

IMPLEMENTATION OF POLICIES FOR HANDLING VAGINAL AND BEGGAR SOCIETY IN KARIMUN REGENCY IN 2024

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Abstrak

Handling homeless and beggars in Karimun Regency is one of the issues that has received serious attention from the local government. The increasing number of homeless and beggars has had a significant impact on urban social life. This study aims to examine the extent to which policies implemented by the Karimun Regency Government address the problem of homeless and beggars. Using a qualitative method with a descriptive approach through data collection techniques in the form of in-depth interviews and documentation. The theoretical framework used is TB Smith's policy implementation theory which consists of four indicators: ideal policy, target group, implementing agency, and environmental factors. The results of the study indicate that in handling homeless and beggars in Karimun Regency, the Government implemented the Social Protection House (RPS) program as the main policy. The Social Service and the Karimun Regency Satpol PP are the main institutions as the implementers of the program. The conclusion is that the implementation of the policy on handling homeless and beggars in Karimun Regency has been running with the involvement of several institutions such as the social service and Satpol PP as the main actors in running this RPS program. However, the program being implemented is not yet optimal. Strengthening of rehabilitation strategies, additional budgets, improved coordination, and broader social support are needed so that handling of homeless people and beggars can be oriented towards changing the behavior and independence of the target group, not just temporary control measures.

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INTRODUCTION

Social welfare is a persistent issue faced by every government, both at the local and national levels. People with Social Welfare Problems (PMKS) are individuals, families, or groups whose lives are not in accordance with social norms due to obstacles, difficulties, or disturbances, preventing them from properly fulfilling their social functions. Homeless people and beggars are part of the PMKS category, living in dire social and economic conditions (Damayanti, 2022).

A homeless person is an individual who lives in conditions that do not meet the standard of living in their local community, has no permanent residence, and does not have a permanent job in a particular area (Sedana, 2024). Meanwhile, a beggar is an individual who earns income by begging in public places, using various methods and excuses to gain the compassion of others. Homeless people and beggars struggle to find work due to their low level of education and limited skills. Limited opportunities for development keep many individuals trapped in poverty (Dewi et al., 2023).

National development adheres firmly to Pancasila and Article 33 of the 1945 Constitution of the Republic of Indonesia as the primary foundation for achieving justice and public welfare. The state plays a crucial role through development and economic development programs to address poverty and unemployment (Bahagia, 2020). The government has implemented various policies to reduce the number of beggars and vagrants, as stipulated in Law No. 76 of 2016 concerning the Implementation of Public Order and Community Peace.

Karimun Regency is located in a border area and serves as a ferry transit route, making it a popular destination for migrants (Hasanah, 2022). Population growth, unmatched by job opportunities, has led to an increase in the number of homeless people (PMKS). The presence of homeless people and beggars roaming Karimun Regency is a result of migration from outside the region. Data on homeless people and beggars apprehended can be seen in the table below.

Table 1. Tramps and beggars caught

No	Number of homeless people and beggars	Year
1	57 People	2022
2	32 People	2023
3	47 People	2024

Source: Processed data from the Social Services Department, 2025

Based on Table 1 above, the data shows that the number of homeless and beggars recorded over the past three years, from 2022 to 2024, fluctuated. In 2022, there were 57 people, decreased in 2023 to 32, and then increased again to 47 in 2024. The increase in 2024 indicates that efforts to address homelessness need to be evaluated and strengthened to achieve more stable and sustainable results.

The Karimun Regent, through the Social Services Department, has been addressing homeless and beggars through the Tali Kasih Social Protection House (RPS) program, which has been running since 2015 as a realization of Law No. 11 of 2009 concerning Social Welfare. RPS is a place or institution provided by the government to provide temporary protection, services, and rehabilitation for vulnerable individuals or groups experiencing social problems such as homelessness and begging.

The Karimun Regency Government also issued Regent Regulation No. 49 of 2019 concerning Technical Guidelines for Optimizing the Handling of Homeless and Beggars through a Camp Assessment referral system, as a realization of Government Regulation No. 38 of 1980 concerning the Handling of Homeless and Beggars. This regulation regulates handling through several stages, including preventive, coercive, rehabilitation, a camp assessment referral system, and social reintegration.

