

Comparison of the Handling of Homeless and Beggars in Medan and Jakarta Cities

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Abstract

Homelessness and begging are social problems that affect community welfare and demonstrate inequalities in access to basic resources, which require a holistic approach to address. Although Medan City and Jakarta City have implemented strict policies and dealt with homeless people, there are still many homeless people who return after being rehabilitated. Therefore, this research seeks to explain the comparison of the handling of vagrants and beggars by the governments of Medan City and Jakarta City. This research uses a qualitative method with a case study approach to analyze the differences in policies for handling vagrants and beggars in Medan City, North Sumatra Province, and Jakarta City, DKI Jakarta Province. The data collection techniques used were observation, interviews, focus group discussions, and secondary data derived from documents, reports, and publications. This research concludes that handling vagrants and beggars in Medan City and Jakarta requires a comprehensive and collaborative approach between the government, related institutions, and the community. In Jakarta, Governor Regulation No. 169 Year 2014 is the basis for the handling, while in Medan, two local regulations, namely Local Regulation No. 4 Year 2008 and Local Regulation No. 6 Year 2003, are the foundation. The main challenge in Jakarta is the need for massive program evaluation, while in Medan, the challenges include the lack of facilities and infrastructure, limited human resources, and lack of communication between related institutions. The Jakarta Government established Social Services, Supervision, and Control to deal with the problem. At the same time, in Medan, there is an Operation to Control Homeless Beggars and Street Children, which requires a holistic approach to handling. Differences also exist in the rehabilitation program, which must address the factors that influence begging and provide medical, psychological, and social support.

Keywords: Sustainable development; poverty; evaluation; homeless; beggars.

Introduction

Poverty is an issue that all developing countries encounter; many countries, including Indonesia, appear unable to overcome poverty. Poverty can be viewed from two perspectives: structural poverty and cultural poverty. Structural poverty refers to impoverished circumstances created by systemic and structural societal elements. These variables include economic, political, and social structural issues that result in inequality and unequal distribution of resources and opportunities (Forwanti & Setiawan, 2022). Meanwhile, cultural poverty focuses on cultural elements, norms, and values that might influence the behavior and think of specific individuals or groups experiencing poverty. According to Fadri (2019), poverty results from the erroneous or unsuitable behavior or choices of the persons involved.

Homelessness and begging are two terms used to refer to someone who lives a vagrant life, begging without having a fixed place to live. Although both have similarities regarding their uncertain lives, there are differences between vagrants and beggars. Homeless people expect mercy from others by begging or busking, while beggars live by begging without doing anything (Hutapea & Pratama, 2020; Andre, 2013). Both are seen as major problems in every country and can embarrass the country due to its inability to bear the burden of its citizens. Homelessness can damage the economy in developing countries. Homelessness is an example of cultural poverty, which is characterized by lethargy and a willingness to accept fate, as demonstrated by many homeless people and beggars.

Realizing social welfare, according to the Government, is a realization of the nation's goals as stated in the Preamble of the 1945 Constitution of the Republic of Indonesia, which mandates in the Preamble to protect the entire Indonesian nation and the entire Indonesian homeland, promote general welfare, educate the nation's life, and participate in implementing a world order based on independence, eternal peace, and social justice for all Indonesians (Christoper et al., 2024; Thamrin et al., 2023). Unfortunately, this has had little impact on the problem of homelessness and begging. Efforts to handle vagrants and beggars in Medan City

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are also hampered by factors such as urbanization, poverty, and lack of facilities and infrastructure (Nurita, 2016). Similarly, in Jakarta, social rehabilitation efforts in social institutions have not been maximized so homeless people and beggars in Jakarta tend to return to the streets after receiving guidance in social institutions (Merlindha & Hati, 2015).

Comparing the handling of homeless people and beggars in Medan and Jakarta is important for several reasons. Medan and Jakarta have differences in population and the extent of the problem of homelessness and begging. Jakarta, as the capital city of Indonesia, has a larger population than Medan, so the problem of homelessness and begging in Jakarta may be more complex and larger (Pratiwi & Moeis, 2022). By comparing the responses in the two cities, we can understand the differences in the scale of the problem and the efforts needed to address it. In addition, the city governments of Medan and Jakarta may have different policies and approaches to handling vagrants and beggars. Comparing the approaches taken by the two cities can provide insight into the success or failure of each approach. This research can be used to create more effective policies for both cities.

