

CHALLENGES AND RESPONSIBILITIES OF MEDAN SOCIAL SERVICES: A CASE STUDY OF ARTICLE 105 KHI AND THE WELFARE OF ABANDONED CHILDREN

Muhammad Fahmi Siagian*¹, Hasbullah Ja'far²

E-mail: muhammad0201202051@uinsu.ac.id

E-mail: hasbullahja'far@uinsu.ac.id

Universitas Islam Negeri Sumatera Utara

*corresponding author

Abstract

The purpose of this research is to examine the implementation of Article 105 of the Compilation of Islamic Law (KHI), focusing on the protection and support for abandoned underage children in Medan. Although Article 105 of KHI designates the mother as the primary guardian for minors, a significant number of children are still abandoned by their mothers, often left to live on the streets. The Medan Social Services Department, as a government agency, plays a critical role in addressing and reducing the prevalence of abandoned minors by providing essential support and care. A qualitative case study methodology was employed, with data collected through document analysis and interviews with officials at the Social Services Department of Medan. This approach allowed for an in-depth examination of the department's responsibilities, the specific measures implemented to safeguard underage children, and the challenges encountered in fulfilling these duties. The findings reveal that while the Social Services Department in Medan works to implement Article 105 KHI by facilitating support services for neglected children, it faces substantial challenges, including limited resources, inadequate funding, and staffing shortages, which impact the effectiveness of care provided. These limitations highlight the need for ongoing development in both policy and practical support. This study contributes original insights into the operationalization of KHI regulations concerning child welfare in a municipal context, emphasizing the role of government intervention where parental responsibility is lacking. The implications suggest that increased resource allocation and inter-agency collaboration are necessary to enhance the protection of vulnerable minors, contributing valuable perspectives to both child welfare policy and Islamic legal studies on child guardianship.

Keywords: Child Protection; Abandoned Children; Article 105 KHI; Social Services Medan; Social Welfare.

INTRODUCTION

Many Indonesian children are still deprived of basic rights, including adequate education and social welfare.¹ This issue is evident in the lives of orphans, impoverished children, and abandoned minors, who are often left without proper care and education. Without intervention, these vulnerable children lack the resources needed for their development. As of December 15, 2020, the Integrated Social Welfare Data Dashboard (DTKS) reported 67,368 abandoned children across Indonesia, highlighting the scale of this issue.² Children hold an essential role in shaping Indonesia's future, with religious teachings, like in Al-Kahfi verse 46, emphasizing the value of children as blessings and responsibilities for parents and society alike.³ Furthermore, Indonesian law, particularly Article 105 of the Compilation of Islamic Law (KHI), states that a child under 12 years belongs under the mother's care, underscoring the social responsibility toward their wellbeing. Addressing the welfare of these children is crucial for building a just and prosperous Indonesian society.

Despite legal mandates, neglected children under 12 years of age are still a common sight on Indonesia's streets. Social offices in Medan have observed many young, abandoned children who are left on the streets by their mothers, highlighting a lack of adherence to *hadhanah* responsibilities. This phenomenon illustrates a gap in the social welfare system, particularly in the role of mothers. The Ministry of Social Affairs (Kemensos) actively intervenes to address this issue by supporting vulnerable children,⁴ yet social support structures like the Child Welfare Institution (LKSA) have been less effective in providing adequate child protection and guidance (BALKS, 2020).⁵ Literature suggests that protecting children also builds human capital essential for achieving a materially and spiritually prosperous society. Research has shown that children's welfare

¹ Imran et al., "Aspect of Justice of Marriage Dispensation and Best Interests for Children," *Jurnal Hukum Dan Peradilan* 13, no. 1 (2024): 63–88, <https://doi.org/10.25216/jhp.13.1.2024.63-88>.

² Puput Mutiara, "Penanganan Anak Terlantar Butuh Komitmen", Kemenko PMK.go.id, 17 Desember, 2020, <https://www.kemerkopmk.go.id/penanganan-anak-terlantar-butuh-komitmen>

³ Kementerian Agama RI, *Al-Qur'an Dan Terjemahannya* (Jakarta: Lajnah Pentashihan Mushaf Al-Qur'an Badan Litbang dan Diklat Kementerian Agama RI, 2019), <https://lajnah.kemendagri.go.id/unduh/category/3-terjemah-al-qur-an-tahun-2019>.

