



IMPLEMENTATION OF THE REQUIRED SOCIAL WELFARE SERVICES (PPKS) PROGRAM IN IMPROVING SOCIAL WELFARE IN UPTD LIPONSOS KEPUTIH CITY OF SURABAYA

Grace Yohana Simanjuntak¹, Serly Dian Anugrah², Nike Nur Latifah³, Vivin Ary Syabella⁴, Anggie Novita Rahmadani⁵, Rosyidatuzzahro Anisykurlillah⁶

^{1,2,3,4,5,6} Public Administration, National Development University "Veteran" East Java, Surabaya, Indonesia

Corresponding author : graceyohanasimanjuntak@gmail.com

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ABSTRACT

A person in need of Social Welfare Services (PPKS) is someone who cannot carry out their social functions properly because they are experiencing disorders, so that their living needs are not met physically or spiritually. The large number of PMKS in the city of Surabaya has created discomfort among the community. This research is to describe and analyze the implementation of the PPKS Program in improving Social Welfare for homeless people and ODGJ at UPTD LIPONSOS Keputih, Surabaya City. The research method is a descriptive qualitative approach using literature study. The results and discussion are that the implementation of the PPKS Program at UPTD LIPONSOS Keputih, which is based on Perwali Number 118 of 2021, has not run optimally. This is due to the lack of patient support staff (HR) and the amount of budget to manage UPTD LIPONSOS Keputih. The number of staff is not proportional to the number of patients resulting in staff being overwhelmed. Apart from that, the insufficient budget means that the provision of facilities for patients is also inadequate. So, the factors that influence the implementation of the PPKS Program at UPTD LIPONSOS Keputih must be considered for the success of the implementation, especially the human resource and budget factors for managing UPTD LIPONSOS Keputih.

ABSTRAK

Pemerlu Pelayanan Kesejahteraan Sosial (PPKS) adalah seseorang yang tidak dapat menjalankan fungsi sosialnya dengan baik sebab mengalami gangguan, sehingga kebutuhan hidup mereka tidak terpenuhi secara jasmani maupun rohaninya. Banyaknya jumlah PMKS di Kota Surabaya telah membuat ketidaknyamanan di kalangan masyarakat. Penelitian ini untuk mendeskripsikan dan menganalisis implementasi Program PPKS dalam meningkatkan *Social Welfare* bagi gelandangan dan ODGJ di UPTD LIPONSOS Keputih Kota Surabaya. Metode penelitiannya adalah pendekatan kualitatif deskriptif dengan studi kepustakaan. Hasil dan pembahasannya adalah adanya implementasi Program PPKS di UPTD LIPONSOS Keputih yang berdasar pada Perwali Nomor 118 Tahun 2021 ini belum berjalan dengan maksimal. Hal itu disebabkan oleh kurangnya jumlah staf pendamping pasien (SDM) dan jumlah anggaran untuk mengelola UPTD LIPONSOS Keputih. Jumlah staf yang tidak sebanding dengan jumlah pasien mengakibatkan para staf kewalahan. Selain itu, anggaran yang kurang menyebabkan pemenuhan fasilitas bagi pasien juga belum memadai. Maka, faktor-faktor yang mempengaruhi implementasi pada Program PPKS di UPTD LIPONSOS Keputih harus diperhatikan demi keberhasilan implementasi tersebut khususnya pada faktor SDM dan anggaran guna mengelola UPTD LIPONSOS Keputih.

INTRODUCTION

Law of the Republic of Indonesia Number 11 of 2009 concerning Social Welfare in article 1 paragraph (2) explains that the implementation of Social Welfare is a directed, integrated, and sustainable effort carried out by the Government, local governments, and communities in the form of social services to meet the basic needs of every citizen, which includes social rehabilitation, social security, social empowerment, and social protection (Octavia, 2022). Social welfare is an organized system of social health services to help individuals and groups to achieve a higher standard of living and health (Maryatun et al., 2022). Social welfare is an organized system of social health services to help individuals and groups to achieve a higher standard of living and health (Zikri & Yamin, 2023).