By comparing the handling of vagrants and beggars in Medan and Jakarta, cities can learn from each other's experiences. What works or fails in one city can be a valuable lesson for the other. Furthermore, handling vagrants and beggars is not just about removing them from city streets but also about improving their social welfare. By comparing the responses in Medan and Jakarta, we can see to what extent the efforts effectively assist the homeless and beggars and improve their social conditions. Seeing this, the author tries to see how handling homeless and beggars in the Medan City Government and Jakarta Government compares because the reality of the practice of handling vagrants and beggars is still a prolonged note to be improved in its implementation. Therefore, examining and explaining the government's handling of vagrants and beggars so that the government can effectively implement its handling practices. This research is intended to fill the void of previous research on comparative articles of government handling in Medan and Jakarta on beggars and vagrants.

Theoretical Framework

Public Policy Theory

Public Policy is a conceptual framework that discusses how governments develop, implement, and evaluate policies to achieve societal goals. This theory covers various aspects, such as factors influencing policy-making, decision-making processes, policy implementation, and policy evaluation. Public policy theory can help us understand how public policies are made, who is involved in the policy-making process, and how these policies can be implemented effectively. In addition, public policy theory can also help evaluate public policies that have been implemented and determine whether the policy has succeeded in achieving its objectives (Mukhlis, 2015). In this case, the role of the government is very important to conduct effective coordination and supervision.

In addition, community participation can help strengthen policies and ensure that policies reflect the needs and expectations of the community (Tambaip & Tjilen, 2023). Relevant public policy theories in homelessness include policy implementation, strategic management, and policy evaluation. There is a role for the environment, community support, and public officials in influencing the implementation of policies to address homelessness, begging, and displaced persons (Mirwad, 2023; Pazqara & Gudonohadi, 2022). The Inclusive Policy Theory discussed in the context of Amartya Sen is the capability theory. Sen considers poverty as a deprivation of capabilities, which refers to the limitations of individuals or groups in accessing and using the resources necessary to achieve a valued life. Sen considers that poverty can be overcome if the basic rights of the poor can be fulfilled (Syawaluddin, 2015). Public policy theory can be used as a framework for addressing the issue of homelessness and beginning with a holistic approach by implementing intervention strategies based on root cause analysis, such as economic inequality, lack of access to affordable housing, and social welfare issues.

Social Welfare Theory

Richard Titmuss' (2018) social welfare theory emphasizes the importance of government intervention to provide social welfare services that protect vulnerable individuals, including homeless people and beggars.

By applying the principles of social welfare theory, public policies can be designed to provide access to decent housing, health services, education, and employment (Regif et al., 2023). Titmuss taught that social welfare relies not only on this type of policy intervention but also includes aspects such as altruism implemented through state institutions (Reisman, 2004; Alcock, 2001). This provides a strong foundation for designing effective public policies in handling the problem of homelessness and begging. In this context, the theory emphasizes the need for proactive government intervention in providing adequate social welfare services for vulnerable individuals such as homeless people and beggars. It emphasizes the importance of creating a fair and inclusive system for all members of society.

In the context of homelessness and begging, this perspective highlights the need to reduce social and economic inequality and provide equal access to resources and opportunities for the disadvantaged. Titmuss developed the concept of two social welfare ethics, which compares social welfare ethics with individual ethics and considers social welfare as a societal interest that must be educated by the government system (Putri et al., 2022; Pradini et al., 2023).

Literature Review

Handling vagrants and beggars has been the focus of policy and research in various cities in Indonesia. A study in Semarang City evaluated the homelessness policy based on Semarang City Regional Regulation No. 5/2014. The handling of vagrancy still needs much in-depth evaluation by the Semarang City Government; the evaluation found that a lack of resources hampers the handling of vagrancy, the handling is lacking in the inter-sectoral coordination section, the handling of vagrancy is still not on target. The concept of vagrancy and other PMKS do not find common ground; the implementer does not guarantee that vagrants who have been rehabilitated will not become vagrants again—local regulations lack the ability to improve substance in handling (Anba & Santoso, 2021). The performance of the Social Service Office in handling vagrants and beggars in Tangerang City is still not optimal. This is because it is constrained by the unavailability of facilities and infrastructure to handle them so that they become independent communities (A. Rahman et al., 2023).

