



Policy In the development of social development in society: Study of implementation of regional regulation number 4 of 2008 concerning handling of homeless and beggar in the environment upt. social servicers of the social welfare office of north sumatra province

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Abstract

This study is a qualitative study that examines the policy in fostering social inmates on community Peratruran implementation study area is No. 4 of 2008 on handling of homeless and beggars in the UPT environment. Social services homeless and beggars Binjai and also aims to conclude the implementation of local regulations that are applied as the handling of citizens as beneficiaries of social welfare programs in social institutions based Budget North Sumatra Provincial Revenue. To show research results that preentif Program as information delivery strategy implementation homeless and beggars as a social problem that needs to be inhibited urban development because cause other social problems. Program preentif generally carried out by the Social Service of North Sumatra, especially in Section Victims of Trafficking / Narcotics Alcohol, psychotropic and addictive substances / Tuna for Social Affairs Social Rehabilitation to involve all stakeholders both universities and public figures and scholars to give an understanding of socio-economic, socio-political, crime and religiously. Praventif programs as social control measures undertaken to prevent and reduce the chances of the possibility of social issues impacting the lives of individuals, communities and family life squad to come. rehabilitative, return programs notch inmates and their families according to the state social advance so function as citizens that benefit themselves and the community-based independence. In addition, there are factors supporting the social development program of inmates in social institutions, namely the existence of formal rules, support facilities and infrastructure, the capacity of handling prisoners program of social rehabilitation center. While the inhibiting factors: absence of regulations as the Governor of North Sumatra and technical guidelines, the coaching process with care and social rehabilitation by the social institutions, limited budget and limited resources employee program. In addition, there are factors supporting the social development program of inmates in social institutions, namely the existence of formal rules, support facilities and infrastructure, the capacity of handling prisoners program of social rehabilitation center. While the inhibiting factors: absence of regulations as the Governor of North Sumatra and technical guidelines, the coaching process with care and social rehabilitation by the social institutions, limited budget and limited resources employee program. In addition, there are factors supporting the social development program of inmates in social institutions, namely the existence of formal rules, support facilities and infrastructure, the capacity of handling prisoners program of social rehabilitation center. While the inhibiting factors: absence of regulations as the Governor of North Sumatra and technical guidelines, the coaching process with care and social rehabilitation by the social institutions, limited budget and limited resources employee program.

Keywords: public policy, policy implementation, development

1. Introduction

Public policy undertaken a series of activities related to the handling policy makers community life problems both social and economic life, social, political, cultural and social collected in a series of events occur directly or indirectly around us. However, problems occurred not caused by nature but something created by the conditions on the socio-economic constraints, the relatively low education consequently citizen groups live vagrancy and begging to survive in urban areas.

The phenomenon of homeless and beggars always give social issues also order that can interfere with a sense of security, harmony of the social life of society, it takes real effort to empower the implementation of community members vagrants and beggars. The problem of vagrants and beggars in urban areas of North Sumatra Province need treatment comprehensively planned and terintegritas concentrated on changes in social life better by basing human rights in accordance the 1945 Constitution article 34

paragraph 1 that the poor and children displaced maintained by the state, paragraph 2, that the State develop a system of social security for all people and to empower them weak and unable to conform with human dignity. The mechanism followed the rules of Law No. 23 of 2014 on Regional Government,

Thus the head of the local government official elements of the Regional Government which led the implementation of government affairs under the authority of the autonomous region. Based on the North Sumatra Provincial Government issued Decree No. 4 of 2008 area on the Handling of Homeless and Beggars. This policy rule that contains norms that focus in the treatment of community members vagrants and beggars. According Regulation No. 4/2008, Article 1, paragraph 8 and paragraph 9, that the homeless are people who live in a state not in accordance with the norms of decent kehiodupan and homeless as well as jobs remain in certain areas nomadic in place- public places. While beggars are people who earn a living by begging in public in various

ways and reasons to expect the mercy of others. Further handling is an activity which aims to prevent vagrancy and begging, and prevent the spread of impact caused in the community, and promote re homeless and beggars became members of the public who live esteem (Bylaw No.4 / 2008; verse 10).

