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Intergovernmental Relations in Handling People with Social Welfare Problems in the City of Pekanbaru

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Article Info

Keyword: Abstract: This research examines the relationship Intergovernmental between governments in dealing with people with social welfare problems in Pekanbaru City, where researchers Relations; found symptoms of an increasing number of street Government; children and also children in conflict with the law as part Management; People with social of people with social welfare problems. This research aims to determine the extent of the role of regional apparatus welfare problems. organizations and organizational units in the Pekanbaru city regional government in dealing with people with social welfare problem status. This research was conducted using a qualitative approach by presenting data related to intergovernmental relations which includes leading aktors, central features, authority patterns and conflict resolution methods in handling people with social welfare problems. The results of the research show that the lack of regularity and interaction between related agencies/departments in dealing with children who are in conflict with the law, the lack of attention and handling of people with social welfare problems, especially children who are in conflict with the law, has caused an increasingly massive growth in the number of children involved in legal cases in Pekanbaru City. The synergy and commitment of each relevant party in the Pekanbaru City Government is an alternative solution to problems for people with social welfare problems in the City of Pekanbaru by strengthening

interactions between interested actors in the Social Service, Regional Indonesian Child Protection Commission and other related parties.

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INTRODUCTION

The term social welfare for the Indonesian people is one of the objectives of the establishment of the Indonesian state contained in the 1945 Constitution. As a follow-up to this mandate, the Republic of Indonesia Law Number 11 of 2009 concerning Social Welfare also guarantees that all Indonesian people can feel welfare fairly and evenly. The rules as referred to previously mandate that social welfare for all Indonesian people be regulated through social security, social empowerment, social protection and social rehabilitation. In order to handle social welfare problems, the existence of the Riau Provincial Social Service has been felt to be beneficial by the community. This can be seen from the number of handling of Social Welfare Problems (PMKS) in Riau Province. The social service has targeted handling of PMKS as many as 34,602 people, and has been able to be handled until 1989/1999 as many as 23,671 people. As for the development of potential and sources of social welfare as many as 570 social welfare workers/social volunteers and 546 social organizations. This handling is local carried out by the government (social department), government/related agencies and the surrounding community.

From the provisions and regulations of Pekanbaru city number 9 of 2016 concerning the formation and composition of Pekanbaru city regional apparatus. That in order to implement the provisions of article 3 paragraph (1) of government regulation number 18 of 2016 concerning regional apparatus, it is necessary to stipulate Pekanbaru city regional regulations concerning the formation and composition of Pekanbaru city regional apparatus. Regional apparatus is an element that assists the regional head and regional representative council in organizing government affairs that are the authority of the region. The Mayor of Pekanbaru, Riau Province, also stipulates, Pekanbaru mayoral regulation number 97 of 2016, concerning the position of the organizational structure, duties and functions and work procedures of the Pekanbaru city social service. The social service is an agency that assists the government regarding problems or affairs in the social sector and other assistance tasks, such as formulating technical policies in the social sector, fostering and implementing affairs or tasks in the social sector, organizing government affairs and public services in the social sector. The social service is also divided into several structures and each section has different tasks. To overcome problems in the social sector, especially regarding the poor, especially marginalized children/abandoned

children, they must pay more attention to these marginalized children so that they can also enjoy their childhood.

Regulation of the Minister of Social Affairs Number 08 of 2012 concerning guidelines for data collection and management of data on people with social welfare problems. Chapter III PMKS and PSKS data, article 6 paragraph 1 states that: PMKS data according to type of problem is data that describes/manifests those who have lives that are not humanely feasible and have criteria for social problems including poverty, neglect, disability, remoteness, social disability, and behavioral deviations, victims of disasters and victims of violence, exploitation and discrimination. The types, definitions, and criteria of PMKS as referred to in Article 6 paragraph 1 are: Abandoned toddlers, Abandoned children, Children in conflict with the law (ABH), Street children, Children with disabilities, Children who are victims of violence, Children who need special protection, Abandoned elderly, People with disabilities, Prostitutes, Vagrants, Beggars, Scavengers, Minority groups, Former inmates of correctional institutions (BWBLP), People with HIV/AIDS (ODHA), Victims of drug abuse, Victims of human trafficking, Victims of violence (KTK), Victims of natural disasters, Victims of social disasters, Migrant workers with social problems, Women at risk of socioeconomic problems, The poor, Families with social psychological problems and Remote indigenous communities.

