchers)

On the other hand, regarding the types/characteristics of social services carried out by the Social Service in dealing with beggars, it is in the form of basic Social Rehabilitation services for socially disabled, specifically for homeless people and beggars. This service is regulated in the Minister of Social Affairs Regulation Number 9 of 2018 concerning Basic Service Technical Standards on Minimum Service Standards in the Social Sector in the Province and Regency/City Areas. Furthermore, in the Minister of Social Affairs Regulation number 8 of 2019 it is regulated regarding the standards for the Quantity and Quality of Goods and/or Services in Regency/City Areas that must be accepted by beggars, including; 1) Data collection and complaints; 2) Emergency services; and 3) Fulfillment of basic needs.

In terms of complaint services function, the Social Service does collect data but the Social Service does not have public services related to complaints or questions. Whereas the obligation to provide complaint services has also been regulated in various policies such as: Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services, Presidential Regulation Number 76 of 2013 Article 3 concerning Complaints Facilities, Regulation of the Minister of State for Empowerment of State Apparatus Number 13 of 2009 concerning Guide to Improving the Quality of Public Services with Community Participation, and Presidential Regulation Number 76 of 2013 concerning Management of Public Service Complaints. In these policies, in principle, public service providers are required to have a complaint management unit.

Meanwhile, from the emergency service function carried out by the Social Service, namely emergency services for beggars found on the side of the road with an unhealthy or sick condition, the beggars will be immediately contacted to the South Tangerang City Regional General Hospital. On the other hand, in the function of meeting basic needs, the Social Service in providing social services to beggars by collecting data and documentation, then conducting an assessment or conducting interviews to dig deeper information, then fostered or fulfilled their basic needs according to the needs of service recipients based on the results of the assessment. . The last step is reunification, where beggars will be returned to their families as soon as possible or sent back to their original homes. Services for fulfilling basic needs are conditional in accordance with the problems of beggars.

Environmental Characteristics

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Environmental characteristics are divided into 2 aspects, the internal environment and the external environment. From the aspect of the internal environment, the available administrative facilities provided by the Social Service in carrying out social services for handling beggars are sufficient and in accordance with standards, such as computers, printers, stationery, Official Notes, and telephones provided by the Social Service. The Social Service also has a rescue car which is used by the Rapid Response Team (TRC) for monitoring and outreach to beggars. However, the shelter facilities are very inadequate so that in supporting the effectiveness of social services in handling beggars it has not run optimally.

The Social Service Shelter House is still far from the standard of need because there is no psychological consulting room, and only has 6 rooms consisting of 4 rooms, 1 kitchen, and 1 bathroom that can be used for PPKS. The physical condition of the shelter building is also not maintained which shows the condition of the walls of the building that is shabby, the roof is mossy, the door is not suitable for use, the bathroom floor is damaged, and the lighting is too dim. In terms of the internal environment represented by the various facilities and infrastructure above, it can be said that the Social Service has not been maximal in providing social rehabilitation services for beggars. The Department of Social Affairs is still unable to maintain, renew, and develop infrastructure facilities that can support social rehabilitation services for beggars. The convenience of PPKS being accommodated in the Shelter House has not yet become a priority for the Social Service in carrying out its services. An illustration of this condition can be seen in the following photos:

Figure 1: Internal Environment of Social Service Shelter House



Source: Documentation of Research

Meanwhile, in terms of the external environment, there are still some research findings that become obstacles in realizing the effectiveness of handling beggars by the Social Service. First, there is still a lack of awareness of the people who are accustomed to giving donations in the form of money to beggars. Second, the low human capacity, there is also a factor in the ignorance of beggars to do a more decent job, so they are forced to beg on the street and make it a profession. Third, the lack of firmness of the local government apparatus (Pamong Praja Police Unit) in handling beggars. The Civil Service Police Unit has the task of controlling beggars, but from the results of field observations, the reality is that in the field there are still beggars who are only reprimanded and not taken for action.

Worker Characteristics

Characteristics of workers are factors that greatly affect the effectiveness of the organization. Within each individual within the internal organization, it is possible to find many differences, but the most important thing is how these differences do not prevent the organization from achieving its goals. The first indicator explores whether there is a mismatch in the workload at the South Tangerang City Social Service. Then how about the quality of employees and staff of the South Tangerang City Social Service. The results obtained regarding whether there is a mismatch in the workload found there is no mismatch in the workload at the South Tangerang City Social Service.

Handling beggars is in accordance with applicable regulations, and is in accordance with their respective duties. The role and duties of the Social Service in this case are to provide social rehabilitation services to beggars through handling, foster³, and providing social infrastructure and facilities based on applicable standards, namely Minister of Social Affairs Regulation Number 9 of 2018 Minimum Service Standards for Social Affairs. In this policy, one of the social issues related to the handling of homeless people and beggars is Social Rehabilitation specifically for homeless people and beggars. While the Civil Service Police Unit (Satpol PP) in this case only has the task of enforcing Regional Regulation No. 9 of 2012 to maintain public order and public peace and protect the community.

The Civil Service Police Unit (Satpol PP) has the authority to discipline and execute and conduct raids on beggars, and the final step is to take them (beggars who are raided) to the Social Service for rehabilitation. Meanwhile, there is also the Social Service Quick Reaction Team which has the task of monitoring or outreach and providing directions or persuasive appeals to beggars. In addition, there is also the role of the Non-Governmental Organization (NGO) Rumah Marcilea Peduli Sosial which has collaborated with the Social Service. So that it can be said that the Social Service employees¹³ are not overloaded with work, and have carried out their business in handling beggars in accordance with their main duties and functions.

