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## EXPLORING THE SOCIETAL AND LEGAL IMPACTS OF CHILD IDENTITY CARD REGULATIONS: LESSONS FROM RECENT IMPLEMENTATION

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### ABSTRAK

*This study discusses the comparative results of the Indonesia Kid Identity Card (KIA). The research uses a qualitative approach. The techniques for collecting data using interviews, observation, and documentation. The analysis of this study used data reduction, data display, and conclusions. The result shows that there are similarities and differences in that the communication in Pondok Melati District is not effective, meanwhile in South Bekasi District shows that communication is effective. The human resources in Pondok Melati District are not well being performed. There are still several issues with the management in Pondok Melati District, such as the lack of professionalism among the staff, the attitude of the leadership, and a commitment that satisfies the society and meets the expectations of the community. Meanwhile, South Bekasi District can be considered better than compared to Pondok Melati District, in the satisfaction of the community towards the services provided by South Bekasi District. The Bureaucracy structure in both areas is similar, as both follow government regulations. However, there is an obstacle in the implementation of the Indonesia Kid Identity Card (KIA) program due to the lack of awareness regarding ownership of the Indonesia Kid Identity Card (KIA).*

**Keyword:** *Regional Regulation; Indonesia Kid Identity Card (KIA); Comparative Study.*

### INTRODUCTION

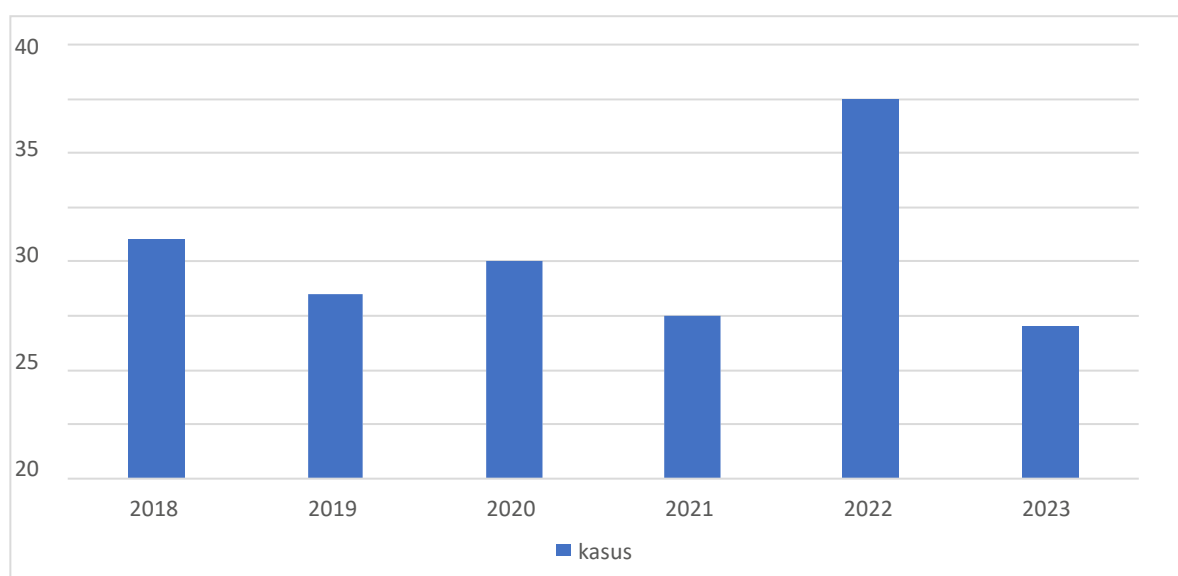
As one of the countries with the highest population density in the world, Indonesia is 275,361,267 Disdukcapil The Ministry of Home Affairs noted that in the first six months of 2022, it increased by around 0.54%. Seeing this phenomenon, the government continues to develop population administration policies to improve community services. The government continues to strive to create an orderly population administration system in Indonesia as a result of increasing and varied population growth.