In addition, a study evaluated the implementation of policies related to handling vagrants and beggars by the Welfare and Social Service of North Sumatra Province. Handling vagrants and beggars requires an integrated model with the principle of partnership between elements; overcoming the social problems of vagrants and beggars is carried out thoroughly and integrated across sectors of government programs in alleviating poverty problems, especially in handling social problems of vagrants and beggars by providing guidance and social rehabilitation services and Regional Regulation No. 4 of 2008 can be implemented by the rules and regulations and can be accepted by the community (Kesuma & Zul, 2014). The efforts of the Medan City Social Service in tackling the problem of vagrants and beggars include curbing, coaching, socialization, training, and the provision of shelters and halfway houses (Nurita, 2016).

The implementation of Yogyakarta Special Region Regulation Number 1 of 2014 concerning the handling of vagrants and beggars' poverty alleviation implementation of this Regional Regulation is motivated by the need to handle people living below the poverty line who cannot meet their needs (Harsono & Yuanjaya, 2020). Research conducted on the effectiveness of DIY Regional Regulation Number 1 of 2014 shows that there are obstacles in policy implementation, such as the absence of community counseling, billboard installation, and the less active role of the community (Manalu, 2016). The Social Service policy in handling vagrants and beggars in Yogyakarta City has also not influenced the number of treatments for street children and vagrants because families and street children do not all support the policy, as well as budget limitations and implementing human resources (Rahman & Mu'allim, 2021). Research on policy dilemmas in DIY Regional Regulation No. 1/2014 on Handling Homeless and Beggars shows that the handling strategies used, namely coercive and preventive, have advantages and disadvantages that must be considered (Mawaza & Zaenuddin, 2020).

Research illustrates that handling vagrants and beggars in Karawang Regency has not been done well due to limited human resources and budget (Indriyani et al., 2022). The homeless and beggar handling program in Jakarta involves a social rehabilitation approach and efforts to improve the quality and quantity of human resources (Merlinda & Hati, 2015). The handling of sprawl in Sleman Regency is still less effective because it only uses 2 handling efforts, namely coercive efforts, and social reintegration efforts, and because the

Sleman Regency Social Service does not yet have its own Assessment Camp and still uses the DIY Social Service's Assessment Camp, this results in the handling of sprawl by the Sleman Regency Social Service being less than optimal (Ningrum, 2019). The obstacles to the Social Service's strategy in dealing with vagrants and beggars are a mindset that does not want to change vagrants and beggars, laziness, and disobedience to vagrants and beggars when participating in coaching programs, moreover, the community who still gives money to the community (Riyadh, 2023).

Methods

This research uses a qualitative method with a case study approach. The qualitative method with a case study approach allows researchers to explore the context and dynamics of this issue. Through in-depth analysis of specific cases, the researcher came up with more relevant and specific recommendations to improve the handling of vagrants and beggars in both cities, which can be useful for policymakers and practitioners in the field. The data collection strategy utilized both primary and secondary data (Morse & McEvoy, 2014). Primary data will be collected through observation, in-depth interviews, and focus group discussions. Secondary data will be obtained from other people's processed data, such as documents, reports, and publications, to get the correct triangulation of information.

This research was conducted in Indonesia in 2023, namely in Medan City, North Sumatra Province, and Jakarta City, DKI Jakarta Province. These places were chosen because they are geographically symbolic of Java and Sumatra islands, both considered more developed than other islands, thus potentially attracting beggars. Primary data was collected through in-depth interviews with the State Civil Apparatus from the Social Service of Medan City, the Social Service of DKI Jakarta, the Ministry of Social Affairs of the Republic of Indonesia, and the Social Welfare Lecturer of the University of North Sumatra. Secondary data were obtained through scientific journals that discuss homelessness and begging in Medan and Jakarta, as well as news related to homelessness and begging in the two cities. Analysis was conducted simultaneously with data collection (continuous analysis). It aims to identify and analyze gaps in the policy on handling homeless people and beggars that cause beggars to return to begging after rehabilitation (Thamrin et al., 2023).