Various social welfare problems that are often encountered are Scavengers, Buskers, Beggars, Elderly, Abandoned Children, ODGJ / Psychotic, Vagrants, Street Children. PMKS itself is part of Indonesian society, so they have the right to basic needs that must be considered and fulfilled because social welfare development is essentially a step to achieve the nation's goals according to the preamble of the 1945 Constitution (Wahyuni et al., 2021). PMKS that are often found, especially in East Java Province, are ODGJ and Homeless, they include people who experience poverty, low educational background and have never even received education (Enjelita et al., 2023).

In East Java Province itself, many of these FMDs have been found, resulting in other community discomfort due to the rampant presence of PMKS and not immediately addressed by the local government.

Table 1. PMKS Data in Some Cities/Regencies of East Java Province

Kabupaten/Kota	Jumlah Anak Balita Terlantar di Jawa Timur	Jumlah Anak Terlantar	Jumlah Anak yang Menjadi Korban Tindak Kekerasan	Jumlah Gelandangan dan Gelandangan Psikotik	Jumlah Keluarga Bermasalah Sosial Psikologi
Pacitan	0	0	2	28	77
Ponorogo	215	941	0	107	1.149
Lumajang	19	92	104	5	156
Bojonegoro	193	35	19	19	129
Lamongan	0	2.931	12	8	0
Gresik	4.880	43.324	13	45	41
Bangkalan	0	41	0	2	10
Sampang	54	6.473	3	10	0
Pamekasan	0	0	5	9	0
Kota Blitar	25	142	3	3	159
Kota Malang	6	11	3	16	0
Kota Probolinggo	0	172	22	0	0
Kota Pasuruan	6	24	0	5	12
Kota Surabaya	11	6.071	0	1.783	37

Source : (BAPPENAS, 2023)

Based on table 1, the number of PMKS (People with Social Welfare Problems) can be seen that the highest number of Abandoned Children under Five in East Java is in Gresik, the highest number of Abandoned Children is in Gresik, the highest number of Children Victims of Violence

is in Lumajang Regency, the highest number of Homeless and Psychotic Vagrants is in Surabaya City, and the highest number of Families with Social Psychological Problems is in Ponorogo. The city of Surabaya with the most homeless and psychotic vagrants in East Java with a total of 1,783 people needs a policy program from the Surabaya City government that can be a solution to the problem. Therefore, the government made a program, namely the PPKS program, in this case there was only a change in the term name. The PPKS program is a program intended for special people who cannot meet their basic needs who have obstacles, difficulties and disorders so that they cannot carry out their social functions properly and reasonably (Juwita et al., 2020).

The provision of empowerment services to the community is also carried out by the Surabaya city government through the implementation of programs (PPKS) by organizing social welfare programs, including to provide empowerment to people with disabilities basically to solve two problems at once, namely solving the problem of dependence experienced by people with disabilities and improving the degree of social functioning of individuals in society in general so that they can achieve self-reliance (Rahmawati et al., 2020). The Keputih Social Cottage Environmental Technical Implementation Unit (UPTD LIPONSOS KEPUTIH) is a rehabilitation center managed by the Surabaya Social Office in overcoming PPKS. UPTD LIPONSOS Keputih Kec. Sukolilo, Surabaya, East Java (Enjelita et al., 2023). LIPONSOS Keputih was created as a shelter for homeless people up to (ODGJ) who were caught in raids by ranks (SATPOL PP), the Police, or handovers made by residents. The form of social welfare services carried out at the Technical Implementation Unit of LIPONSOS Keputih has been included in Surabaya Mayor Regulation Number 22 of 2013.