Some of the implementations that have been pursued in the orderly implementation of population administration include family cards (KK), birth certificates, death certificates, birth certificates and so on. One of the government policies related to child protection is the Child Identity Card (KIA) which is prepared and regulated in Permendagri Number 2 of 2016. MCH is an official identity that must be owned by children less than 17 years old. Child Identity Card

(KIA) is an official proof of identity for children under 17 years old which is valid like an Identity Card (KTP) owned by adults in general. E-KTP is generally owned by someone who is over 17 years old and married. This underlies the government to run a new population program, namely the Child Identity Card (KIA) program.

The government has established the Child Identity Card (KIA) program as the government's obligation to provide resident identity to all nationally valid citizens. This program aims to improve data collection, protection, and public services to ensure the best rights, especially for children, and overcome problems that exist in the community such as the problem of child abduction cases, and child trafficking cases that have increased rapidly and are increasingly prevalent in recent years.

As can be seen from the graph regarding child abduction and trafficking cases, the Bekasi city government intends to issue a Child Identity Card (KIA) to improve data collection, and child protection to guarantee and protect children and their rights in order to grow, live, develop, and participate as much as possible in accordance with human dignity, and receive protection from violence and discrimination as well as human trafficking as fulfillment of constitutional rights of citizens Indonesian.



Sumber: Komisi Perlindungan Anak Indonesia (2023)

Along with the running of the Child Identity Card program, there are polemics that occur in the community and pros and cons regarding the Child Identity Card program. Some of the

problems that occur in the community include that the child's Identity Card is considered less to have a big impact on children. Second, the problems in the bureaucracy have not completely changed and the bad habits of bureaucracy tend to make it harder than easier. Third, public awareness itself is one of the inhibiting factors in policy implementation. Fourth, the problem of implementers of related agencies in running a program is in the socialization of the Child Identity Card program given to the very minimal community, as well as the unpreparedness of implementers in carrying out policies from the government that have been made.

One of the areas that implement the Child Identity Card (KIA) policy is Bekasi City. This program was launched by the Bekasi City Government under the leadership of Mayor Rahmat Effendi. This MCH program is a program owned by the central government which was initiated in 2016 and was realized in 2019. Bekasi City accelerated the manufacture of MCH at the end of 2018, KIA can already be made by Bekasi City residents in every sub-district closest to their domicile. Making MCH is an obligation in accordance with the Regulation of the Minister of Home Affairs of the Republic of Indonesia Permendagri Number 2 of 2016 concerning Child Identity Cards.

The MCH program is one of the priority programs carried out by the Bekasi City Government which is run by the Bekasi City Population and Civil Registration Office (Disdukcapil) where the 2021 MCH recording report records that there are 560,677 children (under 17 years old) and there are 298,201 children who still have not carried out MCH printing or around 46.81 percent. This research began with pre-research conducted on April 10, 2022, in Pondok Melati District and South Bekasi District. Based on observations in the two sub-districts, several problems were found. First, in the Pondok Melati sub-district, there are illegal levies in the printing process (interview sources of several informants as applicants for MCH). The second problem is that in the issuance of MCH, the bureaucracy is very convoluted so people find it difficult to issue Child Identity Cards. The third problem is the bureaucratic perspective that greatly influences the MCH program policy implemented in a government agency, namely the sub-district. The fourth problem is that socialization in the community has not run optimally and optimally.

This problem is in line with the findings of the results of research conducted which in the conclusion of the Husain et al. (2021) research results stated that generally population services carried out by the authorities have not optimally achieved the expected target, this is due to the still existing level of input and output of service delivery in the form of service schedules, costs incurred for the services and infrastructure used along with the competence of human resources

have not met the standards in excellent service. A policy will be implemented well if it is based on a theoretical concept or implementation model as described below:

### **1. Elements of Implementation**

Tachjan explains the elements of policy implementation that absolutely must exist, namely:

#### **1. The existence of implementing elements**

The implementing element is the policy implementer as explained by both organizations and individuals responsible for the implementation, and supervision of the implementation process.