Results and Discussion

Policy on Handling Homelessness and Begging in the Special Capital Region of Jakarta

The policy for handling vagrants and beggars is based on Governor Regulation No. 169/2014 on the Pattern of Handling Beggars and Vagrants, which includes prevention efforts, provision of social welfare services, guidance, control and supervision of public order, and further guidance. Jan from the South Jakarta Social Service revealed that:

"The regulation is a basic policy that is used as a reference in handling vagrants and beggars in the DKI Jakarta area. From this policy, P3S (Social Services, Supervision, and Control) was formed; P3S has duties and responsibilities in handling vagrants, beggars, and other persons with social welfare problems".

The handling carried out includes persuasive action, which in this case is an effort to prevent the emergence of PPKS (Social Welfare Service Providers) and other social problems. There are two functions of P3S, namely coercive and persuasive functions; prevention as a persuasive function includes education, socialization, motivation, deterrence, guarding, and social protection. Coercive action has a handling pattern from the prevention stage and continues with the provision of social welfare services, namely outreach activities. In the handling, there are monitoring points that are vulnerable to PPKS; they will often be found in locations that are crowded with community activities, namely red lights, the edge of large highways, and other crowded places. The implementation of screening in handling vagrants and beggars is carried out by the Handling Team from the South Jakarta Social Service; if the screening finds vagrants and beggars in the field, then they will be taken to the Social Service Office. Mr. Jan revealed that:

"The homeless and beggars who are caught in the operation will be brought to the office for data collection and rehabilitation; according to him, the Social Service has several social institutions for the shelter of homeless and beggars, both shelters and coaching centers, which are all facilities owned by the Social Service. Some of the programs given

to WBS (Socially Assisted Citizens) in the institutions aim to fill spare time, such as skills in making mats, tissue holders, culinary and other skills, spiritual activities, guidance or understanding of the law."

The program given to WBS (Socially Assisted Citizens) is expected to have a much better impact on WBS. Shelter homes only conduct assessments to obtain information related to the identity of the WBS. WBS who enter the orphanage, based on the results of outreach, will conduct data identification. According to Dika Yudistira, as staff at the Indonesian Ministry of Social Affairs explained:

"Assessment is carried out in order to find information in the form of self-identity of homeless people and beggars found in shelter homes. The results of the assessment process can be used as a reference or decision that will be made to WBS, namely referred or returned to their families. Because as good as the guidance given in the institution, it will be much better if the guidance is carried out in the family."

The importance of a well-coordinated handling pattern in solving the problem of vagrants and beggars is to provide assistance that goes beyond meeting basic needs but also provides skills training, rehabilitation, and social support needed so that they can gain economic independence and not return to begging. This is then followed by a strategic evaluation as a responsive formula for the failure of previous handling efforts. Unfortunately, this evaluation is not carried out on a massive scale; Mr. Jan explained that:

"There is no evaluation for ongoing activities and programs; even if there is, evaluation is only limited to reminding each other between officers. The evaluation carried out by the Social Service is limited to what has been done in each handling pattern that is carried out."

The handling of social welfare problems in Jakarta is often incomplete and not integrated, so it cannot effectively overcome the problem of homelessness and begging (Merlindha & Hati, 2015). The challenge in handling vagrants and beggars by the DKI Jakarta government is the complexity of social problems involving factors such as poverty, mental health, and housing needs. Efforts to provide effective assistance require good coordination between various government agencies and NGOs, as well as the expansion of resources for rehabilitation, education, and skills training programs so that homeless people and beggars can sustainably return to society.

There remain challenges in reducing the number of beggars and vagrants, such as unbalanced budget availability and the large number of beggars. Based on the data obtained, the number of PPKS in 2022 in DKI (Special Capital Region) Jakarta reached 5,241 people, including 1,228 vagrants and 372 beggars (Yasmin, 2023). Obstacles in the implementation of handling policies include the availability of an unbalanced budget so that the handling program is carried out in stages (Addina & Fuad, 2015). The policy of handling beggars and vagrants in DKI Jakarta has experienced problems due to a weak legal umbrella so this problem will be endless (Yasih, 2016). The weak legal umbrella and incomplete and unintegrated handling are also factors that influence the failure of handling this problem.