2. literature Review

2.1. Public Policy in Public Organizations

Public policy into something essential and substantial even fundamental. Because it concerns about the way we see and understand the objectives and ideals why forming a state. Aspiration to establish a state that can not be released to the principles of the philosophy, values and ideology of a country. The progress of a country is closely related to idiologinya as a universal principle that ensures the needs and interests of its citizens (Kurniawan, 2015: 32).

The term public policy according to John Dewey in his book *Logic: The Theory of Inquiry*". He took care of the experimental nature of how to measure the wisdom (policy). It then explores how the plans of action must be chosen from the alternatives and how to observe the effects that can be used as a test of the right (Thoah, 2008; 104). Meanwhile, according Eyston in Wahab, 2014; 13) Public policy is "the relationship of governmental units to its environment" (inter-relationship that developed between unit / unit of government with its surroundings).

2.2. Social Policy and Public Policy

Social policy is a form of public policy. Social policy is a government decree created to respond to the issues that are public, that address social problems or meet the needs of many people (Suharto, 2013: 10). According to Bessant, Watts, Dalton and Smith (2006: 4): in brief social policy refers to what is done by the government in an effort to improve the quality of human life by delivering a variety of income support, social services programs and other social benefits. As a public policy, social policy has a preventive function (prevention), curative (healing), and development (developmental). Social policy is a provision designed collectively to prevent social problems (preventive function),

2.3. Institute for Public Service Operator

Institutions executive branch is one of the branches of power in the state in view of Montesquie in his *Lespirit des Lois* (1748) - (by Immanuel Kant popularized as *Trias Politica*) - a branch of power which has the function of executing the law / rule (Sirajuddin *et al* (2011 ; 47-48).

2.4. Top Theory Theory of Policy Implementation

Implementation of the policy can simply be defined as the process of translating the rules into a form of action. In practice, implementation of the policy is a process that is so complex even less politically charged because of its form of intervention various interests (Agustino, 2017: 126). While Van Master and Van Horn in Wahab (2005), that formulates an implementation process are acts committed by individuals or authorities or groups of government / private sector aimed at achieving the objectives outlined in the policy decision.

2.5. Social Services in Handling Citizens Social Patronage

Suharto (2013: 13), suggests that "social services relating to the concept of the welfare state (welfare state). The welfare state is a system that gives a role to the country's pro-active and responsive in providing social services to its citizens. In addition, as an organized activity, social services can not be separated from social work as a profession of humanity which has the main task of delivering or distributing social services.

2.6. Employee performance

Basically, the performance is the result of one's work achieved by the employee in performing the tasks and work assigned to him. The term performance Mangkunegra (2000: 57) states originated from job performance or the actual performance (actual job performance or achievements attained by someone). Definition of performance (performance) is the result of the quality and quantity of work achieved by someone employee in performing their duties in accordance with the responsibilities given by superiors head.

While Moeheriono (2009: 60), explains, the notion of performance or the performance of an overview of the level of achievement of the implementation of a program of activities or policies in realizing the goals, objectives, vision and mission of the organization that poured through the strategic planning of an organization.

3. Research Methods

3.1. Qualitative Research Approach

Qualitative research approach through understanding the research process-oriented method based on investigation of the phenomenon of human social environment both as individuals and social groups. Thus the use of perspective is intended as a descriptive qualitative research methodology explained in the editorial contains narratives related research studies that occurred in the implementation of Regional Regulation No. 4 of 2008 on the Handling of Homeless and Beggars in the Environment Unit of Social Services Social Service Binjai, North Sumatra.

