



Analysis of Social Services Supervision of Beggars, Vagrants, And Abandoned People (PGOT): A Case Study of The “Silver Man” Phenomenon

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Abstract

Background. The presence of “Silver Man” has spread widely in several cities in Indonesia, including Cirebon. Their existence began in early 2021 after the pandemic era. The “Silver Man” phenomenon refers to individuals who paint their bodies silver or gray and beg in public spaces.

Aims. This study aims to analyze the oversight conducted by the Cirebon City Social Services Department in response to the “Silver Man” phenomenon.

Methods. The study employs a qualitative method with a case study approach, where data is collected through observation, interviews, and research documentation.

Result. The results of the study indicate that the supervision and control measures implemented by the Social Affairs Department and the City Police of Cirebon are deemed ineffective and misdirected, as many beggars, vagrants, and homeless individuals (PGOT), including “Silver Man,” are not initially from Cirebon City, and the local government has established no follow-up policies. Efforts undertaken by the local government through the Social Affairs Department of Cirebon City, in collaboration with the Civil Service Police Unit (Satpol PP), continue to conduct routine PGOT enforcement in Cirebon City, as well as weekly Saturday outreach activities for street children in collaboration with volunteers based at Dukuh Semar street, Cirebon City.

Conclusion. Community participation and strengthened policies by the local government are crucial to enhancing the effectiveness of monitoring the “Silver Man” phenomenon.

Keywords: Monitoring, Local Government, Monitoring Effectiveness, Control, Community Participation



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INTRODUCTION

Indonesia is a vast country undergoing development, and as such, it faces various challenges, one of which is poverty. Poverty is a significant issue faced by countries worldwide, particularly developing countries like Indonesia. This is due to backwardness in the fields of technology, health, and education (Khumayah, 2021). No practical solution to this problem has yet been found, so efforts to alleviate poverty continue. The social problem faced by the Indonesian government in dealing with poverty to date is the existence of beggars, vagrants, and abandoned people (PGOT). The PGOT problem not only reflects social inequality but also involves various complex realities that are interrelated. This is outlined in Law No. 13 of 2011 on the Handling of the Poor, Homeless, and Beggars. The presence of beggars, homeless people, and abandoned individuals (PGOT) remains visible in various locations, including intersections, traffic lights, and other areas (Ishlahiyah N, 2024). This can certainly disrupt public order and security. The increase in the number of PGOT is caused by an imbalance between rapid population growth and the availability of adequate jobs and employment opportunities (Idza A, 2023). The Civil Service Police Unit and Community Safety Agency, according to Satria. F, Head of the Public Order and Community Safety Division, stated,

“Beggars, vagrants, street performers, homeless individuals, and ‘Silver Man’ are all classified as PGOT.” “Silver Man” is an individual or group of street performers who primarily sell pantomime art by painting their entire bodies with silver paint to attract attention on the streets (Suherman, 2023). Issues related to PGOT in Indonesia are a matter that needs to be addressed promptly by the government, as this relates to the fulfillment of welfare and the rights of Indonesian citizens (Ishlahiyah N, 2024).

The Cirebon City Government, through the Cirebon City Social Service, has the authority to address PGOT issues in accordance with Local Regulation No. 13 of 2019 concerning the Implementation of Public Order and Community Peace. In this matter, the Cirebon City Social Affairs Department, as a Regional Government Agency (RGA), bears the primary responsibility for addressing issues related to Social Welfare Problem Cases (Wijaksana, 2024). To achieve social welfare, the Cirebon City Social Affairs Office implements various service programs, including: 1) Social Rehabilitation, 2) Social Empowerment, and 3) Assistance and Social Security. Oversight of local government administration is crucial to ensure compliance with applicable laws and regulations. This

oversight is carried out through a series of activities aimed at ensuring that local government operates effectively and efficiently in accordance with established rules and policies.

To achieve improvements in the quality of government organizations through transformation, it is important to monitor every step in the process. According to Poerwadarminta (1976), the word “awas” has several meanings, including “able to see, having sharp vision, and being alert,” while the word “mengawasi” is defined as the act of looking and paying close attention. Supervision is a process that ensures a program aligns with its planned objectives. As stated by McFarland in Handayani (1981:143), the definition of supervision (control) is as follows: “Control is the process by which an executive ensures that the performance of his subordinates corresponds as closely as possible to chosen plans, orders, objectives, or policies.” (Supervision is a process whereby a leader wants to know whether the work performed by his subordinates is in accordance with the plans, orders, objectives, or policies that have been determined). The terms supervision, control, and monitoring generally have similar meanings, namely supervision. In the field of management, the term “control function” is not recognized; controlling is understood as a form of supervision within the context of management functions. According to Henry Fayol (2001), supervision is the process of assessing whether all activities are proceeding in accordance with established plans, issued orders, and adopted principles. Supervision also aims to identify weaknesses and errors to avoid them in the future. Control can be defined as a supervisory process accompanied by corrective actions. Conversely, supervision can be understood as control that does not involve corrective actions. According to Sujanto (1983), “Control is any effort or activity to ensure and direct that the work being carried out proceeds as it should.”