Thus, in the implementation of social welfare services, an implementation guideline is regulated through Surabaya Mayor Regulation Number 36 of 2016 concerning Standard Operating Procedures for Social Welfare Services in the Technical Implementation Unit of the Keputih Social Cottage Environmental Service at the Surabaya City Social Service. The Technical Implementation Unit of Liponsos Keputih has the task of carrying out the duties of the Social Service specifically in the field of rehabilitation of beggars, vagrants, buskers, street children, abandoned children, to people in mental disorders (ODGJ). In carrying out its performance, UPTD LIPONSOS Keputih works in accordance with work standards and responsibilities to empower social welfare service providers. UPTD Keputih Social Cottage Environment is specially regulated to provide social welfare services to vagrants and beggars, psychotics, street children to prostitute women/waria (Pandia, 2021).

The Social Welfare Service Government Program conducted at LIPONSOS Keputih empowers residents to be independent and return to the community. Its application can be known through empowerment activities to make handicrafts or handicrafts. The results of handicraft and batik production are marketed online, so that these products can be purchased by the public through E-Peken (Pemkot Surabaya, 2024). The performance of UPTD LIPONSOS Keputih is used as evaluation material related to the process of running the social welfare service election program (A. D. Riyanto, 2018). This program was arranged in order to reduce the occupants of UPT LIPONSOS Keputih who exceeded capacity. However, this repatriation can only be done if the residents have participated in programs, such as training, empowerment in terms of talent or skills, and assessment of attitudes. Therefore, with the implementation of the social welfare service election program at UPTD LIPONSOS Keputih, it can provide guidance and guidance.

Based on the background description above, the purpose of this study is to know, describe, and analyze the implementation of the Social Health Service Government (PPKS) program in improving Social Welfare for homeless people and ODGJ at UPTD LIPONSOS Keputih

Surabaya City. The theory used to analyze is George Edward III's theory consisting of Communication, Resources, Disposition, and Bureaucratic Structure.

METHODS

In this study, the author used a descriptive qualitative approach with observation methods and interviews directly to primary data sources. Research can be interpreted as an activity in an individual's efforts to carry out a scientific search for facts on certain objects using various scientific method (Wekke, 2019). Qualitative research is a research that uses a natural approach and produces analytical procedures and aims to understand the phenomena experienced by research subjects, for example in the form of motivation, actions, behavior, and others. According to Sukmadinata (2005) in (Hasan et al., 2022) The basis of this qualitative research is constructivism which is based on the assumption that reality has a plural and interactive dimension in an intersection of social experiences described by a person. In this study, the author will analyze the problems that occur carefully and carefully. The focus of this research is on the implementation of the Social Health Service Government (PPKS) program can be a solution in improving Social Welfare for homeless people and ODGJ at UPTD LIPONSOS Keputih Surabaya City using the George Edward III Implementation Theory model. Therefore, this study discusses four variables that are in accordance with Edward III Theory, namely communication, resources, disposition, and bureaucratic structure. The locus of this research is UPTD LIPONSOS Keputih, Sukolilo District, Surabaya City. The technique of determining informants in this study is by purposive sampling technique, purposive sampling is a technique to determine informants or sources in accordance with the criteria of the author in obtaining related data. Data collection techniques in this study are divided into primary data and secondary data, in this primary data is obtained by going directly to the field to make observations and interviews. While the secondary data obtained literature studies from journal articles and news. In this study, the author used data analysis techniques from Miles and Huberman in (Safarudin et al., 2023) which states that the steps in analyzing data are by data collection, data display, data reduction, conclusion drawing.

RESULTS AND DISCUSSION

The presentation of the discussion to be carried out by researchers is the result of research activities located at UPTD LIPONSOS Keputih Surabaya City. The researcher conducted an interview with an informant, namely the Head of UPTD LIPONSOS Keputih. Researchers also made observations at the research site to see the implementation of the Social Health Service Government (PPKS) program which can be a solution in improving Social Welfare for homeless people and ODGJ. To find out how the implementation of the Social Health Service Government (PPKS) program, therefore this study uses Edward III's implementation theory, namely communication, resources, disposition, and bureaucratic structure.