⁴ Nashriana, "Perlindungan Hukum Pidana Bagi Anak di Indonesia". Jakarta: PT Raja Grafindo Persada, 2011, hlm. 1

⁵ Ellya Susilowati, "Praktik Perlindungan Anak Terlantar di Lembaga Kesejahteraan Sosial Anak", 88 - 101

remains overlooked despite social and religious directives promoting their care and development. Literature underscores the importance of proactive support from both mothers and the social welfare system to fulfill the rights of abandoned children.

This research seeks to explore the implementation of Article 105 of the KHI regarding the welfare of abandoned children.⁶ The study aims to assess whether the mandates surrounding child protection and care are adequately enforced, particularly for those children under their mothers' legal guardianship. Focusing on Medan's situation, the research also examines government initiatives and social welfare policies in providing support to these children. Past studies, such as those⁷ indicate that non-formal education is essential for reaching underprivileged children who cannot access traditional education systems, emphasizing the need for inclusive welfare approaches.⁸ This investigation intends to analyze how the state's intervention aligns with the religious, legal, and social guidelines, especially where non-formal educational programs might be more feasible. With rising numbers of unsupervised, abandoned children, the research addresses a critical social problem affecting children's rights and future opportunities. This study highlights the urgent need to ensure adherence to Article 105 and the adequate protection of children's rights in practice.⁹

Effective child protection laws are essential for sustainable child welfare and development. Implementing comprehensive legal protection helps safeguard the rights of abandoned children and supports long-term efforts to eliminate child neglect. However, in Medan, Article 105 has not been fully realized, leaving many children without proper care. According to data from Medan's Social Services Office, around ten abandoned minors have been placed in orphanages after being neglected by their mothers, with the city's welfare services lacking the resources to address every case. The lack of consistent enforcement of Article 105 exemplifies a broader social and legal gap in

⁶ Ninuk Tri Welas, "Comparative Study of Development between Islamic Inheritance Law According to Compilation of Islamic Law (KHI) & Faroid Science," *Sultan Agung Notary Law Review* 3, no. 1 (2021): 164, <https://doi.org/10.30659/sanlar.3.1.164-180>.

⁷ Mustangin dkk, "Analisis Pelaksanaan Program Pendidikan Nonformal Bagi Anak Jalanan", *International Journal of Community Service Learning*, Volume 5 Nomor 3 2021, 234 - 241

⁸ Mustangin dkk, "Analisis Pelaksanaan Program Pendidikan Nonformal Bagi Anak Jalanan", *International Journal of Community Service Learning*, Volume 5 Nomor 3 2021, 234 - 241

⁹ Arif Gosita, *Masalah Perlindungan Anak*, PT. Bhuana Ilmu Populer, Jakarta, 2004, hlm. 18

child welfare protection. For these children to receive their rights, as citizens, effective legal backing and sustained social programs are necessary to provide stability and prevent adverse consequences of neglect. Thus, a focused study on enforcing child welfare laws is imperative to address the gaps in supporting Indonesia's vulnerable children.

METHOD

This study employs a qualitative case study design to investigate the legal protection provided to abandoned children in Medan. A case study approach allows for an in-depth examination of contemporary issues within their real-life context, making it ideal for exploring the complexities of child welfare in Medan. This approach also enables a detailed analysis of specific practices and their alignment with legal frameworks. By situating the study within the Medan Social Services Office, the research captures firsthand insights from individuals involved in child welfare processes. This empirical design is well-suited to understanding specific policies and procedures in place, facilitating a thorough evaluation of legal implementation. The research approach ensures the collection of nuanced qualitative data that reflects the experiences and behaviors of relevant stakeholders. This design provides a framework for assessing how well current legal protections meet the needs of abandoned children in Medan. The study collects data using interviews, documentation, and library research. These methods are chosen to provide a well-rounded perspective, combining direct stakeholder insights with documented information and academic literature. Interviews capture real experiences, while documentation and literature deepen contextual understanding. Interviews are conducted with staff at the Medan Social Services Office to gather their perspectives on child welfare policies. Documentation includes official records and reports that detail the practices and statistics related to abandoned children in Medan. Additionally, relevant literature on child welfare laws supports an analysis of best practices, helping to contextualize findings within broader legal and social frameworks. This multi-method approach ensures a comprehensive data set, capturing both primary insights and established knowledge.

