WHY DOES HOMELESS GOVERNANCE IS NOT WORKING IN LOCAL GOVERNMENT?

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ABSTRACT

The number of homeless in Tangerang Regency is the highest in Banten province, so a government commitment is needed to control the high number of homeless in Tangerang Regency. This study aims to identify and describe the factors that cause the governance of homelessness prevention in Tangerang District not to be optimal by using the constructivism paradigm that relies on qualitative data with an inductive approach. The data analysis technique used is thematic analysis with the coding method. The results of the study illustrate that the governance of homeless control in Tangerang Regency is still not running optimally. There are several factors affecting the homelessness governance is not working, namely the lack of human resources, lack of infrastructure, and lack of accredited LKSA by the Ministry of Social Affairs. The concept of governance is needed in controlling vagrancy so that the government plays a role in involving other actors in realizing good governance.

INTRODUCTION

Social welfare is a basic human right and every human being is entitled to social welfare, including abandoned children as mandated that "The poor and homeless are cared for by the state" 1945 Law Article 34 paragraph 1. Legislation mandates that the government needs to protect children as stipulated in law number 35 of 2014 concerning child protection. According to (Andayani Listyawati, 2008) states that "homeless are like children in general, they need basic needs as their rights". These basic needs are in the form of fulfilling their physical, spiritual and social needs.

Homeless are included in one type of PMKS (Persons with Social Welfare Problems) in Indonesia, the state of the number of PMKS in Banten Province has increased every year. The increase in PMKS, especially homeless in Banten Province, is due to uneven development both in infrastructure and social facilities. Based on data from the Banten Provincial Social Service's PMKS and PSKS data update book in 2022, the number of homeless in Banten Province amounted to 141,072 people and was the second highest number after the poverty rate, as well as the condition of homeless in Tangerang Regency where the highest number of homeless in Banten Province was in Tangerang Regency with 69,536 people (Social Service of Banten Province, 2022). The high number of homeless in Tangerang Regency is directly proportional to the rapid population growth in Tangerang Regency. The Government of Tangerang District has enacted Tangerang District Regional Regulation No. 12/2007 on Social Protection for Persons with Social Welfare Problems, which was enacted as a

form of social protection by the government for persons with social welfare problems, including homeless in Tangerang District.

Based on Tangerang District Regional Regulation No. 12/2007, it is explained that the Tangerang District government has an important role in fulfilling social protection in the form of the fulfillment of rights for persons with social welfare problems, especially for homeless. However, in reality, the number of homeless has continued to increase over the past four years, which contradicts the purpose of the regulation. So strong and proactive governance is needed to reach marginalized groups including homeless (Suranto and Darumurti, 2024)

The concept of governance is needed in controlling homeless to represent changes in the role of the government which began to involve other actors in realizing good governance (Izana, N. N., Susanti, A., & Afala, 2022). The existence of governance will have an impact on changes in the relationship between the state and society and the presence of third parties in public services (Pierre, J., & Peters, 2021). In addition, governance also refers to a state's capacity to determine a policy (Matthews, 2012). The governance of homeless is an effort to handle and control homeless carried out by the government in various ways and programs to reduce the high number of homeless. All levels of government and the civil society sector have a stake in producing social protection for homeless. The homelessness governance arrangement in this case uses network governance. governance network focuses on the complex process of interaction in a network of public, private, and community actors, including individuals, groups, organizations, and groups of organizations (Kooiman, 1993). Governance as a new theory in governance involves three interacting actors state (state), private sector (private), and society (community) (Setyowati, 2019). Interests encourage parties to interact with their partners in carrying out an action that is expected to provide benefits to all parties. Influence or power is capital in interactions with other parties that are expected to mobilize balanced cooperation. These influences and interests determine the position of actors as subjects, key players, supporters, or followers (Fifiyanti, D. & Damanik, 2021).

This study aims to identify factors affecting the homelessness governance in local government is not working properly, and to analyze several efforts to maintain the homelessness with limited resources in local government.