A. Communication

Communication is one of the determining aspects of program implementation according to Edward III's theory. In an effort to reinforce the existence of standards or indicators for policy implementation, communication is needed to expedite the process of running information from information sources (Meitasari & Kurniawan, 2021). According to Kasmad in (Darmayanthi & Kurniawan, 2021) The success or failure of policy implementation will be influenced by whether or not communication between policy implementers is good. Communication itself has an important role in efforts to maximize organizational performance. Communication itself has an important role in efforts to maximize organizational performance. In the implementation of the

Social Welfare Government Program or PPKS in the Keputih Social Cottage Environment (Liponsos), Liponsos guarantees good communication between implementing staff and residents of social cottages. This is proven by the implementation of a room distribution system according to the classification of people with social welfare problems. The division of rooms according to classification is carried out with the aim of facilitating coordination and communication as well as the identity of residents of social cottages. The division of this room is divided into 5 barracks, where barracks A to C are specifically for people with ODGJ or People in Mental Disorders. While barracks D and E are inhabited by people with social welfare problems other than ODGJ but under normal circumstances both physically and in terms of verbal communication.

Every communication process must be carried out effectively and efficiently considering that people with social welfare problems require special handling, especially in the communication aspect. People with ODGJ become the oldest residents who need special communication skills. Liponsos Keputih divides staff who serve as companions to communicate and handle patients directly. The staff is divided into 19 medical assistance staff and 22 non-medical assistance staff. Medical assistants have the task of conducting therapy and assessment whose output will be used as an intervention for Liponsos to find out what problems are experienced by patients who will later be given solutions. In the implementation of the Social Welfare Service Government Program, Liponsos Keputih staff provide direct direction to patients. Liponsos also involves patients in various activities to improve patient communication skills, especially for people with mental disorders. From the results of interviews and field observations conducted, researchers assessed that the communication process between staff and residents of Pondok Sosial Keputih was well established and also carried out according to the SOPs applied. The good communication process is important as a driving factor for the implementation of the Social Welfare Service Government Program in the Keputih Social Cottage (Liponsos) Environment.

B. Resources

Resources are one of the instruments in George Edward III's Theory and they are listed in (Pramono, 2020). Resources are one of the factors that have an important role in policy implementation because an implementation cannot run effectively if the supporting resources for policy implementation are inadequate. These resources include the quality of human resources (staff), authority, information, and other facilities. The quality of competent and professional human resources is needed in the successful implementation of public policies. Second, the authority possessed by someone is not effective enough in an implementation, so cooperation from policy implementers is needed. Meanwhile, this information can be about how the process of implementing policies and facilities is interpreted as the existence of physical infrastructure that can support the implementation of policies (Pramono, 2020). The four resources are described as follows :

1) Human Resources

Human resources are one of the resources that play the most important role in the implementation of a policy. Therefore, the implementation of the Social Welfare Service Government Program requires sufficient and competent resources to master certain fields in implementing the program, and the human resources in question are employees or staff assisting Liponsos Keputih (Febryanti, 2024).

Based on the results of the researchers' interviews with resource persons regarding the human resources that manage Liponsos Keputih have been sufficient or there are obstacles related to the number of human resources, namely with the number of residents of Liponsos Keputih reaching around 770 people, the staff at Liponsos Keputih acts as managers and also companions of PMKS. Residents of Liponsos Keputih themselves will receive assistance from 19 health staff and 41 non-health staff, because residents there will also receive health services provided by Liponsos Keputih at least once a month. However, the large number of residents of Liponsos Keputih is not comparable to the number of staff working there because it is only around 104 people. Even though in carrying out the tasks in Liponsos Keputih, it requires a sufficient and competent amount of human resources (staff). So, according to the statement from the resource person, there is still a lack or inadequacy of human resources (accompanying staff) who have to deal with the residents of Liponsos Keputih every day. This accompanying staff has the main task of empowering residents of Liponsos Keputih which is PMKS so that they can live independently after leaving the place. Human resources that are still inadequate are one of the obstacles in Liponsos Keputih in carrying out their duties and functions.