3.2. Research Focus

This research foccus appropriate guidelines for the implementation of Regulation No. 4 of 2008 on the Handling of Homeless and Beggars are:

1. Preentif is activity implement guidance to the public so as to understand danmau to prevent the occurrence of anything violations of law by giving an understanding or counseling to the community.
2. Preventive action is a systematic effort to prevent vagrants and beggars. This is done through social counseling, social assistance, social assistance, expansion of employment opportunities, local settlements, improving health and education.
3. Responsive is work done systematically to eliminate and prevent the spread of homeless and begging in public. For that there is some activity in the responsive as demolition, assistance, temporary shelters with mengoptmalkan orphanage / shelter and return to their families and communities.
4. Rehabilitation is a systematic effort to develop (grow) the ability of homeless and beggars in order to live in accordance with human dignity. It dilaksanakan in collaboration with various agencies concerned and the

pillars of public participation that are cross-sectoral and cross-program. It contains guidance rehabilitative physical activity, mental, social, and resocialization.

Furthermore, in the process the focus of this study was also conducted observations of the various factors supporting and implementing local regulations No. 4 of 2008 on the handling of homeless and beggars on the technical and operational units Binjai Social Office of North Sumatra Province in a bid to stage the service role and function of social service institutions for inmates social.

3.3. Data Analysis Technique

Technical analysis of the data is concentrated with the process of forming a systemic organization of data in order to generate discussion directed and controlled according qualitative research purposes. According to Miles & Huberman (1992: 15-16) analysis consists of three flow of activities occurring simultaneously: data reduction, data presentation, drawing conclusions / verification.

4. Discussion

4.1. Handling Policy Citizens Social Patronage

Policy in the handling of prisoners social Technical Implementation Unit Social Services Homeless and Beggars Binjai under the coordination of Social Service of North Sumatra province has a good potential at least alleviate the problem of fostering a mentality of inmates social backgrounds vary in communities that are far from decent life without the ability to compete with community members better economic life.

In an effort to optimize the tasks and functions of UPT. Social Services Homeless and Beggars Binjai Regional Regulation No. 4 of 2008 on the Handling of homeless and beggars as a pattern of actions planned and teorganisir by providing social welfare programs to inmates socially accepted through operational standard procedural set by the Technical Implementation Unit Social Services Homeless Beggars Binjai and formal regulations.

4.1.1. Analysis of Preentif

Preentif program is an activity implement guidance to the public so as to understand and want to prevent the occurrence of anything violations of law by giving an understanding or counseling to the community. For programs that contain extension activities, explanation of homeless and beggars problem in the community as early as possible to prevent the non-occurrence of violations of the law. Preentif program as related information delivery strategy implementation issues homeless and beggars as a social problem that required hampered its development in urban environments because they can lead to other social problems. Program preentif generally carried out by the Social Service of North Sumatra, especially in Section Victims of Trafficking / Narcotics Alcohol, psychotropic and addictive substances / Tuna Social (KPO / NAPZAH / SHOOTs) from the Field of Social Rehabilitation to involve all stakeholders both college and community leaders and scholars in order to provide an understanding based socio-economic, socio-political, crime and religiously. Effective program preentif need for coordination, integration and synchronization in cooperation with the government of the District / Municipal Social Service of North Sumatra Province in addressing homeless and beggars.

4.1.2. Analysis of Praventif

Praventif as social control measures undertaken to prevent and reduce the chances of the possibility of social issues impacting the lives of individuals, communities and family life squad to come. As a socially control measures undertaken to prevent and reduce the chances of the possibility of social issues impacting the lives of individuals, communities and family life squad to come. The program includes social counseling, social assistance, social assistance, expansion of employment opportunities, local settlements, improving health, and improving education. In implementation of this preventive program both North Sumatra Provincial Social Service and Technical Implementation Unit of Social Services Homeless and Beggars Binjai always coordinate in order to integrate the program in accordance with the organization's vision and mission objectives of social services of North Sumatra province.