The Social Services Agency of Cirebon City is collaborating with other agencies, such as the Civil Service Police Unit (Satpol PP) of Cirebon City, to supervise and control the “Silver Man” group in Cirebon City. Meanwhile, the Civil Service Police Unit of Cirebon City, under the direction of the Social Services Agency, is cracking down on them.

According to previous research findings summarized from the study (Nur Ishlahiyah & Sri Yuliani, 2024) titled “Analisis Efektivitas Program Rehabilitasi Pengemis, Gelandangan, dan Orang Terlantar (PGOT)” (Analysis of the Effectiveness of the Rehabilitation Program for Beggars, Homeless People, and Abandoned Individuals (PGOT)), there are similarities in the results of the variables used, but different theories with different indicators were found. The research locations differed, with our research conducted at the Social Affairs Department of

Cirebon City and the Cirebon City Police Department. The previous research was conducted at the Trengginas Shelter in Tegal Regency.

In this study, researchers have identified several issues in the field related to social assistance provided by the Cirebon City Social Service to the “Silver Man.” There is a misunderstanding between the “Silver Man” group and the Social Services Department regarding the distribution of social assistance. They assume that assistance will be provided free of charge without understanding that certain steps must be followed according to procedure. This creates a misunderstanding among those in need of social assistance, and the lack of clear information regarding requirements and data collection becomes the main obstacle for the “Silver Man” to access assistance. Many of them are unaware of the required criteria or how to register, resulting in them missing out on the opportunity to receive assistance.

This study aims to analyze how the supervision implemented by the Social Affairs Department, in collaboration with the Cirebon City Police Department, addresses the growing presence of the “Silver Man” and whether the supervision carried out is effective in accordance with the existing resolutions and policies.

LITERATURE REVIEW

To manage the government effectively and in accordance with plans established by applicable laws and regulations, it is essential to implement adequate oversight (Rahmat, 2021). This aims to minimize the possibility of violations and abuse of power during the implementation of regional government. The purpose and essence of controlling itself is to ensure that the implementation (performance) and results (outcome) are in accordance with the plans. As stated by Jamrizal (2022), supervision is the activity of monitoring every activity carried out in accordance with the plans that have been developed or established. Supervision also aims to verify whether the assigned tasks have been carried out properly. A previous study relevant to this topic was conducted by Aziz Muslim (2023) titled "Analysis of the Influence of Work Programs and Embedded Supervision on the Work Performance of Social Services Department Employees in Surabaya City."

The results of this study indicate that well-planned work programs serve as clear guidelines for employees in carrying out their duties. Additionally, embedded supervision has been proven to make a dominant contribution to improving work performance, with a greater influence.

The primary function of supervision is to oversee the tasks and work carried out by employees, and it is equally important to do so for every task performed by employees (Alim, 2020). Control is an activity carried out to ensure that production and operational activities are conducted in accordance with what has been planned. If deviations occur, these deviations can be corrected so that what is expected can be realized (Syarifah Nazia, 2023). Based on the definitions of supervision and control according to these experts, it can be stated that the indicators of supervision include 1) Planning, 2) Orders, 3) Objectives, and 4) Policies that have been determined in advance.

Similarly, the Social Services Department plays an important role in enhancing the supervision of community welfare. The Social Services Department is responsible for providing services and support to individuals and groups in need, such as those affected by PGOT. Through well-planned social programs, the Social Services Department strives to reduce poverty, improve access to education and health care, and encourage community participation in social development.

According to a study cited by Firdausi (2020) entitled “Social Services Supervision in Addressing Street Children in Jambi City,” researchers say that there is a problem of insufficient human resources, a lack of facilities such as shelters and social institutions, and a failure to provide optimal care for street children. Given these issues, the question arises: why are there still so many children trapped in cycles of poverty and exploitation, where their parents often exploit them for begging?