METHOD

This research is a qualitative study using the constructivism paradigm to remember the complex and dynamic reality of homeless control governance so that this research prefers to understand the perspectives of the subjectivity of researchers and informants. The constructivism paradigm includes understanding, diverse participant meanings, social and historical construction, and theory building (Creswell, 2023). Data collection techniques consist of observation, interviews and documentation (Sugiyono, 2016) using data triangulation to determine data validity. Then for data analysis techniques researchers use thematic analysis, where thematic analysis is said to be very suitable for all qualitative research that relies on the coding process and data sets to produce a theme. The following stages in the thematic analysis used in this study are as follows:
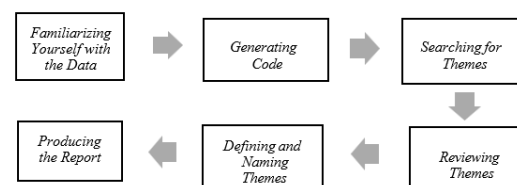

Figure. 1 Thematic Analysis (Kiger, M. E., & Varpio, 2020)

RESULT AND DISCUSSION

Factors Affecting the Homelessness Governance in Tangerang District is not Working

The Lack of Human Resources

According to (Kasmir, 2016) human resources are the driving force for all company activities. Likewise, the quality of human resources must meet the

qualifications as required. In government organizations, human resources are needed to assist the service process. The Tangerang District Social Service Office has a special responsibility to make the governance of controlling homeless in Tangerang District more optimal, but the lack of human resources is an inhibiting factor in optimizing the governance of controlling homeless in Tangerang District. The Tangerang District Social Service Office currently requires additional qualified and competent employees to support the implementation of social welfare services. Human resources is a crucial factor for maintaining the quality of governance itself (Pakpahan, 2024).

The Lack of Facilities And Infrastructures

In the implementation of social service activities for homeless in Tangerang Regency, there are a number of facilities and infrastructure available both at the Social Service Secretariat and at the UPT. Based on the results of an interview with Mr. Sapto Julianto as Head of the Social Rehabilitation Field.

"We are here trying to maximize the existing facilities and infrastructure, although there are still some equipment shortages, especially 4-wheeled vehicles for the mobility of picking up and returning homeless in Tangerang Regency. It should be noted that the large distance between regions in Tangerang Regency and the increasing number of homeless every year means that quick action is needed in the service so that the control of homeless becomes more optimal and effective. In addition, we also need a waiting room and counseling for homeless children who will receive services, so for the time being we still place them in the meeting room or hall. Even though the facilities and infrastructure are necessary to optimize services and provide a sense of security and comfort for homeless" (interview, January 8, 2024).

Based on the results of the interview, it was explained that the facilities and infrastructure owned by the Tangerang Regency Social Service are still insufficient to optimize and accelerate the service process for homeless. In addition to the Tangerang Regency Social Service Secretariat Office, the lack of facilities and infrastructure also occurs in the UPT Social Rehabilitation of the Tangerang Regency Social Service, the following is data on the needs of facilities and infrastructure both in Child Welfare Services in the Social Rehabilitation Division of the Social Service and in UPT Social Rehabilitation.

Table 1. Facilities and Infrastructure Needs that are lacking within the Tangerang Regency Social Service Office.

No.	Type of Item	Quantity
1	Cars	4
2	Motorcycles	5
3	Computer	3
4	Laptop	3
5	Printer	2
6	Television	5
7	Polyclinic	1
8	children's recreation area	1
9.	counseling room	1
	Total	26

source : (social servicel, n.d.)