4.1.3. Analysis of Responsive

This responsive program activity is oriented as enforcement efforts through a system of planned activity that mental life of citizens begging and vagrancy in certain urban environment for the citizens will not happen again. As the process of reception of inmates socially based on the assessment conducted by social workers in order to know the background of the lives of inmates of social appropriateness of the recommended as a candidate for inmates / client as a recipient of social welfare programs in the Technical Implementation Unit of Social Services Homeless and Beggars Binjai. This responsive program implementation process was done by the Social Service of North Sumatra province through sexy Kpo / NPJAH / Social Tuna to provide recommendations regarding the prisoners to be followed in UPT. oriented as enforcement efforts through a system of planned activity that mental life of citizens begging and vagrancy in certain urban environment for the citizens will not happen again. So that the responsive program as outlined in Bylaw No.4 of 2008 on the Handling of Homeless and Beggars become a reference, especially in UPT PS Gepeng Binjai which is based also with the vision and mission of the North Sumatra Provincial Social Service of "A society of North Sumatra prosperous, independent and free of social welfare issues." in addition to considering the human rights embodied in the legislation in force as article 34 UUD 1945 paragraph 1, that the poor and neglected children maintained by the state. It explain every citizen has the right to be considered in the form of social welfare services by the state as a government provide Prosperous policy rule for the sake of its citizens without exception for a decent living for humanity. 4 of 2008 on the Handling of Homeless and Beggars become a reference, especially in UPT PS Gepeng Binjai which is based also with the vision and mission of the Social Service of North Sumatra Province that "A society of North Sumatra, prosperous, independent and free from social welfare problems." In addition to consider the human rights embodied in the legislation in force as article 34 UUD 1945 paragraph 1, that the poor and neglected children maintained by the state. It explain every citizen has the right to be considered in the form of social welfare services by the state as a government provide Prosperous policy rule for the sake of its citizens without exception for a decent living for humanity. 4 of 2008 on the Handling of Homeless and Beggars become a

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4.1.4. Analysis of Rehabilitative

Program process in order to restore the social position of prisoners and their families according to previous state so it can function again as citizens that benefit themselves and the community-based independence. Program rehabilitative effort requires a means of support and understanding of all the people in order to understand and know that conditions those who have a mental background live in poverty with no place to live homeless and to preserve life in the urban environment by begging. Based article 11 of Regulation No.4 / 2008 on the handling of homeless and beggars, that the guidance in the form of physical rehabilitation, mental guidance, social guidance, counseling skills, social security provision and resocialization. Efforts social rehabilitation program of social or client inmates made through social institutions on the budget of the North Sumatra provincial government implemented a Technical Implementation Unit (UPT) Social Services Homeless and Beggars Binjai. Content programs offered and carried oriented social help inmates as recipients of social welfare program after going through the process asesment by social workers to determine background and family life so that the rehabilitation process can be run in accordance with the programs supported by the existing infrastructure in social institutions.

4.2 Analysis of factors areFactor Supporting and Inhibiting

4.2.1 Analysis of the factors Supporter

Empowerment or empowerment implementation of programs based on the provisions that have been formulated in the form targeted as clients / inmates social gain force authorities to act with kenputusan and define actions appropriate to the circumstances in the extent of inmates social / client to be capable of self-confidence in order to empower what is owned and facilitated in the UPT environment. Effecting positive contribution of all the potential that exists through social development program inmates are a number of supporting factors in the implementation of the handling of bums and Beggars in the process of social services in social institutions such as First, the formal rules, the Regional Regulation No. 4 of 2008 on the Handling of vagrants and beggars. This has been clearly stated in the penaganan basics homeless and beggars held at the Technical Implementation Unit of Social Services Homeless and beggars Binjai. Second, support facilities and infrastructure that are beneficial to inmates of social rehabilitation center. Means 1 piece jetor machine that serves for processing of agricultural land, infrastructure livable homes, offices, warehouses, clinics, soup kitchens, the food menu is good and nutritious, houses of worship,