The Social Services Department of Cirebon City has Regional Regulation No. 13 of 2019 on the Implementation of Public Order and Community Tranquility, which outlines regulations on public order and community tranquility as a guideline for local governments to prevent, monitor, and take action against any activities that violate public order and community tranquility. The Social Affairs Department collaborates with other agencies, including the Cirebon City Civil Service Police Unit (Satpol PP), to conduct surveillance on public order and community tranquility, supporting the implementation of activities related to vagrants and beggars. The Social Affairs Department also has the responsibility to carry out rehabilitation as stipulated in Article 25 of Government Regulation No. 31 of 1980, which states that the Social Affairs Department conducts rehabilitation by providing psychological and social support.

The research findings indicate that collaboration between the Social Affairs Department and the Civil Service Police Unit (Satpol PP) in addressing social welfare issues,

particularly in managing PGOT, underscores the importance of synergistic coordination between the two agencies. The Social Services Department plays a role in providing social assistance, rehabilitation, and appropriate support for PGOT, while the Civil Service Police Unit is responsible for enforcement and supervision in the field. By working together, both parties can more effectively address PGOT issues, thereby minimizing negative impacts on the community. Many regions define “Silver Man” as a community of beggars who are perceived as merely asking for money from motorists at traffic lights or in other crowded areas. Many people view silver man as a problem, leading some regions to enact local regulations limiting the scope or movement of silver man (Suherman Arifin, 2023).

Several researchers have explored the existence of silver man, such as the study conducted by Manullang and Susanti (2022) titled “The Lives of Silver Man in Pekanbaru City.” To understand the lives of silver men working at traffic lights as beggars. Additionally, a journal was created by Kamaruddin et al. (2023) titled “ The Phenomenon of Silver Man at the Sempu Red Light Intersection in Serang City.” The core conclusion of the journal is linked to the ongoing impact of the COVID-19 pandemic. The initial cause was the escalating economic crisis that began with the onset of the pandemic. Based on the literature studies presented above, supervision, as defined by McFarland in Hadayaningrat, is the process carried out by leaders to ensure that work outcomes align with established plans and policies. This aligns with Henry Fayol’s perspective, which emphasizes the importance of supervision to assess the alignment of activities with plans. Supervision also aims to identify weaknesses and errors, thereby preventing future mistakes. In the context of the Social Services Department, supervision plays a crucial role in improving community welfare through social programs. Collaboration between the Social Services Department and other agencies, particularly the Civil Service Police Unit (Satpol PP), is also essential for effectively addressing social issues.

METHOD

Supervision from the relevant authorities for “Silver Man” can help ensure that the program is targeted and effective. To find this out, researchers used a qualitative approach to accurately analyze social phenomena. This method focuses on concept development, gathering information related to conditions, events, and data accumulation, while also explaining the relationships between elements without conducting hypothetical testing. Qualitative research emphasizes the importance of an objective representation of the actual conditions of the objects being studied. In this study, the supervision of the Social Affairs Department is presented in

relation to the phenomenon of “Silver Man” in the city of Cirebon. Therefore, data collection techniques such as interviews, observations, and document studies were used (Manullang & Susanti, 2022). Data triangulation is a technique for verifying data from various sources using different methods and at different times (Wijaya, 2018). The triangulation used in this study is data triangulation. Data triangulation is conducted by examining the information or data obtained through interviews with informants. Furthermore, the data is then cross-checked with other informants who are still related to one another. The use of this triangulation method aims to obtain more precise answers and gain insights from the perspectives of different informants.

The focus of the research aims to narrow the scope of the study. According to McFarland (1991), this approach facilitates the collection and analysis of data, enabling researchers to draw more accurate conclusions. Therefore, the focus of this research is directed at 1) Planning, 2) Orders, 3) Objectives, and 4) Policies. In writing this journal, the author utilizes informants as a source of data. The selected informants are subjects who are willing to provide information and possess in-depth knowledge of the issues being studied. The literature review technique involves theoretical studies and data collection from various sources, including literature reviews, articles, and online media, to gather information (Wijaksana et al., 2024).

DISCUSSION

“Silver Man” is an individual whose entire bodies are covered in silver paint, from head to toe, using silver spray paint, while only their eyes remain black. Men typically wear shorts, while women wear short tops paired with shorts, making their slender figures and prominent collarbones visible. They walk toward every vehicle stopped at a red light with a robotic-like gait, attracting the attention of some onlookers (Novita, 2022). The presence of “Silver Man” has sparked various opinions among the public.