The lack of accredited LKSA by the Ministry of Social Affairs

The Child Social Welfare Institution (LKSA) is one of the spearheads in the successful implementation of social welfare in this case, especially children. The government through the Ministry of Social Affairs guarantees the quality level of social welfare services, one of which is the accreditation of institutions in the field of public welfare. This has been stated in Law Number 11 of 2009 concerning Social Welfare and Minister of Social Affairs Regulation Number 107 / HUK / 2009 concerning Accreditation of institutions in the social sector. Based on the data, there are 35 LKSA in Tangerang Regency that have been accredited by the Indonesian Ministry of Social Affairs in the period 2018-2023, but for 2023 only 10 LKSA have been accredited by the Ministry of Social Affairs.

Table. 2 LKSA in Tangerang Regency that have been accredited by the Ministry of Social Affairs by 2023

No	LKSA Name	Accreditation Year
1.	Nurhasanah Selaras Foundation	September 19, 2023
2.	Amanah Sodiqiyah Foundation	September 19, 2023
3.	Balaraja Peduli Indonesia Raya Foundation	September 19, 2023
4.	Sirojul Athfal Foundation	September 19, 2023
5.	Islamic Village Foundation	September 19, 2023
6.	Nurunnisa Foundation	September 19, 2023
7.	Pundi Amal Insan Sejahtera Foundation	September 19, 2023
8.	Hikmah Saadah Foundation	September 19, 2023
9.	Hikma Saadah Foundatio	September 19, 2023
10.	Asih Lestari Foundation	September 19, 2023

Source : (Social Service of Tangerang District, 2023)

Based on the data above, the LKSA in Tangerang Regency in 2023 have not all been accredited and have not even reached fifty percent of the total existing LKSA, which can make neglected children less optimal in getting their services so that the governance of controlling homeless in Tangerang Regency is still not optimal. The number of unaccredited LKSA in Tangerang District is determined by the quality of the implementing organization. According to (Pierre, 2005), one of the dimensions of governance is steering. The quality of the implementing organization can be further improved by steering or controlling the symptoms of regulations, policies and reforms in a better direction so that the quality of the implementing organization can improve and LKSA that are still lagging behind in accreditation can be given guidance, monitoring, and also motivation to further improve their accreditation value.

Community Concern for The Condition of Homeless

The high number of homeless in Tangerang Regency requires the local government, especially the Tangerang Regency Social Service, to optimize welfare services for homeless. The achievement of the neglected children control program can be seen from the indicator of the number of homeless who receive services both in social rehabilitation institutions and in the Child Social Welfare Institution (LKSA). The data on the number of homeless receiving services at the UPT Social Rehabilitation of the Tangerang Regency Social Service amounted to 32 people and the number of homeless receiving services at the LKSA amounted to 2776 children, the following data on homeless who have received services at the LKSA.

Table. 3 Number of homeless receiving services at LKSA

No	LKSA Name	Number of Children
1	Daarunnas	40
2	Al-Mi'raj	25
3	Al-Falah	209
4	Sirojul Athfal	230
5	Darussalam	55
6	Darul Mubtadi-In	120
7	Taman Anak Langit	68
8	Amana As-Sodiqiyah	110
9	Al Maghfiroh	216
10	Islamic Village	150
11	Sirrul Hikmah	44
12	Insan Musafad	90
13	Al-Khoirat	68
14	Beriku Hati	40
15	Maktabul Aitam	69
16	Asyirotul Khaeriyah	25
17	Rydha	96
18	Assyafiiyah	103
19	Kota Santri Hidayatus Sholihin	40
20	Arpan Muhabbin	114
21	Al-Ihsan Kutabumi	55
22	Al-Izan'ni	30
23	Majlis Dzikir Al-Ikhlas	45
24	Bani Marzuq	33
25	Al-Jauharatun Naqiyah	55
26	Asih Lestari	32
27	Karya Amanah Bangsa	23
28	Yatama	20
29	Bumi Alkahfi Madani	77
30	Perkasa Karunia Luhur	40
31	Rumah Harapan Panti Asuhan Aswaja 2085	56
32	Baitul Yatim H. Caong	30
33	Duta Sedekah	113