As explained above, people with social welfare problems have at least 26 categories with characteristics and differences from each type. Those included in the category of people with social welfare problems include abandoned children, children in conflict with the law, street children, children who are victims of violence, people with disabilities, prostitutes, neglected elderly people, victims of trafficking, former inmates of correctional institutions, the poor, people with HIV / AIDS and other PMKS categories. People with welfare problems are individuals or families who due to obstacles, difficulties or disturbances cannot carry out their social functions because they cannot establish harmonious and creative relationships with their environment so that they cannot fulfill their lives independently and reasonably (Sulaeman, 2019). Law Number 35 of 2014 concerning Amendments to Law Number 23 of 2002 concerning Child Protection states that a child is someone who is not yet 18 years old, including children who are still in the womb. Children are also a trust and gift from God that must be protected, because children have a future that has dignity as whole human beings that cannot be reduced or violated by anyone.

The next explanation concerns social problems which are a mismatch between elements of culture or society, which endanger the life of a social group or hinder the fulfillment of the basic desires of the citizens of the social group, causing an imbalance in social ties (Soekanto, 2015). If defined about PMKS, it means that People with Social Welfare Problems (PMKS) are a person or family who experiences an obstacle, difficulty or disturbance in carrying out their social functions and cannot establish harmonious and creative relationships in their environment so that they cannot meet their life needs (physical, spiritual and social) adequately and reasonably (Sulaeman, 2019).

Conceptually, social welfare means restoring the social functioning of individuals and groups in carrying out their lives (Fahrudin, 2018). People with Social Welfare Problems (PMKS) are one of the social problems that are a mandatory matter for local governments. The existence of vagrants, beggars, Socio-Economically Vulnerable Women, abandoned children and street children shows that there is still a lot of poverty in the area (Handavani, 2019). Social welfare can be interpreted as a condition where people can meet their needs and can relate to their environment well (Fahrudin, 2018). Social Work is one of the disciplines that plays a role in the formation of Social Welfare Science. So that both are closely related and have a relationship with each other (Husna, 2014). Meanwhile, previous studies that discussed people with social welfare problems included finding that the role of the Sukabumi social service in overcoming poverty had not achieved its goals optimally. This is due to the limited number and guality of human resources, the budget is not yet supportive, coordination is still weak, the facilities and infrastructure needed in implementing the program are still limited (Sabarisman, 2015). Furthermore, research on people with social welfare problems also proves that the results obtained from this study indicate that the implementation of the Surabaya City Social Service Social Service program has been running well when viewed from three research indicators, namely facilitators, where the government has facilitated the PMKS community to get food assistance. The role of the government as measured by the regulator indicator can be seen from the mayoral regulations which are continuously changed so that the scope and guality of the food program become wider and better (Akbaruddin, 2018).

Based on the explanation in the introduction above, people with social welfare problems are one of the social problems that are the obligation and responsibility of the government, both the central government and local governments within the framework of the unitary state of the Republic of Indonesia. As one of the regions that is required to organize government affairs, Pekanbaru City is one of the cities in Indonesia that is not free from the problem of people with social welfare problems. This is based on the argument that a big city like Pekanbaru must admit that the rapid development of urban life patterns is often not balanced with the development of its people's abilities. In fact, some of them have actually decreased, both in quality and capacity. For example, the increasing degree of suffering of the poor in Pekanbaru City because they experience economic, social and cultural marginalization. Not to mention the increasing social problems such as social conflict between the Minang and Batak tribes and the Malays in Pekanbaru City, the character of crime, prostitution, street children and symptoms of mass action that disrupt public order. Departing from these problems, the researcher proposed a research theme on the relationship between governments in handling people with social welfare problems in Pekanbaru City.