Some view it as an intriguing form of art, while others feel disturbed, surprised, and even afraid upon seeing it. However, we cannot ban this profession, as they are merely trying to make a living. Research shows that the individuals behind the silver man appearance are willing to endure the scorching midday sun to earn income used to meet their daily living needs (Nizam, 2023).

Supervision is the process of examining and ensuring that all tasks are carried out properly in accordance with applicable regulations or in accordance with each individual's job description. This supervision can be carried out vertically or horizontally, where superiors have

the authority to control their subordinates, while subordinates also have the right to criticize their superiors (Khumayah, 2014).

The purpose of this study is to analyze the supervision carried out by the Social Services Agency in relation to the phenomenon of silver man. Mc. Farland defines supervision (controlling) as a process in which a leader seeks to determine whether the results of tasks performed by subordinates are in line with plans, instructions, objectives, or established policies, where the purpose of this supervision is to improve social welfare in Indonesia, particularly in the city of Cirebon, Walter A. Friedlander in the book *Introduction to Social Welfare* written by Dona (2011) states that social welfare is a structured system of various social services and institutions aimed at supporting individuals and groups in achieving adequate living standards and health, as well as personal and social relationships that enable them to develop their potential optimally and improve their welfare in accordance with the needs of their families and communities (Khumayah, 2021).

Researchers attempt to compare the compatibility between the theory and the results of the author's research in the field, using methods such as interviews, observation, and documentation. McFarland's theory of supervision (1991). According to the indicators, supervision must be guided by the following: 1) Planning, 2) Orders, 3) Objectives, 4) Policies, which are used as indicators by the author to analyze the compatibility between theory and the results of field research. The results of this analysis are:

Planning

George R. Terry, in his book entitled *Principles of Management* (Sukarna, 2011: 10) explains planning by stating that “Planning is the process of selecting facts, connecting facts, and compiling and applying projections or assumptions for the future, which is done by describing and formulating the activities necessary to achieve the desired goals.”

Based on the research findings obtained from interviews with supporting informants (staff) regarding planning indicators (plans). The planning and supervision conducted by the Social Affairs Department of Cirebon City include intake and assessment. The intake stage involves planning to address existing issues, while the assessment stage involves exploring data. The following are the results of the intake and assessment conducted by the Social Affairs Department of Cirebon City.

The intake process includes planning and enforcement, with the Social Services Agency collaborating with the Civil Service Police Unit (Satpol PP) to crack down on street

musicians and “Silver Man” operating in crowded areas. These enforcement actions aim to regulate their presence on the streets, particularly at traffic lights frequently traversed by vehicles. After enforcement, individuals apprehended will be registered by the Social Services Department. This registration process requires basic information, including name, age, place of origin, and socio-economic status.

The assessment process involves meeting the needs of “Silver Man,” who are grouped into PGOT. Suppose they originate from the city of Cirebon. In that case, the next step is for the Cirebon City Social Services Agency to collect the data and include it in the Integrated Social Welfare Data (DTKS). The data collection process involves a series of organized and systematic steps. The following are the main steps in this process. The first step is for individuals in need of assistance to report to local authorities, such as the RT/RW or Village Head, by providing their ID card and Family Card as proof of identity. The Cirebon City Social Affairs Department then proposes to the Ministry of Social Affairs to immediately provide social assistance.

Interviews with key informants revealed data showing that the planning carried out by the Social Services Agency of Cirebon City has not been fully realized due to several factors. Lack of coordination between agencies has led to inefficient operations. There are obstacles in the working relationship between the Social Services Agency and other agencies, such as the Civil Service Police (Satpol PP) and law enforcement agencies. This situation has led to uncoordinated and ineffective efforts. In addition, the guidance process for individuals involved in silver man behavior is often inconsistent or unfocused, so they tend to return to their old habits after rehabilitation ends.

Orders

Supervisory orders refer to directives or measures issued to monitor, assess, and ensure that certain activities or processes are carried out in accordance with predetermined objectives, standards, or policies.

Based on the results of the research obtained from interviews with supporting informants (employees) regarding order indicators. The Mayor of Cirebon has issued an order to the Cirebon City Social Service to handle the silver man issue in accordance with Regional Regulation No. 13 of 2019 concerning the Implementation of Public Order and Community Peace. In implementing this regulation, the Cirebon City Regional Government invited the

Social Service and Civil Service Police Unit to supervise and control the phenomenon of silver men.