34	Panti Asuhan Dharma Surya	8
35	Griya Amal Mulia Abadi Indonesia	72
36	Dhuafa Ar-Raaf'i	45
37	Salsabila Kayu Agung	30
38	Yadu Al Ikhlas	25
39	Al-Fityan	45
40	Kunci Cahaya	30

Source : (BPS of Tangerang District, 2023)

The number of homeless who have received services from both the LKSA and the Rehabsos Institution is still relatively small when compared to the total number of homeless in Tangerang Regency, which is 69536 children. The small number of LKSA in Tangerang District is directly proportional to the large number of abandoned children who have not been detected outside the LKSA, so the Social Service Office needs help from various parties to carry out the collaboration process, especially with the community, because the community lives directly side by side with abandoned children.

Lack of Collaboration with Non-Governmental Organizations

The governance of controlling homeless is not only the responsibility of the government alone but there needs to be cooperation between actors both private and public. In line with the concept of Kooiman (1993), Kickert (1993) in (Tiihonen, 2004) asserts that "governance is not only an internal function of the public sector, but interaction between public and private institutions and authorities." The governance of the control of homeless in Tangerang District should not be dominated by a single actor, in this case the local government, but all actors need to be involved so that the control of homeless in Tangerang District can be overcome and run optimally. Based on the results of an interview with the Section Head of Child and Elderly Welfare.

"We have not cooperated with the private sector and indeed no one has offered cooperation from the private sector regarding the control of homeless even though we are very open if there are private parties who volunteer or

whatever in the process of controlling homeless. So far, the private sector is only a donor but it is not routine and not binding either." (interview, January 8, 2024).

The informant above explains that the local government of Tangerang District in controlling homeless has not yet implemented binding cooperation with the private sector. This is one of the factors that has not optimized the governance of controlling homeless in Tangerang Regency, even though the participation of non-government actors needs to be involved to assist the local government in controlling homeless in Tangerang Regency.

The Governance of Controlling Homeless that Should Be Implemented in the Social Service Office of Tangerang District

Reformulating of resources

There are obstacles related to the availability of resources in the governance of controlling homeless, one of which is the lack of employees at the Tangerang District Social Service Office. The efforts made by the Tangerang Regency Social Service are to apply for additional employees according to qualifications and who are competent in the required fields. There are obstacles related to the availability of resources in the governance of controlling homeless, one of which is the limited facilities and infrastructure at the Tangerang District Social Service Office. The efforts made by the Tangerang Regency Social Service are to apply for additional facilities and infrastructures. The facilities and infrastructures added are operational vehicles, children's living facilities and other facilities to support social welfare service activities for homeless.

Implementor Agency Adjustment

The main objective in managing the control of homeless is to fulfill the basic needs of children and also to reduce the number of homeless in Tangerang Regency. One of the efforts to fulfill the basic needs of homeless is to increase the number of Child Social Welfare Institutions (LKSA). The Tangerang District Social Service Office has collaborated with LKSA managed by the

community, but the obstacle is the lack of LKSA in Tangerang District compared to the total number of homeless in Tangerang District.

Programs Conducted by The Social Service Office of Tangerang Regency Screening For PMKS Once a Month

The large number of PMKS in Tangerang Regency, one of which is homeless, requires the Social Service Office to take the right steps to control the number of homeless. The efforts made by the Tangerang Regency Social Service are to routinely carry out screening or outreach for PMKS, one of which is homeless. This activity is carried out once a month, with this activity it is expected that more homeless will be recorded and receive services.

Institutional Empowerment

The Child Social Welfare Institution (LKSA) is both a place to live and a place to study for homeless, but there are still obstacles, namely the lack of LKSA in Tangerang Regency. In response to these obstacles, the Tangerang Regency Social Service has collaborated with *orphanage* foundations as well as Islamic boarding schools to jointly establish LKSA so that the number of homeless receiving basic needs services increases and grows.