#### **2. The existence of programs implemented**

Public policy does not have the importance of concrete actions carried out with various programs or activities.

#### **3. Existence of a Target or Target Group**

*Target group* A community group that is targeted and expected to receive benefits from the program, an increase or change.

### **2. Implementation Models**

#### **A. Generation III Model (Hybrid)**

The *hybrid* model is called the *blend* model, which is a participatory process of society and government cooperation. Randall B. Ripley and Grace A Franklin in their work entitled *Policy Implementation and Bureacracy* (1986: 232-33), state that there are three most successful implementations:

##### **a). Level of compliance with applicable regulations**

The first perspective (*compliance perspective*) in understanding the success of implementation is the compliance of policy implementers which can be seen from the level of compliance with regulations in the form of programs, laws, and government regulations.

##### **b). The implementation of routine functions**

Declare the success of implementation there are no obstacles that occur in every process passed.

##### **c). Desired impact and performance creation**

#### **B. Van Meter and Van Horn Models**

According to Mustari in Donal Van Meter and Carl Van Horn, this model is likened to policy implementation and runs in a straight line from policy, implementer, and performance of public policy. Furthermore, Van Meter and Van Horn (Anggara: 2014) suggest that there are six variables that need to be considered and are very influential in the success of an implementation, the following include:

1. Clear policy objectives and measures, namely a description of the targets achieved to implement policies and standards for assessing achievement.
2. Resources (incentives or bonuses that can facilitate successful implementation).
3. The quality of inter-organizational relationships. Successful implementation often demands institutional procedures and mechanisms that allow a more controlling structure to allow implementation to run with established goals and standards.
4. Characteristics of implementing institutions/organizations (including competence and size of work of implementing agents, level of control of superiors at the lowest implementing units at the time of implementation, political support from the executive and legislature, and formal and informal relations with policy-making institutions).
5. Political, social, and economic environment (whether economic resources are sufficient, how much and how policies can affect existing socioeconomic conditions, and how the public responds to public policies regarding these policies and whether they are superior in guiding implementation).
6. The disposition/response of the implementers is classified from an understanding of the content of the policy contained in it as well as the goals and attitudes of a policy and sincerity in behavior.

### ***C. Edward III Model***

According to Edward III (in Rupu & Isa, 2021), implementation is interpreted as a step of wisdom, which exists between a series of policy arrangements and outputs or consequences issued by wisdom (*output-outcome*). According to him, implementation activities consist of planning, funding, grouping, promotion and dismissal of employees, negotiating, and others.

As for the model developed, there are four critical things that affect the success or failure of the implementation The four variables are:

#### ***1. Communication***

Communication takes place between the policy maker, the implementation of the policy and the policy target. In communication, there is an emphasis on two perspectives, namely the delivery process and the clarity of policy content. The work intelligence of the implementer is derived from resource variables consisting of communication, the implementer explains an existing policy clearly, precisely, consistently, and accurately. If the delivery of information about policies is not clear, what is caused is a misunderstanding between policymakers and implementers. Parameters that can be used to measure the success of communication aspects,

namely: a. Transmission, namely the dissemination of good information can realize good policy implementation. What usually happens in providing information is *miscommunication*. b. Clarity, namely information obtained by the policy organizer must be clear and not make the policy implementer hesitate to implement the policy. Unclear information in a policy is not only an inhibiting factor in the implementation of a policy, but to some extent, policy implementers need flexibility in the implementation of a policy. But from another aspect, it can divert the purpose of policies that have been implemented before. c. Consistency, namely a direction conveyed in a policy implementation must be consistent and not changeable, and the purpose of the implementation objectives must be clearly conveyed to the policy objectives. If there is no clarity from the policy implementer, then what happens is that there is doubt about the policy target.