Government policies and programs related to handling homeless and beggars have been in place since 2015, but the number of homeless and beggars has actually fluctuated from year to year. This study aims to examine the implementation of policies for handling homeless and beggars in Karimun Regency using TB Smith's policy implementation theory.

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Policy Concept

Policy is a series of actions or decisions made by the government or authorized institutions to achieve specific goals in addressing public problems. Public policy encompasses everything the government decides or does not decide to do (Dye, 2005). According to Anderson (2003), public policy is a series of actions with specific goals that are followed and implemented by an actor or group of actors to solve a particular problem. Policies must be able to provide solutions to problems faced by society and be implemented effectively.

Policy Implementation

Policy implementation is a crucial stage in the policy process because it determines the success of achieving predetermined objectives. Van Meter and Van Horn (1975) define policy implementation as actions taken by individuals, government groups, or the private sector aimed at achieving the objectives set forth in policy decisions. T.B. Smith's policy implementation theory identifies four main variables influencing the implementation process: the ideal policy, the target group, the implementing agency, and environmental factors. These four variables interact and determine the success of a policy's implementation.

The Concept of Homeless and Beggars

Homeless people and beggars are part of the category of People with Social Welfare Problems (PMKS) who require special treatment. According to Government Regulation No. 31 of 1980, homeless people are people who live in conditions that do not conform to the norms of decent living in the local community, and who lack a permanent residence and employment in a certain area and live wandering in public places. Meanwhile, beggars are people who earn their living by begging in public using various means and reasons, hoping for compassion from others. Both require government intervention through rehabilitation and empowerment programs.

Social Protection House Concept

The Social Protection House (RPS) is a technical implementation unit that provides social services and rehabilitation for PMKS, including homeless people and beggars. The RPS serves as a temporary shelter providing basic needs such as food, clothing, and shelter, while also serving as a social and rehabilitation service center to restore the physical, mental, and social well-being of beneficiaries. The RPS program aims to restore PMKS' social functioning so they can live independently and productively in society.

METHOD STUDY

This study uses a qualitative approach with descriptive methods to analyze the implementation of policies for handling homeless and beggars in Karimun Regency. The research locations are the Karimun Regency Social Services Agency and the Public Order Agency (Satpol PP), the main implementing agencies for the Social Protection House program. Data collection techniques include in-depth interviews and documentation. The research focuses on TB Smith's policy implementation theory, which consists of four indicators: ideal policy, target group, implementing agency, and environmental factors.

Table 2. List of Research Informants

Informant	Amount
Karimun Regency Social Services (Head of Social Rehabilitation)	1
Karimun Regency Civil Service Police Unit (Head of Public Order and Community Security Division)	1
Public	3
Homeless and Beggars	3

Source: Primary Data, 2025

Data analysis used the Miles and Huberman model, which consists of data reduction, data presentation, and conclusion drawing. Data reduction was carried out by sorting information relevant to the research focus. Data presentation was descriptive, presenting interview results and documentation. Conclusions were drawn by interpreting the research findings based on the theoretical framework used to generate comprehensive conclusions regarding the implementation of policies for handling homeless and beggars in Karimun Regency.

RESULTS AND DISCUSSION

Ideal Policy

The policy for handling homeless and beggars in Karimun Regency refers to Law No. 11 of 2009 concerning Social Welfare and Regent Regulation No. 49 of 2019 concerning Technical Guidelines for Optimizing the Handling of Homeless and Beggars. The Tali Kasih Social Protection House (RPS) program has been the main policy implemented since 2015. The RPS is designed as a temporary rehabilitation center that provides basic services, mental guidance, and skills to homeless and beggars so they can live independently. This policy also regulates a camp assessment referral system that involves several stages ranging from preventive, coercive, rehabilitation, to social reintegration.

Ideal policy implementation demonstrates that the RPS program has a clear legal basis and a structured operational mechanism. However, implementation remains limited in terms of policy dissemination to the community and target groups. Coordination between implementing agencies, such as the Social Services Agency and the Public Order Agency (Satpol PP), has been ongoing, but is not yet optimal, particularly in the repatriation and social reintegration phase. The budget available for the RPS program is also limited, impacting the quality of rehabilitation services provided to target groups.