agricultural land. Third, public support, as a form of social participation against inmates to support social programs in the handling of prisoners Gepeng Binjai UPT Social Services in order to effectively and efficiently according to the program achieve social independence of prisoners in accordance with the time period of only two years under the contract. Public support in the form of cooperation with a working capital of agriculture for the seeds of corn were good, fertilizers and toxic pest of corn, and working capital for the processing of farm mutual benefit, where if the harvest is successfully sold to investors as the market price and the results saved inmates social preparation for termination. as a form of social participation against inmates to support social programs in the handling of prisoners Gepeng Binjai UPT Social Services in order to effectively and efficiently according to the program achieve social independence of prisoners in accordance with the time period of only two years under the contract. Public support in the form of cooperation with a working capital of agriculture for the seeds of corn were good, fertilizers and toxic pest of corn, and working capital for the processing of farm mutual benefit, where if the harvest is successfully sold to investors as the market price and the results saved inmates social preparation for termination. as a form of social participation against inmates to support social programs in the handling of prisoners Gepeng Binjai UPT Social Services in order to effectively and efficiently according to the program achieve social independence of prisoners in accordance with the time period of only two years under the contract. Public support in the form of cooperation with a working capital of agriculture for the seeds of corn were good, fertilizers and toxic pest of corn, and working capital for the processing of farm mutual benefit, where if the harvest is successfully sold to investors as the market price and the results saved inmates social preparation for termination.

4.2.2 Analysis of the factors Inhibiting

The handling of inmates socially based program that has been planned as a coaching strategies mentality attitudes and behavior of inmates social / clients and their families who have a life experience that is difficult for the problems of socio-economic and socio-cultural although the presence of management program conducted Unit technical implementing social services Homeless and beggars Binjai. First lack of regulatory Governor of North Sumatra as technical implementation guidelines and Local Regulation No. 4 of 2008 on the implementation of the handling of social prisoners in UPT. Social services homeless and beggars Binjai under the coordination and control of social Department of North Sumatra province. Secondly, the coaching process with care and social rehabilitation by the social institutions, Only 2 year employment contract against inmates social should be able to live independently in accordance programs offered potential can not be realized properly, because they are social psychology, they generally have the mentality of himself and his family to thrive in an environment of social institutions, the reality comes out officially and there are no official or not disciplined according to the agreement to live in social institutions. Vagrancy and begging mentality, undisciplined and rely mercy of others is the foundation of their lives. Third, the budget constraints social program costs inmates, a barrier optimal program objectives as outlined in Bylaw No. 4/2008

about penangan homeless and beggars in the Social Services Unit Gepeng Binjai. Fourth, employee resource constraints as the executor of parenting programs and social rehabilitation. Follow-up of the policy leadership of the organization technical and operational units of social services vagrants and beggars Binjai provide opportunities duties and responsibilities involve all the administrative staff and all the sexy as sexy pengsuhan and social rehabilitation, sexy termination and fostering further, as well as social workers who initially have multi function in the handling of prisoners of social and administrative offices a number of employees involved.

5. Conclusions and Suggestions

5.1. Conclusion

- 1) Preentif as programs that contain extension activities, explanation of homeless and beggars problem in the community as early as possible to prevent the non-occurrence of violations of the law. Preentif program as related information delivery strategy implementation issues homeless and beggars as a social problem that required hampered its development in urban environments because they can lead to other social problems.
- 2) Praventif as social control measures undertaken to prevent and reduce the chances of the possibility of social issues impacting the lives of individuals, communities and family life squad to come. The program includes social counseling, social assistance, social assistance, expansion of employment opportunities, local settlements, improving health, and improving education.
- 3) Responsive as the process of receiving inmates socially based on the assessment conducted by social workers in order to know the background of the lives of inmates of social appropriateness of the recommended as a candidate for inmates / client as a recipient of social welfare programs in the Technical Implementation Unit of Social Services Homeless and Beggars Binjai, This responsive program implementation process was done by the Social Service of North Sumatra province through sexy Kpo / NPJAH / Social Tuna to provide recommendations regarding the prisoners to be followed in UPT. oriented as enforcement efforts through a system of planned activity that mental life of citizens begging and vagrancy in certain urban environment for the citizens will not happen again.
- 4) Rehabilitation, the program process in order to restore the social position of prisoners and their families according to previous state so it can function again as citizens that benefit themselves and the community-based independence. Program rehabilitative effort requires a means of support and understanding of all the people in order to understand and know that conditions those who have a mental background live in poverty with no place to live homeless and to preserve life in the urban environment by begging.
- 5) The supporting factors, There are a number of supporting factors in the implementation of the handling of bums and Beggars in the process of social services in social institutions such as First, the formal rules, the Regional Regulation No. 4 of 2008 on the Handling of vagrants and beggars. Second, support facilities and infrastructure that are beneficial to

inmates of social rehabilitation center. Third, public support, as a form of social participation against inmates to support social programs in the handling of prisoners Gepeng Binjai UPT Social Services in order to effectively and efficiently according to the program achieve social independence of prisoners in accordance with the time period of only two years under the contract.