Policies for Handling Homelessness and Begging in Medan City

Medan City has a complex problem related to beggars, where beggars can be easily found in the corners of the city and crowded centers. The Medan City Government, through Satpol PP (Satuan Polisi Pamong Praja), claims that the majority of beggars who carry out begging activities in Medan City are residents of Medan City. On several occasions, the Satuan Polisi Pamong Praja found beggars who carried out begging activities by "cheating". Begging activities in Medan City today do not only arise due to economic pressure; some findings in the field show that the amount of income from begging activities makes many people choose to begin in Medan City instead of pursuing other business sectors. Not infrequently, many beggars are willing to perform drama to attract public sympathy to give them money. Randa Sinaga, Lecturer in Social Welfare Science at the University of North Sumatra, explained:

"The problem of vagrants and beggars in Medan City is a serious problem because it can be seen from the number of vagrants and beggars who are always caught in raids conducted by Satpol PP or the Medan City Social Service."

Medan City was shocked by two begging actions that went viral on social media; the two beggars were dubbed "mamak makes" and "burly beggars." The mamak begging action tightly grasps his hand and bites his potential victim if the victim does not give the amount of money he expects, in contrast to the lush body beggar with his action when knocking on the glass of one of the road users' cars. Facts in the field also found many beggars with physical limitations in begging. In handling efforts, there are two Regional Regulations that are relevant to the handling of vagrants and beggars in Medan City. Medan City Regional Regulation No. 4 Year 2008: Establishes government policies and efforts in overcoming the social problems of vagrants and beggars through programs of Pre-emptive, Preventive, Responsive, Social Rehabilitation, and Sustainable Activities (Kesuma & Zul, 2014). Medan City Regional Regulation No. 6 Year 2003: Prohibition of vagrants and beggars and immoral practices in Medan City, which includes the efforts of the Social Service Office in tackling the problem of vagrants and beggars through curbing, coaching, socialization, training, and the provision of shelters and halfway houses (Nurita, 2016).

The policy was made to prohibit the existence of vagrants and beggars; with the existing reality, the regulation must be evaluated immediately, considering that there are still beggars and vagrants at several points in the Medan City area. Many people experiencing homelessness and beggars in Medan City are urbanites who come from outside Medan City. The handling of the problem has not reached the expected level of effectiveness, causing the problem to continue without an adequate solution. Medan City is still unable to provide maximum access to protection for homeless people and beggars (T. Medan, 2023). The government's failure to deal with vagrants and beggars in Medan City is reflected in the continued presence of vagrants and beggars on the streets, indicating the need for a more holistic and integrated approach to handling this problem. The failure to resolve the problem is due to poor policies and handling, which lack attention to the basic needs and social rehabilitation of marginalized individuals, prolonging the cycle of poverty and instability.

One of the activities carried out is the operation to Control Beggars and Street Children, which is carried out together with various agencies and OPDs (Regional Apparatus Organizations) such as the North Sumatra Provincial Social Service, Medan City Police, North Sumatra Indonesian Child Protection Agency, Medan City Office of Women's Empowerment, Child Protection and Community Empowerment, and Medan City Civil Service Police Unit (D. S. P. K. Medan, 2020). In terms of training and decent work, the Medan City Government has provided training and decent work opportunities for parents and children, thus covering their needs and reducing the likelihood of children taking to the streets (PKPA, 2020). Constraints in policy implementation include lack of facilities and infrastructure, lack of human resources, budget limitations, and limited communication and coordination between the Social Affairs Office and related regional apparatus (Rahman & Mu'allim, 2021).

Patterns of Handling Homeless and Beggars in Medan City

As a metropolitan city, the problem of begging is a classic problem that is difficult to solve; the various raids carried out do not deter beggars from their actions. Most of the beggars whom the Civil Service Police Unit has arrested return to begging activities after being released. The beggars return to begging activities for various reasons, including the limited abilities they have, limited education, no capital to open a business, and no work in other sectors that can provide greater income than begging activities, so many beggars do not have a deterrent effect. Handling the problem of begging in Medan City cannot be done unilaterally by the city government because no regulation can guide the city government in implementing the resolution of the begging problem. Begging is considered an economic activity that brings huge profits even though many beggars are still in their productive age.