Interviews with key informants on silver man yielded data showing that orders or directives issued by the relevant agencies—the Social Affairs Department and the Cirebon City Civil Service Police Unit—were in effect during the enforcement process. Silver Men who were subjected to enforcement by the Civil Service Police Unit were ordered not to beg on the streets again, as a deterrent. Typically, Silver Men are subject to social sanctions from the Cirebon City Civil Service Police Unit.

Objectives

Based on Bohari's opinion (2002:5), the purpose of supervision is to observe the actual situation and immediately report errors or obstacles to the leadership or parties responsible for the activity, so that necessary corrective actions can be taken promptly.

Based on the research findings obtained from interviews with supporting informants (employees) regarding the objectives and indicators. The purpose of supervision carried out by the Cirebon City Social Service in handling the “Silver Man” phenomenon is oriented towards several crucial aspects to ensure the welfare and peace of mind of the community. To enhance social welfare, the Social Affairs Department of Cirebon City conducts rehabilitation and training programs for the “Silver Man” group through skill-building initiatives aimed at improving their capabilities and achieving economic independence. Additionally, the purpose of supervision is to maintain public order and tranquility. In this regard, the Civil Service Police Unit (Satpol PP) plays a crucial role in conducting supervision at crowded locations such as intersections and traffic lights. The Civil Service Police Unit, assisted by the Civil Protection Force (Satlinmas), has six teams that conduct surveillance and enforcement daily from 9:00 AM to 12:00 PM on six main roads in Cirebon City, ensuring that the presence of the “Silver Man” does not disrupt the comfort and safety of road users. This is crucial for maintaining public order and community peace. Another important objective of the Social Affairs Department's monitoring of the “Silver Man” phenomenon is to educate and raise awareness among the public. The department is committed to educating the community about the risks associated with begging practices and providing better alternatives for individuals involved in such activities. This includes efforts to educate them about the potential health hazards posed by the continued use of silver paint. The Social Affairs Department is striving to adopt a more

humane approach in addressing the “Silver Man” phenomenon, with the hope of helping them find solutions to their difficult situations without subjecting them to degrading treatment.

Interviews with key informants revealed data indicating that the objectives of the monitoring and enforcement program carried out by the Social Services Agency and the Civil Service Police Unit of Cirebon City have not been fully optimized, and several factors hinder its effectiveness. The surveillance and enforcement activities often involve actions deemed inhumane, with individuals frequently subjected to coercion and not infrequently experiencing physical punishment. This situation has sparked criticism from various quarters and eroded public trust in the initiatives of the Social Affairs Department and the Civil Service Police Unit.

Policies

Policies are guidelines established by local governments to support the achievement of government agency objectives. The policy formulation process produces policies that serve as the basis for lower-level policies, strengthening, reducing, and limiting working relationships between departments within an organization, and provides more operational explanations of higher-level policies.

Based on the research findings obtained from interviews with supporting informants (staff) regarding policy indicators. The policies previously determined by the Local Government of Cirebon City in Local Regulation Number 13 of 2019 concerning the Implementation of Public Order and Community Tranquility, which is carried out by the Social Service of Cirebon City in collaboration with the Public Order Agency of Cirebon City. According to employees of the Cirebon City Social Services Agency, the supporting factor in monitoring the “Silver Man” phenomenon is the existence of a Regional Regulation that has been in effect, which makes the program run more smoothly. Meanwhile, the inhibiting factor experienced is the lack of understanding and socialization received by the Silver Man; therefore, the Social Services Agency must use treatment so that when the enforcement program is implemented, the Silver Man can accept it without coercion. Interviews with key informants among the Silver Man yielded data indicating that the policies implemented by the Social Affairs Department and the Cirebon City Police Department are in line with the existing local regulations.

CONCLUSION

Based on the results of the Social Services Agency's monitoring analysis, the emergence of the “Silver Man” phenomenon, as described by McFarland (1991), facilitates

the researcher's ability to collect and analyze data, ultimately leading to informed conclusions. Therefore, the focus of this research is directed at 1) Planning, 2) Orders, 3) Objectives, 4) Policies. It can be concluded that supervision of the “Silver Man” phenomenon in Cirebon City is still not functioning properly, as the assistance programs and training initiatives implemented have not been sustained. The policy in the form of the Cirebon City Regional Regulation is a supporting factor for monitoring the “Silver Man” phenomenon. Meanwhile, the obstacles faced by the Social Services Agency in handling the “Silver Man” phenomenon include rebellion, non-compliance with regulations, and the absence of a deterrent effect. There is a need to increase community participation and strengthen local government policies to improve the effectiveness of monitoring the “Silver Man” phenomenon.

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