Referring to the explanation above, the researcher in this case wants to see how the problem of social welfare problem sufferers can be handled and minimized by proposing a research theme on how intergovernmental relations in handling social welfare problem sufferers in Pekanbaru City, Riau Province. Intergovernmental relations (IGR) is a term/concept that emerged in 1940. Previously, IGR as a concept emerged in the 1930s.

Intergovernmental relations can be interpreted as a regular and continuous attachment between actors both within government institutions and outside government institutions at every level of government. Furthermore, intergovernmental relations expressed by Anderson and Bello which means involving interactions, relationships, and behavior of actors at every level of government institutions (Khotami, 2018). Intergovernmental relations are not just relations between different government institutions but also involve citizens and government institutions, officials and government apparatuses that contain a system of intergovernmental relations consisting of systems and relationships that facilitate government units to participate effectively and carry out mandates so that government goals are achieved (Bello, 2014).

Furthermore, for those who assume that intergovernmental relations only apply in federal states, this is a misunderstanding (Ayoade, 1981). Thus, the impression arises that the concept of intergovernmental relations also applies in unitary states. The definition of intergovernmental relations according to Bello states that intergovernmental relations are not only relations between different government institutions but also involve both citizens and government institutions, officials and government apparatus. Therefore, the intergovernmental relations system consists of a facilitative system and relations that enable government units to participate effectively and carry out mandates so that government goals are achieved. This includes executive mechanisms, coordination mechanisms, cooperation agreements, judicial and legislative mechanisms that all facilitate delivery by the government machinery. Intergovernmental relations can be defined as the 'glue' that holds them together. In other words, it is the interaction, relationship and behavior of officials between government activities (Bello, 2014). Research on intergovernmental relations was conducted by Umar through his dissertation entitled "The relationship between the Jambi district/city provincial government and the government in the implementation of the SAMISAKE program (one billion one sub-district). Fachrori's research looks at the SAMISAKE program with the hope of helping the poor in Jambi Province (Umar, 2017). Then Goelzhauser and Konisky's research highlights the concept of punitive federalism and discusses its application to contemporary public policy. Their writing focuses on recent policy developments on the environment, gender identity, health care, immigration, reproductive choice, sexual orientation and reviews Supreme Court decisions that impact intergovernmental relations (Goelzhauser, 2020). Research conducted by Downey and Myers which highlights the differences in responses by the United States and Australia, which provides a comparison of intergovernmental relations and explains how the federation's vertical and horizontal collaborative efforts are hindered by politics or facilitated by existing intergovernmental forums (Downey, 2020). Research on intergovernmental relations has also been conducted by Rosenthal (1980:32) who in this research saw the aspect of bargaining as a concept that is relevant to the study of intergovernmental relations in America (Rosenthal, 1980).

Important characteristics mean that IGR in federations have some distinctive features that are not present in IGR in non-federal countries. Intergovernmental relations are interactions involving actors, institutions,

behaviors, and relationships between actors in each government institution. Governmental relations are not only applicable in the federal state of the United States where the theory was born, but can also be applied in a Unitary State like Indonesia as one of the largest unitary states in Asia. In particular, the constitutional basis of constituent units with a complete composition of executive, legislative and judicial institutions gives them 'hard' protection and their own political constituencies (Phillimore, 2013). Based on the explanation above, that intergovernmental relations are related to the constitutional basis of units that include government institutions that exercise political and governmental power. In relation to the government institutions in question, it is the duty of government institutions and units to take care of the interests of the community in all aspects of life. One of them is the subject of this study which concerns the issue of social welfare. Based on the results of research on intergovernmental relations by previous scholars, it simply emphasizes the policies and arrangements of institutional relations at each level of government. Meanwhile, in this study, the focus of the intergovernmental relationship variable is more directed at handling people with social welfare problems (PMKS). The researcher sees that this research is relatively original and has novely compared to previous studies that use the same variables. Therefore, the researcher is interested in looking more deeply into how the relationship between the Pekanbaru City government (regional apparatus organizations) and related parties in handling people who are included in the PMKS category. Therefore, this study aims to determine how the relationship between related agencies (OPD) as the leading sector in handling people with social welfare problems so that they can fulfill their lives independently and reasonably.