Qualitative analysis is used to process and interpret the collected data. This analysis involves organizing and categorizing data to identify patterns and insights regarding the implementation of legal protections for abandoned children. It helps to validate findings through a systematic examination of all collected information. First, data is organized for clarity and then presented in a format that highlights key themes related to legal protection and social support for children. The findings are verified through cross-checking to ensure accuracy and consistency, strengthening the reliability of the conclusions. Finally, the study uses descriptive qualitative analysis, interpreting verbal and behavioral data to provide a coherent narrative on child welfare practices in Medan. This analytical process ensures that conclusions drawn are well-supported and aligned with observed and reported data.

RESULT AND DISCUSSION

1. Implementation of Article 105 of the Islamic Law Compilation on the Care of Minors Through the Medan City Social Services Department

In the Islamic Law Compilation (Kompilasi Hukum Islam, KHI)¹⁰ child care is synonymous with *hadhanah* in Islamic jurisprudence. Within the KHI framework, child care or protection encompasses all activities aimed at nurturing, maintaining, and educating a child until they reach maturity or, in other words, are capable of self-sufficiency.¹¹ Protection of children also entails a broad meaning when considered from various aspects of life, including the economic and social aspects, as well as guidance and regulations aimed at the child's welfare.¹²

Islamic scholars agree that caring for, maintaining, and educating children is an obligatory duty, as failure to do so can negatively impact their lives and future, both before they reach maturity (*mumayyiz*)¹³ and as they grow into adulthood, gaining the

¹⁰ Harwis Alimuddin and Tahani Asri Maulidah, "Implication of Local Wisdom in Islamic Law Compilation Legislation," *Mazahibuna: Jurnal Perbandingan Mazhab* 3, no. 2 (2021): 142-58, <https://doi.org/10.24252/mh.v3i2.24982>.

¹¹ Khoiruddin Nasution, "Perlindungan Terhadap Anak Dalam Hukum Keluarga Islam Indonesia", *Jurnal Al-Adalah*, Vol. 08, No. 01, (Yogyakarta: Juni, 2016), h. 1-2

¹² Abdul Manan, *Aneka Masalah Hukum Islam di Indonesia*, (Jakarta: Kencana, 2008).

¹³ Arif Sugitanata, "Product Renewal in the Field of Family Law in Indonesia," *Law and Justice* 6, no. 1 (2021): 62-79, <https://doi.org/10.23917/laj.v6i1.10699>.

right to make independent life decisions.¹⁴ Article 105 of the KHI states, “The care of children who have not reached the age of discernment or are under twelve years of age is the mother’s right.”¹⁵ This article highlights the primary role of the mother in custodial rights over her child. However, abandoned children, often neglected by their mothers, are still commonly found on the streets, which results in early suffering. Addressing this issue requires the state’s intervention through policies that provide systematic, targeted, and sustainable support for abandoned minors. Efforts must include changes within government environments, involving adjustments to legal frameworks, work standards, and planning and implementation procedures to foster a shift in mindset.¹⁶

The Medan City Social Services Department, as an executive agency of the Medan municipal government in the social sector, is led by a Department Head who reports to the Mayor through the City Secretary.¹⁷ As a government institution focused on social matters, the Social Services Department addresses various social issues within the community. The Medan City Government has also enacted Regional Regulation No. 6 of 2003, which prohibits vagrancy, begging, and certain immoral behaviours within the city. Regarding abandoned children, this issue falls under the category of social welfare issues (Penyandang Masalah Kesejahteraan Sosial or PMKS). PMKS refers to individuals or families who, due to certain obstacles, difficulties, or disruptions, cannot perform their social functions and thus fail to establish harmonious and creative relationships with their surroundings, which hampers their physical, mental, and social well-being. These obstacles may include poverty, abandonment, disability, social disadvantages, or sudden environmental changes that are unfavourable.