In addition, there is a briefing intended for the staff of Liponsos Keputih as conveyed by Mr. Imam, as the Head of Division at Liponsos Keputih who stated that the Head of UPTD Liponsos Keputih held a routine briefing every 1 year through the invitation of professional resource persons in related fields. This briefing includes communication provided by the accompanying staff at Liponsos Keputih with the residents there. In addition, Liponsos Keputih staff can directly conduct sharing sessions with resource persons as an effort to refresh. And for the selection of resource persons, they were brought directly from Menur Hospital by the Head of Liponsos Keputih to provide briefing for Liponsos Keputih staff.

2) Facilities

The facilities in question are those related to the availability of physical facilities and infrastructure that can support the success of the implementation of a policy, namely the PPKS policy in Liponsos Keputih. Apart from its human resources, facilities are also one of the factors that can affect the implementation of PPKS in Liponsos Keputih (Kusumastuti, 2015).

Based on the results of interviews about the facilities in Liponsos Keputih, it was stated that the facilities in Liponsos Keputih included 5 barracks intended for residents of PMKS in accordance with the problems detected. The ABC barracks are intended for residents of Liponsos Keputih who experience mental disabilities and ODGJ, while the DE barracks are intended for residents of Liponsos Keputih who experience FMD outside ODGJ and barracks D is for male residents, E is for female residents. Then, the ideal capacity of the number of residents in Liponsos Keputih is generally in accordance with the residential area, which is around 650 only. While currently there are 770 people in Liponsos Keputih. Other facilities are the provision of a prayer room for places of worship and also a place to carry out spiritual activities for residents of Liponsos Keputih, which is also used regularly every day alternately. In addition to the prayer room, there are also facilities for making handicrafts and in it are often carried out regular craft activities such as batik making, making bracelets, doormats, and other crafts. The handicrafts of the residents of Liponsos Keputih will later be sold through E-Peken Surabaya City. They also have the right to get health facilities such as health services that will be provided from Liponsos Keputih at least once every 1 month. Of course, in all activities in Liponsos Keputih, it will be accompanied by competent accompanying staff, starting from residents who cannot be independent and who can do everything by themselves.

3) Budget

In addition to the human resources and facilities provided, the budget is considered to be an important factor because this budget can support the success of the implementation of a policy, especially in the PPKS policy in Liponsos Keputih. Because this budget is used to manage Liponsos Keputih which includes the residents of Liponsos Keputih itself (A. Riyanto, 2018).

Based on the results of interviews related to budget sources in Liponsos Keputih, namely that the budget source to manage Liponsos Keputih is still entirely from the Surabaya City Social Office APBD so that it causes the implementation of the PPKS program and the provision of infrastructure facilities have not run optimally. The existence of this limited budget can be one of the obstacles in implementing policies in Liponsos Keputih because this budget will be allocated to meet basic needs such as shelter, food, clothing for residents of Liponsos Keputih. If the budget is adequate, the fulfillment of basic needs and other rights for the residents of Liponsos Keputih will have a positive impact, namely the PPKS program there can run optimally and they can become more independent after they are declared able to return home from Liponsos Keputih.

C. Disposition

Disposition is an attitude and commitment from an implementer to a program or policy that has been determined, especially to implementers who serve as implementers of a program (Jumiati, 2014). The success of a program can be determined from the existence of implementers who have an important role in carrying out their duties. In this case, there needs to be a common perception between policy makers and policy implementers.