## *2. Resources (HR)*

Implementation must be supported by good human resources, materials and methods, targets, objectives, and policy content even though it has been communicated clearly and consistently, but if the implementer lacks the resources to run, then the implementation will not run efficiently and effectively. The indicator of power consists of The main resource, namely in the implementation of a policy is employees. One of the factors causing a failure in an implementation is the presence of insufficient and insufficient employees in implementing a policy, and employees who are less competent in their fields also greatly affect an implementation or policy. One aspect of the failure of a policy implementation is the selection of employees, for this reason, the selection of employees should not be arbitrary and must be in accordance with the field that is placed and has competence. Next information, in the nature of policy implementation, there are two forms, The first, is information related to how to implement a policy. Where the policy implementer must know what to do after receiving instructions/directions. Second, compliance and implementation of established government regulations. Policy implementers must know whether the bureaucracy involved in implementing the policy is obedient and complies with existing regulations. Furthermore, the authority, in general, the authority must be formal in nature with the nature of instructions that can be carried out properly. Authority is the power or ratification of policy implementers in implementing a determined policy. When there is no authority in policy implementation, it will interfere with policy implementation because policy implementers are not valid in the eyes of the public. But on the other hand, when there is formal authority, sometimes errors arise when looking at the effectiveness of that power. On the other

hand, if policy implementers abuse their power for personal or group interests, then the implementation of a policy will not take place effectively.

### 3. Disposition

Disposition. In the implementation of attitudes owned by policy implementers, such as honesty, communication, quick to respond, and responsiveness. One important aspect of disposition are Attitude of the Executor. The attitude of the implementer is very influential if a policy is not carried out in accordance with the wishes of the government. That is one of the inhibiting factors, therefore in the selection of implementers must choose implementers who are highly dedicated and willing to contribute to the policy with the aim of being able to achieve what has been determined by the policy. Next is Incentives. Edward stated that one of the tips that can be used to encourage everyone to work is to provide incentive injections. Because of the incentives, the impact generated by employees will be more motivated to work and the *output* produced will also be good.

### 4. Bureaucratic Structure

Bureaucratic structure is very influential in the success of an implementation. If in the division of labor there is still overlap and do not understand what they are king, the impact that occurs is that policy objectives are not achieved properly because of the weak bureaucratic structure. Therefore, this very complicated policy requires good cooperation between staff and leadership. If in the organization the bureaucracy does not support it results in the hindrance of policy implementation. The bureaucratic structure of the policy implementation must follow and contribute to the established policy

## METHOD

This type of research is qualitative research. This research uses research based on phenomena in the field. Qualitative research is a type of research that describes a phenomenon that is happening and to realize that the event or phenomenon then, as explained that qualitative research is research that uses a natural setting that has the intention of translating an ongoing phenomenon and using existing methods. This research uses a comparative study approach with the aim of comparing two or more objects to obtain the actual phenomenon whether there is a comparison of the object being researched. Location This research was conducted in two sub-districts, namely Pondok Melati District which is located at Jl. Bulak tinggi raya.77, RT.009 / RW.016, Jatiwarna, Kec. Pd. Melati, Kota Bks, West Java 17415, I and South Bekasi District which is located at Jl. Pulo Ribung, Jaka Setia, Bekasi Sel., Kota Bks, West Java 17148.

## **RESULTS AND DISCUSSION**

### **1. Communication in Pondok Melati and South Bekasi Districts**

Communication is an important thing in an implementation According to Edward III in Agustino, the communication process that occurs between policy makers and policy implementers and the target group concerned. The success of a policy can be seen from existing communication. The policy must be conveyed to the parties concerned so that the information submitted must be accurate. If the delivery of policy goals and objectives is not known at all by the target group, then what will arise is rejection or resistance from the target group concerned. In communication, there are three aspects to measure the success of the communication aspect, namely transmission, clarity, and consistency to produce good implementation.