The Medan City Government is aware of the various modes of operation carried out by beggars today to attract public attention. However, whatever the mode and background that encourages beggars to do begging activities, begging activities are unlawful activities. In carrying out the activities of handling beggars using handling by carrying out the concept of integrated services, several administrative problems force this work system, namely the absence of a rehabilitation location. The Medan City Government still uses the PMKS (Persons with Social Welfare Problems) rehabilitation center owned by UPTD (Regional Technical Implementation Unit) Balai Pungai Sejahtera Binjai as a rehabilitation location. According to Khoiruddin, the Head of the Social Service of Medan City, explained:

"In addition to UPTD Balai Pungai Sejahtera, the Civil Service Police Unit and the Social Service Office of Medan City also coordinate with the local police".

Unfortunately, the Medan City Regional Regulation No. 6 Year 2003 does not explain how the monitoring procedure should be implemented. Raids are usually conducted more intensively when there are reports from the public during religious holidays and events that require the location to be free from begging activities. The Social Service Office of Medan City sometimes has to wait for reports from the community and other agencies to move to the signal area; the absence of clear regulations regarding the division of tasks and authority makes the relevant parties responsible for monitoring beggars in operation. This can be seen from the intensity of raids conducted, as shown in Table 1. on the Number of Homeless and Beggars Disciplined in Medan City.

Table 1. Number of Encampments and Beggars Curbed in Medan City.

No	Year	Number Prosecuted
1	2019	96 People
2	2020	115 People
3	2021	122 People
4	2022	234 People

Source: (Thamrin et al., 2023).

The Medan City Government does not have a rehabilitation centre that can be used as a means of empowering beggars caught in raids. The Regional Regulation of Medan City No. 6 Year 2003 has actually mandated that the implementation of guidance should be conducted in an integrated manner, therefore UPTD Pungai Sejahtera is still the only partner of the Medan City Government to carry out rehabilitation efforts for PMKS.

Table 2. The Intensity of the Implementation of Raids and Enforcement carried out by the Social Service Office of Medan City Period 2021.

No	Month	Number Prosecuted	Number of Raids
1	January	36	10
2	February	5	8
3	March	37	10
4	April	49	14
5	May	63	15
6	June	51	13
7	July	12	12
8	August	47	14
9	September	26	15
10	October	10	10
11	November	15	12
12	December	32	14

Source: (D. S. P. K. Medan, 2020).

UPTD Pungai Sejahtera can only accommodate 600 people, with working areas covering Medan City, Langkat Regency, Binjai City, Deli Serdang Regency, and Karo Regency. This clearly cannot accommodate all beggars from raids conducted by related agencies owned by the five districts/cities, so the Medan City government is very selective in sending beggars from raids to UPTD Pungai Sejahtera so that services can be maximised and right on target. The government cannot take action against beggars at an early age simply because of the Child Protection Law. At the same time, the Protection Law in question is Law Number 23 of 2002, considering that the State guarantees the welfare of each of its citizens, including the protection of children's rights, which are human rights. Therefore, the mechanism used in handling beggars at an early age will differ from handling beggars at an adult age. There are many cases found in the field that require special procedures in handling beggars.

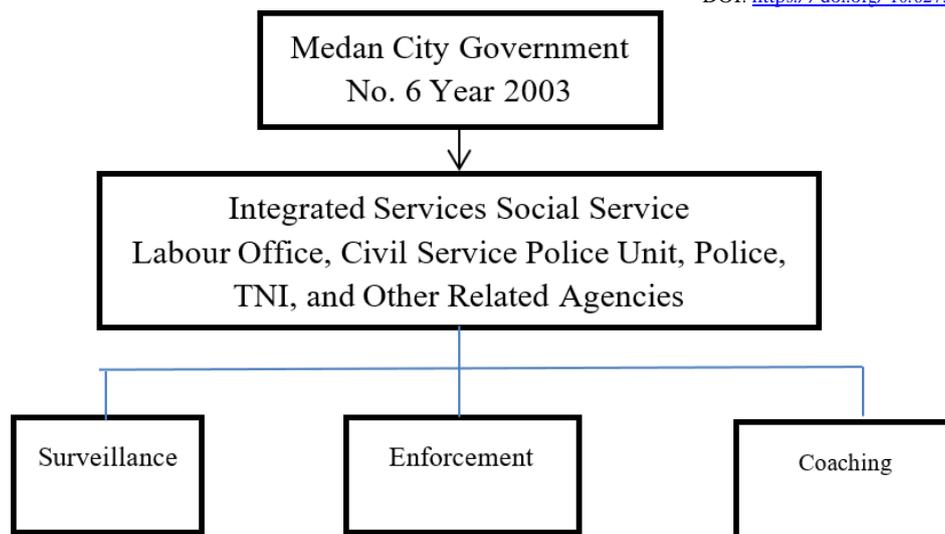


Figure 1. Mechanisms for Handling Beggars in Medan City.