In terms of the quality of Human Resources in the Social Service of South Tangerang City, especially in the field of Social Rehabilitation in dealing with beggars, it is quite good because it is responsive and accountable. Beggars caught in raids are accommodated at the Social Service, given their basic needs by always providing food, health checks, coaching/education through a persuasive approach such as being given instructions not to beg anymore (especially while carrying children), and being educated if begging is prohibited and there are criminal penalties. In terms of quantity in handling beggars, it is known that in the Social Rehabilitation Sector there are 7 nurses, 3 cooks, 10 people per section in the Social Rehabilitation Sector, Administrators, and there are also 19 Rapid Response Teams that function to support the role of the Social Service in the South Tangerang City.

However, the counseling and education provided by officers to rehabilitated beggars is still not effective enough. This is because in the field there are still beggars who have been caught in raids and have received services from the Social Service, but still return to the streets to beg. In addition, based on the results of interviews with beggars in South Tangerang City, they also do not want to be beggars, so they expect the Social Service to provide social assistance such as basic materials, as well as better job opportunities.

Management Practices

The results of the study found that there were 3 management practices in handling beggars in South Tangerang City. First, Preventive Handling. Coordinated by the Social Service, namely by coordinating and routine patrols, as well as forming a Quick Response Team. Routine coordination is carried out once a week and discusses how to effectively

handle PPKS (including beggars) and progress reports. Meanwhile, routine patrols are carried out twice a week by the Head of the Social Welfare Section and the team, as well as officers from the Civil Service Police Unit (Satpol PP) in the Ward and District. The goal is to reduce or minimize the proliferation of beggars in South Tangerang City.

On the other hand, the Rapid Response Team (TRC) was formed by the Social Service of South Tangerang City as an emergency unit in the social sector in order to assist the task of the Social Service. The Rapid Response Team (TRC) is divided into 2, namely the Outer and Inner TRC. The External TRC is in charge of monitoring and outreach if there are reports from the public regarding the presence of beggars. If a report comes in, the Outer TRC will reach out to the place, conduct an assessment, and give persuasive appeals to beggars in the field. Meanwhile, the Inner TRC plays a role in picking up beggars who have been handled by the Outer TRC in the field to be temporarily accommodated at the Social Service Shelter House, or if in an emergency (such as the beggar is sick) then the Inner TRC can also take him to the RSUD in an operational car provided by the Social Service. The operating schedule of the Outer TRC is not tied to working hours, so the Outer TRC and Inner TRC can alternate, because the Inner TRC is divided into 2 shifts: morning 7:30 AM - 07:30 PM and evening 07:30 PM - 07:30 AM.

Second, Coercive Handling. When persuasive appeals and guidance from the Social Service are heeded, the Social Service and Satpol PP can enforce local regulations through coercive efforts. Coercive efforts were carried out by the Social Service and the Civil Service Police Unit (Satpol PP) by going directly to the field together, and controlling beggars. Satpol PP can carry out control and supervision because of its duty to enforce South Tangerang City Regional Regulation Number 9 of 2012 concerning Public Order and Community Peace. The enforcement is carried out based on public complaints, orders from the Social Service through an official letter that has been disposed of by the Head of the Service, and the agenda of the Satpol PP itself. At important moments routine operations are carried out to control and outreach beggars, such as in the month of Ramadan where beggars appear more often.

Third, Social Rehabilitation Handling. Rehabilitation is a recovery process carried out by the Social Service in accordance with the standards listed in the Minister of Social Affairs Regulation Number 9 of 2018 Article 28 concerning Basic Service Technical Standards on Minimum Service Standards in the Social Sector in Regency/City Areas. However, unfortunately the South Tangerang City Social Service does not have its own social home or social protection house until now. As an alternative, in 2021 the Social Service will cooperate and coordinate with an orphanage or non-governmental organization located in the Anyer area, Serang Regency to leave beggars and provide services for basic needs (especially daily meals). However, because there was no longer a budget, the Social Service stopped working with the non-governmental organization. Currently, the strategic steps taken by the Social Service for beggars are only temporarily accommodated in the Shelter House. The problem is getting more complex because the South Tangerang City Social Service Office has not developed or has a written and structured mechanism related to basic social rehabilitation services for homeless people and beggars.

CONCLUSION AND RECOMMENDATION

The effectiveness of Social Services in handling beggars as Needer for Social Welfare Services in South Tangerang City has not been fully effective. This is caused by several factors which include: 1) The educational background of the Social Service employees is not aligned with the social sector which is the main task/responsibility; 2) The Social Service does not have channels of complaints or questions for the public; 3) The shelter facilities are very inadequate so that in supporting the effectiveness of social services in handling beggars

it has not run optimally; 4) Lack of firmness of the local government apparatus (Pamong Praja Police Unit) in handling beggars; 5) Ineffective counseling and education provided by officers to rehabilitated beggars; 6) The Social Service of South Tangerang City does not have its own social home or social protection; and 7) The Social Service of South Tangerang City has not developed structured mechanism related to basic social rehabilitation services for homeless people and beggars.

According to the research findings above, this study recommends the following: 1) Intense training for employees at the Social Service Office of South Tangerang City, or additional human resources who have a background in social science studies; 2) Establish a cloud application-based public complaint channel; 3) Improving the quality of shelter facilities that are more appropriate and adequate; 4) Increased firm action by the Civil Service Police Unit; 5) Improving the quality of counseling, which is followed by an increase in work/entrepreneurial opportunities for beggars; 6) Building social institutions or social shelters, or cooperate with other City/Regency Governments in the Banten area; 7) Developing a standard mechanism for basic social rehabilitation services for homeless people and beggars.

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