RESEARCH METHOD

This study was conducted in Pekanbaru City, Riau Province by looking at various phenomena and symptoms related to people with social welfare problem status. Based on the interest in problems that are in accordance with field facts in order to facilitate data collection, this study uses a qualitative method with a descriptive research type. According to Creswell, qualitative research is a method for exploring and understanding the meaning that a number of individuals or groups of people consider to come from social or humanitarian problems (Creswell, 2016).

Based on this definition, researchers will use objective conditions found in the field based on existing data with problems in handling social welfare problem sufferers in Pekanbaru City. Qualitative descriptive method is a fact-finding method with proper implementation. Descriptive research studies problems in society and certain situations, including relationships, activities, attitudes, views and ongoing processes and the influence of a phenomenon. An analysis of data that has been entered for later management of the data so that it will be arranged in the form of sequencing, descriptions, and classifications of the problems being studied so that a conclusion can be drawn that can be accounted for.

Researchers conducted observation activities, as an effort to identify problems and explore information and data that are used as references to determine the urgency of this research to be studied. The sources of data obtained are through the selection of informants as sources of information. Informants are a group of people who have knowledge, understand and are more experienced about the object of research. In selecting informants to support the results of the study, the selection of informants is chosen by people who really know and master and are directly involved with the problem being studied. In this study, the sources of information were employees at the Pekanbaru City Social Service, the Civil Service Police Unit, the Riau Provincial Social Service and a number of informants from the community with the status of social welfare problem sufferers, especially children in conflict with the law in Pekanbaru City. The selection of informants has relevance to the research conducted by the researcher. The selection of informants as sources of data in this study is based on the basic principle of subjects who master the problem, have data, and are willing to provide complete and accurate information. Bungin said that informants are people who are considered to master and understand data, information or facts from a research object (Bungin, 2010). Meanwhile, Effendy, et al. explained that gualitative research has two main objectives, first, to describe and explore. Second, to describe and explain (Ghony, 2012).

Furthermore, the informant determination technique uses purposive sampling technique, namely with the consideration that the designated informant knows and understands the problem and purpose of this study and with other considerations is that the number of informants who are considered capable of providing answers to research problems and informants who have provided research answers. Furthermore, the researcher conducted observations including direct survey activities to record the behavior of people, objects and events in handling children in conflict with the law in Pekanbaru City by collecting a number of data related to violation cases, motives committed and sanctions and handling they receive both as perpetrators and those who have the status of victims. Meanwhile, the data analysis technique in this study uses qualitative data, namely from all materials, information, and facts that cannot be measured and calculated systematically because the form is verbal information. Qualitative research is research that is descriptive in nature and tends to use analysis with an inductive approach (Moleong, 2014). Through this technique, the researcher only collects data, information, facts and statements that are in the form of sentences and data from problems that the researcher considers important and supports data from the management and local communities who also participate. Furthermore, after all the data has been collected, the data is then grouped and the types of data and added with qualitative descriptions that are supportive in explaining the research results to then be analyzed using a descriptive qualitative method. In this analysis process, the model used is interactive, namely data analysis consisting of four components of the analysis process; data collection, data reduction, data presentation, and drawing conclusions.

RESULTS AND DISCUSSION

People with the status of Social Welfare Problem sufferers are interpreted as individuals or groups of people who have difficulties in their lives and also cannot meet social needs and cannot build good relationships, so they cannot satisfy their life needs, both physical needs, spiritual needs, and social needs (Hapsari, 2012). Further discussion of people with social welfare problems requires concrete and comprehensive handling carried out by the relevant regional apparatus organizations (OPD) in resolving problems faced by the community as a whole. Based on this explanation, the researcher wants to see how the relationship between related OPDs in handling people with social welfare problems in Pekanbaru City is by presenting Wright's theory (1973) on intergovernmental relations using four dimensions, namely: main actors, center of attention, authority patterns and conflict resolution methods.