Pondok Melati District as a related agency of the MCH program implementer has transmitted communication by conveying information related to the manufacture of MCH to the community. Based on the results of interviews with Front Office staff of the Population Administration service stated that communication was carried out by sub-district officers by coordinating with the prestige in each village and coordinating again with the local RT / RW to inform the community about the benefits, uses, and procedures and flow of requirements for making MCH as well as for direct socialization to The community whose implementation is carried out once a year and no extra services are provided. The estimated SOP service time for MCH is three working days. In contrast to what was expressed by housewives, parents of children who have made an "RS" Mother's Child Identity Card, said that socialization is not obtained directly from the sub-district, nor from the local RT / RW, but from the requirements to register for their children's schools. Based on the results of the interview presentation, the community does not know about the MCH socialization carried out by the authorities, but some people know about MCH from oral information provided by others.

The communication process is an important thing in an implementation According to Edward III in Agustino, success in the communication process of MCH program implementation can be seen from communication between policymakers, policy implementers, and related targets. In communication, there is an emphasis on two aspects, namely the delivery process and the clarity of the content of the program delivered. South Bekasi District as a related agency that implements the MCH program has communicated by conveying information related to the registration flow, registration requirements, benefits, and the use of Child Identity Cards to the community. Based on the results of the presentation, the researcher and the supervisor of the South Bekasi Dukcapil



stated that communication carried out to the community, and sub-district is coordination with the prestige in each village and the prestige of coordinating to RT and RW to socialize the benefits, uses and requirements needed. In general, it can be said that the socialization runs effectively because it has a positive impact on the community who want to make MCH and sub-districts have a strategy to accelerate MCH ownership because direct service staff take the initiative to use this strategy so that it produces results and public interest in making MCH and South Bekasi District provides excellent service by providing MCH services for a day.

Then the researcher conducted an interview with one of the housewives from one of the child's parents who had made a Child Identity Card, namely the "MS" mother, Based on the results of the researcher's interview with MS mothers that the socialization carried out by the sub-district, kelurahan and RT and RW regarding the benefits, uses and requirements needed was very useful for ease of access to services that requires MCH.

## **2. Resources in Pondok Melati District And South Bekasi**

Resources are an important factor in implementation because the rules or provisions on how to deliver rules and regulations are very influential in implementation. If in the implementation of the policy, the availability of human resources is not qualified in carrying out implementation, then the implementation does not run effectively and efficiently. In supporting, the implementation of MCH issuance effectively and efficiently requires adequate facilities and infrastructure in the issuance of MCH, facilities and infrastructure that support the issuance of MCH namely card printing equipment, computers, operational staff, waiting chairs, queue counters, and stamps. stated that the service of government apparatus to the community should be further improved and improved in quality, in the sense that if the services received are in accordance with the expectations of the community, it can be ascertained that the service is good or of high quality. Furthermore, Isa (2014:35) in his research, stated that the role of human resources greatly determines the success or failure of population services.

Based on the results of the researcher's interview with the *front office* staff of Pondok Melati sub-district, it can be concluded that human resources in Pondok Melati sub-district are quite good, but there are still technical problems such as electricity that suddenly drops and limited blank so that more attention needs from the sub-district and Disdukcapil so that the implementation can run effectively and efficiently. Meanwhile, the results of a research interview with one of the parents of children in Pondok Melati District said that there is still a lack in terms of prasana advice facilities in the waiting room for limited services so people have to queue stand up to wait for their

turn and to have MCH still requires a long time because of the lack of professional officers in working in because the MCH issuance process takes a relatively long time of about one week and there are still levies outside the existing provisions.

A different opinion was also expressed by an informant who had been waiting for two months to obtain MCH. It can be concluded that the operational staff in Pondok Melati District is not competent enough and less professional because the KIA card takes a long time, which is about two months. According to the information provided by the sub-district, the issuance of MCH only takes three days for the card process to be completed. From the results of the explanation above, it can be concluded that the service staff and operational staff are still less competent less responsive, and less informative in providing services to the local community. The lack of registration counters and the limited number of human resources serving the community make the process of KIA card results long to take as long as one month.