Socialization to the Community on The Importance of Caring for Homeless

The existence of homeless in an environment is very influential on the social conditions of society. The provision of services to abandoned children must be supported by public concern for homeless. The obstacle that occurs is the lack of public concern for homeless, with these obstacles the Tangerang Regency Social Service makes efforts in the form of socialization of the importance of public awareness and concern for homeless. socialization to the community carried out by the Social Service in the form of an invitation to immediately report if in the environment around the community there are found homeless, and the socialization is usually carried out directly when the Social Service is conducting screening or through social media.

Cooperating With Various Related Agencies in Controlling Homeless

Kooiman (1993) in (Tiihonen, 2004) developed a conception of governance based on "networks", which emphasizes the aspect of "interaction". The governance of controlling homeless needs the active role of various parties not only the Social Service but also the synergy between one agency and another. In dealing with the obstacles in the governance of controlling homeless in Tangerang Regency, the Tangerang Regency Social Service collaborates with Disdukcapil to help trace the identity of homeless, then collaborates with Satpol PP in conducting monthly PMKS screening, then collaborates with other city.

In addition to cooperation with government institutions, collaboration with non-government institutions can also be carried out as a form of the local government's seriousness in looking at the problem of abandoned children, which is one of the problems that must be resolved (Taufiqurokhman et al., 2023). One of the efforts made is that the Tangerang Regency Social Service Office can collaborate with orphanages managed by non-governmental organizations outside the Tangerang Regency area that already have good accreditation for controlling homeless in Tangerang Regency. There are several orphanages that are active in handling homeless, one of which is Yayasan Sayap Ibu. In this regard, it is necessary to further collaborate with non-governmental organizations such as the Mother's Wing Foundation by processing data together. In other words, the intended shared data is the result of a combination of initial data from homeless with data on existing conditions or development data after the homeless is treated at the Mother's Wings Foundation. This joint data development is an important thing to carry out in providing upgrading of displaced children's data so that it can be seen how the actual development of the control carried out on the displaced child.

In ensuring the success of the collaboration process to be carried out, an element of transparency is needed in the implementation process. In this case, transparency means how the implementation of the cooperation carried

out can always be reviewed and evaluated for shortcomings and periodic progress reports are made to find out what needs to be done to realize good control of abandoned children. Transparency is also needed to ensure that the implemented program can be controlled and measured whether it is in accordance with the initial plan prepared by the Social Service with other social institutions that are partners. The following scheme will illustrate the potential collaboration process to be implemented in realizing the governance of controlling homeless in Tangerang Regency.
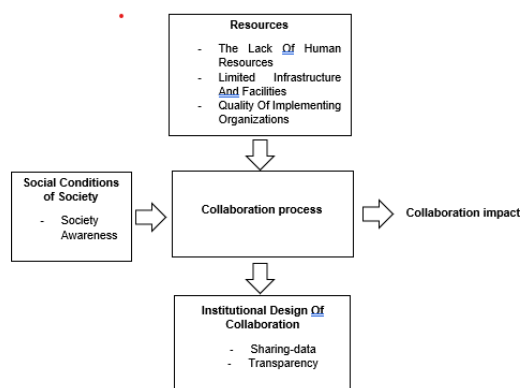

Figure 2. schematic of the collaborative process of homeless control governance

CONCLUSION

The lack of homelessness governance in Tangerang Regency is indicated by human resources, infrastructure, and the quality of social-child welfare institutions, which are not accredited. Therefore, social conditions also contribute to the effectiveness of homelessness governance itself; social awareness and social education level determine homelessness governance. Beside that, the local government only governs the homeless by itself; it does not involve non-state actors, other local governments, or mass media.

The ideal governance of homeless control in Tangerang Regency can be seen in the involvement between the local government and non-governmental actors that can be established, the fulfillment of resource needs, and the institutional conditioning of collaboration through data sharing and transparency.

This study has limitations in capturing multi-level governance for governing homelessness because each government has its own authority. So, this study recommends the authority aspect for future research agendas.

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