In terms of legal protection, abandoned children who have not yet reached maturity or discernment (*mumayyiz*)¹⁸ and fall under the responsibility of the Medan City Social

¹⁴ Abdul Aziz Dahlan, *Ensiklopedia Hukum Islam*, Cet. Ke-5, (Jakarta: PT. Ihtiar Baru Van Hoeven, 2021), h. 415

¹⁵ Kementrian Agama RI, *Pasal 105 KHI*, (Jakarta, 2018), h. 53.

¹⁶ Bismar Siregar. dkk, hlm. 22.

¹⁷ Anonim, “Dinas Sosial Kota Medan”, <http://dissos.pemkomedan.go.id>, diakses selasa, 30 Maret 2024, pukul 15.20 WIB.

¹⁸ Ramdani Wahyu Sururie et al., “Co-Parenting Model in Resolving Child Custody Disputes in Urban Muslim Families,” *Petita: Jurnal Kajian Ilmu Hukum Dan Syariah* 9, no. 1 (2024): 250–68, <https://doi.org/10.22373/petita.v9i1.277>.

Services Department have the right to receive social welfare services from the local government. The Social Services Department, as a government agency in the social sector, plays a role in addressing the needs of abandoned minors by providing temporary placements for them in orphanages.¹⁹ The placement process considers the child's religious background. If an abandoned child is parentless and their origins are unknown, their religion is determined based on the majority religion of the local population. This placement in an orphanage aims to safeguard the child's rights, ensuring they are provided with protection from violence and discrimination, while allowing them to live, grow, develop, and participate optimally in society with respect for human dignity.²⁰

Effective child care for abandoned children relies on cooperation among various stakeholders. Collaboration with orphanages throughout Medan supports the fulfilment of care rights for these children. Between 2017 and 2018, records indicate that approximately 1,000 abandoned children in Medan were placed in orphanages through the Social Services Department, including orphans, fatherless and motherless children, as well as children of unknown origin. Of these, around 25 orphanages in Medan have established partnerships with the Social Services Department, including Ashabul Kahfi, Anak Gembira, Elsadai, and SOS orphanages.

2. The Responsibilities of Medan's Social Services Department for Underage Neglected Children in Medan City

The vision of Medan's Social Services Department is to establish Medan as a future-oriented city that is multicultural, competitive, humane, prosperous, and religious. The department's mission aims to boost employment opportunities and increase community income by improving education and welfare levels equitably and fairly.²¹ A government founded on legal principles ensures protection of citizens' fundamental rights, harmonising government authority with the people's interests as the sovereign owners of the nation.²²

¹⁹ Hasil Wawancara dengan Deli Marpaung, SH selaku Seksi Rehabilitasi Sosial Anak, Rabu, 19 Juni 2024.

²⁰ Muhammad Syaifuddin. Dkk, *Hukum Perceraian*, (Jakarta: Sinar Grafika, 2014), h. 349

²¹ Anonim, "Dinas Sosial Kota Medan".

²² Aminuddin Ilmar. 2014. *Hukum Tata Pemerintahan*. Jakarta: Prenadamedia Group, hlm. 49.

The government, as a key organisational body, holds responsibility for the care and development of underage neglected children. Although custody of minors (or *mumayyiz*) is ideally granted to their mothers, in reality, many mothers abandon or neglect their children on the streets, leaving these young ones to endure significant hardship. Consequently, Medan's Social Services Department has taken up the role of mitigating this issue by providing necessary care for neglected underage children.

"What efforts are being made by Medan's Social Services Department in addressing neglected children?" The department's responsibility is substantial, aiming to fulfil the rights of these underage neglected children. It requires a proactive and effective approach to sustain the lives and growth of these children. The authority over the welfare of neglected children in Medan is assigned to the government, represented by local government bodies, orphanages, and foster parents.

"What process does Medan's Social Services Department follow in handling neglected children?" The department also facilitates orphanages in providing for the rights of underage neglected children. Medan's Social Services Department collaborates with various organisations, including orphanages, the Civil Registry Office, Health Services, Education Services, and BPJS. The cooperation between these parties aims to comprehensively support the orphanages, ensuring the needs of these children are met.