### **3. Disposition in Pondok Melati and South Bekasi Districts**

The disposition in this study consists of the attitude of the operational staff executors in implementing the Regional Regulation on Child Identity Cards, such as the commitment given by the disposition in implementing the implementation as well as the commitment that can be proven by looking at the reasons for the implementation in implementing the implementation, the goals/changes to be achieved, efforts to accelerate the Child Identity Card program and have a good view. good. The results of the researcher's interview with *Front Office staff* in Pondok Melati District can be concluded that the attitude of service provided is tried as well as possible, service to the community related to MCH cannot be ascertained what day the process will be completed because the officials in Pondok Melati District do not have authority in accelerating KIA Card ownership.

Based on the results of the researcher's interview with one of the child's parents, it was stated that there were services that were less responsive and informative in overcoming the obstacles and obstacles experienced as well as the lack of professionalism in the attitude of employees who served during the MCH issuance process. One of the obstacle factors in the MCH issuance process experienced by parents is the attitude of employees who are less informative in providing directions for uploading files on *the e-open* application. Sub-district service officers do not provide proper direction to service users who should be, making people not understand the technology used.

#### 4. Bureaucratic Structure in Pondok Melati and South Bekasi Districts

The bureaucratic structure and nature of policy implementation are very influential in the success of an implementation. In the division of labor, there is still overlap too much organizational structure, and poor understanding of the *jobdesk*. So the impact that occurs is that policy objectives are not achieved properly due to weak bureaucratic structures. Therefore, a very complicated policy requires good cooperation between staff and leadership. If the bureaucratic organization does not support each other, it can result in hindering the implementation of bureaucratic policies as implementers.

Based on the results of interviews with staff in two sub-districts, both in Pondok Melati District and in South Bekasi District, the bureaucrats have done work according to their respective roles and responsibilities. When at the time of work there is inappropriate work that is carried out properly. Then the sub-district head will evaluate the performance of the MCH program and the results of the evaluation by coordinating with the Dukcapil office to pick up the ball in the field.

#### CONCLUSIONS

Based on the results of research and discussion regarding the Implementation of Regional Regulation Number 10 of 2021 in Bekasi City concerning Child Identity Cards (KIA) (Comparative Study in Pondok Melati District and South Bekasi District), it can be concluded that; communication carried out both have something in common, namely coordinating through prestige in each village then coordinating prestige again with RT / RW, but from the results of the coordination there are differences in results in terms of communication. In Pondok Melati District, coordination does not run effectively, while in South Bekasi District, it is much more effective, as evidenced by the results of researcher interviews with the community who say that socialization is obtained directly from the sub-district and the prestige of each sub-district, South Bekasi District, while viewed from factors, Resources, South Bekasi District and better quantity and quality content because South Bekasi District has four Operational Staff in operating MCH printing equipment and has three MCH printing tools and adequate stamp availability compared to Pondok Melati District which is very limited in terms of human resources because only has one staff and one KIA printing equipment and the lack of limited availability of blangko.

Furthermore, from the aspect of positioning, it indicates that there are differences in the attitude of the implementer, as well as the ability of the implementer to serve the community. South Bekasi District has a better disposition due to the ability of employee executors to handle community problems related to the MCH manufacturing process. This is proven by the ability to

be responsive, informative, and quick to respond, the bureaucrats of the South Bekasi sub-district also have a good view of MCH and have a high commitment to have goals or achievements, namely increasing the number of MCH ownership and Have a good commitment in carrying out tupoksi. When compared to Pondok Melati District, the attitude of the implementers is considered unfavorable, supported by community statements that assess the ability of officers to be less responsive, and informative, and less responsive and bureaucrats lack a good view of the MCH program and lack of commitment to running the MCH program, this can be proven from the lack of effort in accelerating the MCH ownership process. Finally, judging from the Bureaucratic Structure factor, South Bekasi District runs SOPs well and in accordance with the provisions and has excellent service one day directly for MCH printing. When compared to Pondok Melati District, even though it has run in accordance with existing regulations, the results of MCH issuance take 3 working days, and there are discrepancies in the specified performance estimates which take up to months.

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