Source: Elaboration of Research Results, 2023.

The goal of the Medan City Social Service Office itself is to improve the level of social welfare of the community, but it is unfortunate when this is not maximized. Mr. Fakhruddin, SH, who serves as the PLT (Acting) Head of the Medan City Social Service, revealed that the Social Service Office has several goals to achieve:

"First of all, we are determined to improve the level of social welfare in their area. In addition, we also focus on creating good quality human resources, both as actors and beneficiaries of social welfare development. This is expected to encourage the creation of a more advanced, independent, and highly competitive society. It is important to increase the participation of social welfare potential and resources in the implementation of welfare programs. Last, but not least, we are committed to improving the performance of the apparatus, with a focus on improving overall service and performance accountability."

This shows that the Social Welfare Office has a strong vision to achieve the welfare of the people of Medan City through various strategic efforts that they plan and execute.

Patterns of Handling Homeless and Beggars in DKI Jakarta

The DKI (Special Capital Region) Jakarta Social Service has a strategy to achieve the policy's objectives on handling patterns towards PPKS (Social Welfare Service Providers). All forms of ways that become the strategy of the DKI Jakarta Social Service in handling vagrants and beggars are included in the implementation of related policies; this is also in line with the stages of implementation in policy formulation. According to Edi Suharto, Director General of Empowerment of the Ministry of Social Affairs of the Republic of Indonesia, explained:

"The first stage carried out in handling vagrants and beggars as one type of PPKS is prevention efforts. Prevention efforts are given to homeless people and beggars by providing education and socialization about related policies."

However, based on data found in interviews with homeless people and beggars, some did not receive the handling pattern of providing education first but were immediately given the following handling pattern in the form of outreach. Therefore, it can be concluded that at the prevention stage, the handling pattern of homeless people and beggars should be improved to maximize the implementation of Governor Regulation No. 169/2014 on the Handling Pattern of PMKS (Persons with Social Welfare Problems).

Another handling pattern provided by the DKI Jakarta Social Service is social welfare services. They support running the handling pattern carried out to vagrants, beggars, and other types of PPKS. The facilities provided for handling vagrants and beggars are evidence of the role of the social service as a

supporter of related policies. The social service supports through facilities related to handling vagrants and beggars, such as Human Resources, Operational Service Vehicles, shelter houses that become temporary shelters, programs that run-in institutions, and further rehabilitation in particular institutions. P3S (Service, Supervision and Social Protection Task Force) has two functions, namely persuasive function, and coercive function. Prevention efforts, a persuasive function of P3S, can turn into outreach activities included in the coercive function. Several factors underlie coercive activities, namely outreach, one of which is because the persuasive function with prevention efforts is not going well.

Activity programs netted in outreach will be brought to the halfway house as the first home to be recorded. The program given to WBS in the shelter house is essential because it can influence WBS (Social Assisted Citizens). The views of policy implementers can also determine the extent to which they understand the policy. The program given to WBS has a good influence, changing the mindset of WBS for the better. Already married programs can be discharged by carrying out various predetermined requirements. Governor Regulation No. 169 of 2014 concerning Patterns of Handling PMKS does not only provide outreach, social rehabilitation, and social security. The DKI Jakarta Social Agency collaborates with various government agencies to address the problem of social inequality and poverty in Jakarta.

The Combined Program effectively addresses problems in Jakarta; various strategies are needed to handle them, including regular monitoring, implementing service centers, and conducting evaluations. Monitoring is conducted on various raw materials in the assisted areas in Jakarta, while referrals are made to WBS in social protection and rehabilitation centers. Evaluation is also conducted to plan future interventions. The DKI Jakarta Social Service has various strategies to overcome the problem of the high number of PPKS in Jakarta. The DKI Jakarta Social Service, in this case, P3S, conducts routine monitoring every day to see the progress of PPKS after returning to the family; monitoring activities are carried out at various PPKS hotspots spread across Jakarta; this monitoring activity has been carried out well and consistently. This can be seen from the fact that these activities are carried out daily until holidays to maintain and create a clean Jakarta from PPKS. However, until now, there are still PPKS found at various crowded points in Jakarta; this also happens because there are still many factors behind the emergence of PPKS.