SOS Children's Villages is a social organisation that actively supports children's rights and is committed to providing children who have lost or are at risk of losing parental care with a loving home. Established in Indonesia in 1972, with its main office in Lembang, Bandung, it expanded to Medan as one of its eight centres, beginning operations in 2004. SOS Children's Villages in Medan currently houses about 60 children, ranging in age from 2 to 18 years. Research conducted with 30 children from SOS Children's Villages found that the Social Services Department has fulfilled its responsibilities, demonstrated by regular monthly visits from both Medan's and North Sumatra's Social Services representatives. Furthermore, the department consistently provides aid to the children, such as stationery, food, and financial support. This organisation's unique approach, modelled after village structures, ensures daily care within a home environment. In each home, a dedicated caregiver (referred to as "mother")

prepares meals, manages household needs, offers guidance, engages in worship, and shares meals with the children, embodying a stable family setting.

3. Challenges Faced by Medan's Social Services Department in Fulfilling the Care Rights of Underage Neglected Children in Medan

Street children, homeless children, and neglected children, often euphemistically referred to as "independent children," are, in reality, children who have been marginalised. These children are frequently seen as a nuisance and a source of untidiness in the city, making crackdowns and detentions a familiar occurrence for them. In various corners of the city, neglected children are forced to survive in ways that are socially unacceptable, merely to satisfy hunger or due to the compulsion to support their families. Addressing the fulfilment of neglected children's rights, including their right to care, is far from simple. Child protection and the fulfilment of children's rights involve various actions aimed at ensuring their rights are upheld with respect for their dignity (Irawati et al., 2020). However, this process still faces several obstacles, which means that the provision of these rights has yet to be fully effective.

Medan's Social Services Department encounters various challenges in meeting the care needs of neglected children, including issues with facilities, funding, and human resources (HR). These challenges are outlined as follows:

a. Facilities

Suitable accommodations where neglected children can stay and meet their needs, from food to clothing, are essential. Currently, there is a shortage of such facilities in Medan. Many orphanages lack adequate infrastructure and amenities to provide the level of security and comfort necessary for these children to grow and develop safely.

b. Funding

Funding continues to be a significant issue due to limited financial resources received by Medan's Social Services Department. As children grow, their needs and expenses also increase. According to established legislation, funding is provided by the government through the Ministry of Social Affairs, the Provincial Government of North Sumatra, and the Local Government. The funds, known as the Regional Budget (APBD), are allocated

annually and are given in the form of child savings accounts to support the children's growth and development optimally.

c. Human Resources (HR)

Training and development are essential to enhance the capacity and effectiveness of human resources within orphanages. Skilled caregivers are crucial to achieving the goal of providing comprehensive care and fulfilling the rights of neglected children. Every organisation, including orphanages, requires dedicated human resources to achieve its objectives effectively. These resources must be well-managed to ensure their skills and talents are utilised to their full potential, enabling them to meet the children's needs. Human resources, such as caregivers and managers within orphanages, play an indispensable role in supporting the lives and development of children, including neglected children within the institution.

CONCLUSION

The findings of this study highlight that, under Article 105 of the Compilation of Islamic Law (KHI), the Medan Social Services Department plays a vital role in caring for and nurturing neglected underage children (Mumayyiz) within the city. Despite the primary legal responsibility for a child's care resting with the mother, many underage children continue to experience neglect and abandonment, leading to significant hardship. The Medan Social Services Department thus assumes a critical role in reducing the incidence of homeless and neglected minors in the city by providing protective and nurturing environments. A key strength of this research lies in its comprehensive analysis of the Social Services Department's collaborative approach, including partnerships with other agencies such as the education and health departments and BPJS, to address child neglect. This multi-agency coordination enhances the department's capacity to respond to the complex needs of underage, neglected children and demonstrates a holistic strategy in delivering social support and protection for the vulnerable in Medan. However, several limitations impacted this study, notably the inadequate resources within orphanages, limited human resources, and insufficient budget allocations faced by the Social Services Department. These constraints limit the department's ability to

provide optimal care and support for all neglected children, indicating a need for further research on policy improvements and increased funding to better support these critical social services.

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