1. Leading Actor

The leading actors in intergovernmental relations are, firstly, program/policy professionals, secondly, administrative generalists, for example city managers. The leading actors in the intergovernmental relations stage are 'technocrats" (Beer, 1993) and "policy professionals" (Peterson et.al 1986); Partisan politics in IGM are at a moderate level, or at least a minimal level (Yusuf, 2022). Effective program implementation and problem-solving strategies in service delivery are the main focus or core of government relations management. The leading actors as mentioned above (technocrats and program professionals) have also been structurally/hierarchically described in various laws and regulations, as explained in the previous research section for Indonesian conditions, such as the main actors in policy formulation in Indonesia, especially at the provincial and district/city levels (Yusuf, 2022). Each actor is of course given their respective roles/authorities according to the pattern of authority that is built. Based on the explanation above, the leading actor referred to in handling social welfare problem sufferers is the Pekanbaru City Social Service as an organization tasked with assisting the Pekanbaru City regional government in realizing a prosperous society. The efforts that have been made by the Pekanbaru City Social Service to handle people with social welfare problems include providing assistance in the form of prosthetic legs, wheelchairs, hearing aids and canes for people with disabilities in Pekanbaru City.

Furthermore, in addition to what has been explained above, one example of an effort that has also been made by the Pekanbaru City Social Service is to provide assistance services for people with disabilities. Where they are tasked with assisting people with disabilities in accessing government services, responding to cases and implementing social rehabilitation for people with disabilities. However, unlike people with disabilities, abandoned children in Pekanbaru City are still found in large numbers. The increasing number of abandoned children in Pekanbaru City cannot be separated from the problem of the economic level of their parents

who are lower middle class. In addition, other factors also cause the increasing number of abandoned children. This is because the parents of these children have physical limitations, are chronically ill and cannot work so that they cannot optimally fulfill the needs and rights of their children. Meanwhile, the obstacles experienced by the Pekanbaru City Social Service in dealing with people with the status of people with social welfare problems are due to budget limitations to provide equipment assistance or to provide guidance and training as a form of guidance for abandoned children in the Pekanbaru City area.

2. Central Features

The goals/targets that often affect government relations are by steps to achieve positive activity results through intergovernmental management (Wright, 1990). While the main steps in solving problems in this context are through negotiation, bargaining and creating problem groupings. However, when problems cannot be resolved, differences are still understood, accommodated and faced through government relations management (Agranof 1989; Mandell 1990). Furthermore, in a federal state, the determination of specific targets between the federal government and local governments can involve the determination of the central government's targets (Conlan and Posner, 2008:214). While in contrast to a unitary state like Indonesia, the determination of provincial government targets and district/city government targets must refer to the goals/targets of the central government.

Based on the assessment of the center of attention indicators, the Pekanbaru City Social Service collaborates with other stakeholders such as child welfare institutions (LKSA) in handling problems with neglected children and people with disabilities. Among the efforts that have been made by the Pekanbaru City Social Service is by forming sub-district social welfare workers. The presence of Sub-district Social Welfare Workers (TKSK) is an extension of the Pekanbaru City Social Service whose task is to help with social problems in Pekanbaru City. The PPKS has attempted to address 26 types of Social Welfare Service Needs (PPKS), and the Pekanbaru City Social Service and TKSK synergize and collaborate in resolving cases that occur, one of which focuses on the field of social rehabilitation for various types of PPKS in Pekanbaru City. As explained above, the process of handling people categorized as PMKS requires enormous resources, especially related to budget resources and sufficient human resources to be able to work optimally in handling the PPKS. This is one of the obstacles experienced by the government in handling the problems of people with social welfare problems in Pekanbaru City.