The Surabaya city social office has a program intended for people who need empowerment or commonly referred to as the PPKS (Pemerlu Jasa Kewelfarean Sosial program). This PPKS program is carried out at UPTD Lingkungan Pondok Sosial (Liponsos) Surabaya. The number of clients who will enter Liponsos is not necessarily accepted. The disposition of the flow applied by Liponsos employees in accepting clients is as follows :

1. Prospective clients will be assessed first to see if these prospective clients belong to which type of PPKS.
2. Then after the client successfully enters, it will be confirmed again how his health condition is to see whether this client can directly enter the barracks or need to be referred to the hospital first.
3. After the client enters the barracks, the client will get access to basic treatment.
4. Liponsos officers will conduct another assessment to see the patient's condition and to see the client's talents and abilities.

After knowing the condition of the client, the officers will conduct another assessment to determine which clients can be directed and later empowerment will be carried out. Assessment activities are also carried out to find out clients who are still strong and able to be included in activities in Liponsos. The purpose of client participation in every activity in Liponsos is so that clients can hone their skills and learn to socialize with others in order to build the independence of PPKS residents of Liponsos Surabaya.

Some of the empowerment activities carried out at Liponsos Surabaya are such as opening a motorcycle washing service where those who run are from Liponsos clients who can be directed, then there are also empowerment activities such as making and cleaning parks in Liponsos, besides there is also skill training such as batik making, doormat making, making tissue holders which later the crafts of the clients will be distributed to the Special School (SLB) and some will be sold via e-peken. The proceeds from the client's activities that could generate partial food money will be returned to the client.

In addition to providing activities that are empowering, Liponsos itself also provides religious activities, this aims to allow clients to get closer to True Source. The majority of empowered clients in Liponsos Surabaya are predominantly Muslim, so the religious activities given to clients are like giving reciting activities. This reciting activity is carried out in the musholla inside Liponsos and is carried out twice a day, namely morning and evening. Reciting activities in the morning are carried out after clients take medicine around 9-10 am and are intended for female clients. While the reciting activities carried out in the afternoon are carried out after Asr prayers and are intended for male clients. For clients who are no longer able to come to the musholla to participate in religious activities, the ustadz who is sent will go around the barracks to teach recitation for the same purpose so that all clients in Liponsos Surabaya are able to get closer to True Source.

D. Bureaucratic Structure

Bureaucratic structure is one of the important factors in the theory of public policy implementation proposed by George Edward III (1980). In this bureaucratic structure there are two important aspects (Laary et al., 2022), that is :

1. Standard Operating Procedure (SOP).
2. Organizational structure or division of labor.

According to George Edward III, policy implementers already know what they are doing and sufficient resources are needed in implementing a policy. However, it is possible that policy implementers experience obstacles in the division of labor and implementation of standard implementation procedures (SOPs). According to George Edward III's theory in a good SOP, a clear framework is listed, systematically arranged, not complicated and easy for anyone to understand. The results of this study show that there are standard implementation procedures in admission to care for PPKS (Pemerlu Jasa Kesejahteraan Sosial) clients. In carrying out client acceptance, an entry disposition from the Surabaya City Social Office is required, then an assessment is carried out to classify the type of PPKS for clients. After assessing the classification of the type of PPKS, the client will be determined to be able to directly enter the barracks or need to be taken to the hospital first. If the client can directly enter the barracks, the client has the right to receive access to basic treatment which will then be carried out further assessment to determine the client's condition according to his ability, which is categorized as follows :