Target Group

The target group for the homeless and beggar management program in Karimun Regency is largely migrants from outside the region who lack permanent employment and adequate skills. The characteristics of this target group are highly diverse, including homeless people without permanent housing, beggars who rely on the charity of others, and homeless people separated from their families. Data shows that the majority of the target group are of productive age but have low levels of education and lack job skills relevant to labor market needs.

The target group's treatment approach involves outreach, shelter in rehabilitation centers (RPS), and skills training. However, participation rates for these groups in the rehabilitation program remain low, as most choose to return to the streets after their rehabilitation period ends. Economic factors and the lack of job security after leaving the RPS are the primary causes of the program's low effectiveness. Furthermore, the negative stigma surrounding former homeless and beggars complicates the social reintegration of these groups into the community.

Implementing Agency

The Karimun Regency Social Service, through its Social Rehabilitation Division, is responsible for managing the RPS program and implementing social rehabilitation activities. The Public Order Police Unit (Satpol PP) plays a role in enforcing local regulations regarding public order, including controlling vagrants and beggars in public spaces. Coordination between the two agencies is carried out through regular coordination meetings and joint enforcement operations. The Social Service has social counselors and social workers assigned to accompany target groups during the rehabilitation process at the RPS.

The implementing agency's human resource capacity remains limited, both in terms of number and competence. The number of social workers is insufficient for the target group, resulting in suboptimal support. The RPS's facilities and infrastructure are also limited, with shelter capacity disproportionate to the number of homeless and beggars apprehended. Limited operational budgets prevent the rehabilitation program from running optimally, particularly in providing skills and business capital to support the target group's independence after rehabilitation.

Environmental Factors

Environmental factors influencing policy implementation include the community's socioeconomic conditions, stakeholder support, and culture. Karimun Regency, as a border area and transit route, attracts migrants seeking a livelihood. This situation has led to a continued increase in migration, but not accompanied by adequate employment opportunities. Public support for programs to address homelessness and begging remains low, as evidenced by the continued presence of many people who give money to beggars, thus encouraging the practice of begging to continue.

Coordination with other stakeholders, such as the Manpower Office, to provide job information and skills training has not been optimal. Private sector support for the employment of former homeless and beggars is also minimal due to negative stigma and concerns about their work productivity. Karimun Regency's geographical location, consisting of islands, also makes it difficult to monitor and control the migration of homeless and beggars. These environmental factors pose a challenge in implementing policies to address homelessness and beggars in Karimun Regency.

CONCLUSION

The policy for handling homeless and beggars in Karimun Regency has been implemented through the Social Protection House (RPS) program, involving the Social Services Agency and the Public Order Agency (Satpol PP) as the main actors. Based on TB Smith's policy implementation theory, all four indicators show suboptimal results. The ideal policy has a clear legal basis, but socialization and coordination between institutions remain weak. The target group is largely immigrants with low levels of education who struggle to reintegrate due to the lack of job security after rehabilitation. The implementing agency faces limitations in human resources, budget, and infrastructure. Environmental factors such as high migration flows, low community support, and minimal coordination with stakeholders are obstacles to implementation. Handling homeless and beggars requires strengthening rehabilitation strategies, increasing budgets, improving cross-sector coordination, and providing broader social support to orientate the target group toward sustainable behavioral change and independence.

The Karimun Regency Government needs to increase the budget for the RPS program to improve infrastructure and add professional support staff. Cross-sector coordination should be strengthened by involving the Manpower Office, the business community, and civil society organizations in providing skills training and employment. Policy dissemination to the community needs to be improved to change the behavior of giving money to beggars. The rehabilitation program should be complemented by a business capital assistance scheme and post-rehabilitation assistance to ensure the independence of the target group. A mechanism for monitoring and controlling migration flows is needed through coordination with the areas of origin of homeless and beggars. Regular program evaluations should be conducted to measure the effectiveness of handling and to refine strategies so that policy implementation can achieve the desired goals.

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