3. Authority Pattern

The characteristics of relations between levels of government can be reflected in intergovernmental relations (IGR). Meanwhile, in the management of intergovernmental relations, it emphasizes more on networks or relationships of influence that are non-hierarchical (Mandell, 1990). Referring to the understanding above, the legal basis of the 1945 Constitution and Law Number 23 of 2014 concerning Regional Government and other laws and regulations describe the pattern of authority distributed from the central government to regional governments. However, as previously explained, intergovernmental relations not only describe the pattern of authority that can be hierarchical, but also involve many government units (Agranof, 1990).

The pattern of authority division described in this relationship includes a horizontal authority pattern. This has been carried out by the local government through the Pekanbaru City Social Service and involving other stakeholders to handle the intended social welfare problem sufferers. The stakeholders in question are the Pekanbaru City Social Service as the main actor in handling this PMKS. In addition, handling PMKS also involves other parties to cooperate such as child welfare institutions (LKSA), universities in Riau and Sub-district Social Welfare Workers (TKSK). The Pekanbaru City Social Service and related parties such as Social Institutions have continued to strive to provide and understand to families involved in Social Welfare Problem Sufferers (PMKS) through social counseling activities for each type of Social Welfare Service Recipient together with sub-district social welfare workers (TKSK) to share authority in helping to resolve social problems in Pekanbaru City.

4. Conflict Resolution Methods

Conflict resolution methods are an important part of the discussion on intergovernmental relations as well as in the management of intergovernmental relations. In this context, the parties that build cooperation networks must realize that there will definitely be a number of potential conflicts that will arise in the cooperation process that will be built. The potential for conflict may occur, but it is understood as a source of potential conflict. So if this happens, of course the parties that cooperate must prepare a number of methods in resolving the conflict. Based on this explanation, in order to address the problem of people with social welfare problems (PMKS), the Pekanbaru City Social Service establishes correspondence with partners. This is intended to facilitate problem solving and early handling for people with social welfare problems (PMKS). Therefore, building trust between related parties is one method in solving the problems faced. Building trust between units/parts within the Social Service structure is also an important issue so that the implementation of these tasks is carried out synergistically according to their respective fields and parts. As one method of conflict resolution by building trust, it has been implemented optimally and continuously by the government to other stakeholders.

The method in question has been carried out by the Pekanbaru City Social Service, namely by building trust in related parties such as subdistrict social welfare workers who have tried their best to carry out their duties in resolving social problems, one of which is shown by the existence of people who create social communities with the aim of helping the government and mediating and bridging government interests in handling problems of neglected children, people with disabilities and other people

with social welfare problems. Other efforts in resolving PMKS problems, namely the Social Service and its structural ranks have tried to make other related parties aware to work together in organizing the activity process and also trying to make government programs a success in the form of donations and providing assistance for development funds that will be distributed to the families of each person with social welfare problems in Pekanbaru City.

CONCLUSIONS AND RECOMMENDATIONS

Based on the understanding of intergovernmental relations above, it can be said that it is related to the constitutional basis of units that include government institutions that exercise political and governmental power. Referring to the government institutions as referred to, it is the duty of government institutions and units to take care of the interests of the community in all aspects of life. One of them is the one discussed in this article, namely concerning the issue of people with social welfare problems. The results of the study show that the main actor handling PMKS in this case, namely the Pekanbaru City Social Service, has attempted to collaborate with related parties, namely the child welfare institution (LKSA), universities in Riau as a counseling team and psychological counselor for neglected children and the Sub-district Social Welfare Workers (TKSK). Various efforts have been made to resolve the PMKS problem in Pekanbaru City, but due to budget constraints for handling people with the status of People with Social Welfare Problems, the problem in question has not been carried out optimally. In addition, the limited number of human resources handling people with social welfare problems in Pekanbaru City adds to the difficulty of resolving the problem in question. This is because the number of personnel in each institution that cooperates is not comparable to the number of people who have the status of social welfare problem sufferers in Pekanbaru City. Furthermore, the method of solving problems in the PMKS issue is shown by the existence of parties who cooperate in helping to guide the psychology of children with disabilities and neglected children which is carried out continuously. In addition, the process carried out is the activity of developing children's expertise and skills and providing facilities according to their needs while preparing proper education for children with social welfare problems.

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