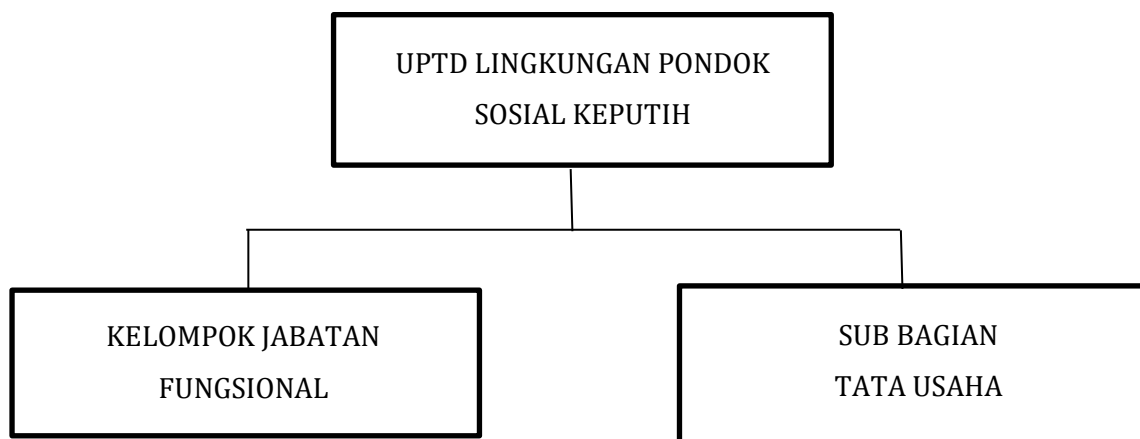
1. Total care
It is a client who is fully undirectable. Examples are elderly clients and people with mental disorders.
2. Partial
It is a client that can sometimes be directed but sometimes also cannot be directed. Examples are still being able to sit, crawl, and use a wheelchair.
3. Self-sufficient
It is a client who is uncommandably aware of himself. Examples are clients who already know when to bathe, take medicine, and can help the escort to prepare meals.

After the client's condition is known in what category, Mandiri category clients will be directed to carry out their own activities in accordance with those provided by UPTD LIPONSOS Keputih, namely motorcycle washing workshops, gardening, hand skills, and others. For clients who are in the total and partial care categories will always be accompanied and taken to the Hospital if needed.

The organizational structure of UPTD LIPONSOS Keputih is listed in Guardian Number 118 of 2021 concerning the Establishment and Organizational Structure of UPTD Liponsos

Keputih. In UPTD LIPONSOS Keputih, the highest leader is the Head of the Technical Implementation Unit of the Keputih Social Cottage Environmental Service at the Surabaya City Social Office. Then under him there is the Head of the Administration Sub-Division at the UPTD Environmental Pondok Sosial Keputih at the Surabaya City Social Office and then the functional position group at the UPTD Environmental Pondok Sosial Keputih at the Surabaya City Social Office. According to the statement of the Head of Unit, there are currently 104 Human Resources employees at UPTD Pondok Sosial Keputih Environmental at the Surabaya City Social Office. The following is the organizational structural chart in UPTD Liponsos Keputih Surabaya City.

Figure 1. Organizational Structure Chart of UPTD Keputih Social Cottage Environment at Surabaya City Social Office



Source : Perwali Nomor 118 Tahun 2021

CONCLUSION

From the research that has been done, it can be concluded that there is an implementation of a room division system according to the classification of people with social welfare problems. The division of rooms according to classification is carried out with the aim of facilitating coordination and communication as well as the identity of residents of social cottages. Before determining the type of client PPKS, UPTD Liponsos Keputih must obtain a disposition letter from the Surabaya City Social Office. Employees or staff who handle patients at UPTD Liponsos Keputih are overwhelmed because they have to deal with patients who exceed the capacity of Liponsos Keputih, so it is necessary to add staff or employees so that the implementation of the Social Welfare Service Government program can run optimally. In its service, there is already a division of duties, namely special staff in the health sector and staff in the non-health sector. The facilities provided are adequate and the room or barracks have been differentiated according to the problems detected. However, there are budget constraints so that the implementation of the Social Welfare Service Government program is still not optimal. Therefore, it is necessary to determine the additional budget in accordance with the needs of Liponsos Keputih. The success of a program can be determined from the existence of implementators who have an important role in carrying out their duties. This is a driver of the importance of common perceptions between policy makers and policy implementers.

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