- 6) Obstacles, First lack of regulatory Governor of North Sumatra as technical implementation guidelines and Local Regulation No. 4 of 2008 on the implementation of the handling of social inmates in social UPT.Pelayanan homeless and beggars Binjai under the coordination and control of social Department of North Sumatra province. Secondly, the coaching process with care and social rehabilitation by the rehabilitation center, which is only 2 years of the contract of employment to inmates social should be able to live independently in accordance programs offered potential can not be realized properly, because they are social psychology, they generally have the mentality of himself and his family is difficult to grow in areas of social institutions, the reality comes out officially and there are no official or not disciplined according to the agreement to live in social institutions. Third, Budget limitations of social program costs inmates, a barrier optimal program objectives as outlined in Bylaw No. 4/2008 about penangan homeless and beggars in the Social Services Unit Gepeng Binjai. Fourth, lack of resources as the executor employee care and social rehabilitation program.

5.2. Suggestion

1. Need for improvement of local regulations in the field of handling homeless and beggars especially at the Technical Implementation Unit and supported Governor Regulation as guidance and technical implementation of local regulations in the handling of social prisoners. Governor Regulation is interpreted as laws and regulations that are set by the governor setting to execute commands legislation a higher or to conduct local government authority, especially in the technical Implementation Unit Social Services Homeless and Beggars.
2. Knowingly foster inmates socio although the process asesment well and strengthened written agreement on stamp duty who signed the husband and wife in the hope they need to obey the rules and discipline in the institution during the contract 2 years, but the difficulty of changing bad habits attitude mentality is not discipline in the social institutions, then need to increase the patience and persuasion to the citizens binnaan social and family with affection among God's creatures.
3. Limitations cost has always been a barrier to optimize social service programs in the social institutions. Social assistance budget is part of budget revenues and expenditures allocated in indirect spending. Budgeting according ceiling / budget according the budget available annually. The system proposed by the Unit for Social Office of North Sumatra Province and then they establish how the amount is determined, then the Technical Implementation Unit to follow what was decided by the leadership of Provincial Social Service

North Sunmatera. UPT just adjust budgets for UPT. The type of budget inmates ate social costs, the operating budget of UPT, rehab budget offices, homes, facilities and other infrastructure. But admittedly fairly limited budget available so that there were improvements in citizens' housing are damaged, there is a damaged office building can not be repaired, budget coaching program social inmates also limited menu of food and shelter nutrition only. With the above issues, the need to increase the amount of budget that is feasible as an increase in the guidance program inmates of social rehabilitation center and necessary to formulate clear rules if there is a third party as a financier working business coaching program skills such as farming corn in order to doubts and uncertainties can be avoided and further increase public confidence in the social policy program for people who are less fortunate to become self-sufficient in the life of society are fully competitive. No damaged office building can not be repaired, budget coaching program social inmates also limited menu of food and shelter nutrition only. With the above issues, the need to increase the amount of budget that is feasible as an increase in the guidance program inmates of social rehabilitation center and necessary to formulate clear rules if there is a third party as a financier working business coaching program skills such as farming corn in order to doubts and uncertainties can be avoided and further increase public confidence in the social policy program for people who are less fortunate to become self-sufficient in the life of society are fully competitive. No damaged office building can not be repaired, budget coaching program social inmates also limited menu of food and shelter nutrition only. With the above issues, the need to increase the amount of budget that is feasible as an increase in the guidance program inmates of social rehabilitation center and necessary to formulate clear rules if there is a third party as a financier working business coaching program skills such as farming corn in order to doubts and uncertainties can be avoided and further increase public confidence in the social policy program for people who are less fortunate to become self-sufficient in the life of society are fully competitive.

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