Recommendations on Handling Patterns for Homeless and Beggars

Based on the results of the discussion, several inputs can be considered in managing the problem of vagrants and beggars, namely:

1. The handling of homeless people and beggars is based on the principles of:
 - a Respect for dignity and self-respect.
 - b Non-discrimination.
 - c Non-violence.
 - d Justice.
 - e Protection.
 - f Welfare.
 - g Empowerment.
 - h Legal certainty.
2. The handling of vagrants and beggars aims to:
 - a Preventing vagrancy and begging.
 - b Empowering vagrants and beggars.
 - c Restore vagrants and beggars to a life of dignity.
 - d Create public order.
3. The handling of vagrants and beggars is organized through efforts that are:
 - a Preventive

Preventive is an organized effort that includes counseling, guidance, training, education, provision of social assistance, supervision, and further guidance to various parties that have to do with vagrancy and begging.

- b Coercive

Coercive measures in the social rehabilitation process.

c Rehabilitation

Organized efforts include efforts to provide assistance, care, training and education, recovery of abilities, and re-channeling both to new settlement areas through transmigration and into the community, supervision, and further guidance so that homeless people and beggars can live properly and with dignity as Citizens of the Republic of Indonesia.

d Social reintegration

Returning to the family and community so they can carry out their social functions properly as the community in general.

In making the above efforts, the Medan City government will collect data on homeless people and beggars by the appropriate domicile of origin:

- a Homeless and beggars who do not originate from Medan City will be coordinated with the city government concerned with the origin of people experiencing homelessness and beggars.
 - b The above measures will immediately deal with the Homeless and beggars domiciled in Medan City.
 - c Homeless and beggars who do not have a domicile of residence will have their administrative requirements fulfilled, such as making a Medan City ID card, and will be immediately dealt with by the above measures.
4. Preventive efforts
- a Preventive efforts are conducted through:
 - Skills training, apprenticeship, and expansion of employment opportunities.
 - Improvement of health status.
 - Facilitation of housing.
 - Improvement of education.
 - Community counselling and education.
 - Provision of information through billboards in public places.
 - Social guidance; and social assistance.
 - b Skills training, apprenticeships, and expansion of employment opportunities are carried out by the Regional Work Unit, which has duties and functions in the employment sector.
 - c Improvement of health status is carried out by the Regional Work Unit that has duties and functions in the health sector.
 - d Housing facilitation is carried out by the Regional Work Unit, which has duties and functions in the social and settlement sector, regional facilities, and infrastructure.
 - e Improvement of education is carried out by the Regional Work Unit, which has duties and functions in the field of education.
 - f Community counselling and education, providing information through billboards in public places, social guidance, and social assistance are carried out by the Regional Work Unit, which has duties and functions in the social sector.
5. Coercive Efforts
- a Coercive efforts are carried out through:
 - Ordering.
 - Outreach.
 - Coaching at the RPS; and Delegation.
 - b Enforcement actions are carried out against every person who:
 - Lives in a public place.
 - Experiencing mental disorders who are in public places.
 - Begging in public places, settlements, worship, and
 - Begging by using tools.
 - c The Regional Work Unit carries out the curbing action, which has duties and functions in organizing public peace and order.

- d Outreach is integrated by the Regional Work Unit, which has duties and functions in social affairs and social welfare institutions.
 - e Coaching in the RPS is carried out by the Regional Work Unit, which has duties and functions in the social sector.
 - f Delegation is carried out by the Regional Work Unit, which has duties and functions in the social sector.
6. Rehabilitation Efforts
- a Rehabilitation efforts are carried out through:
 - Motivation and psychosocial diagnosis.
 - Care and nurturing.
 - Vocational training and entrepreneurship coaching.
 - Mental and spiritual guidance.
 - Physical guidance.
 - Social guidance and psychosocial counseling.
 - Accessibility services.
 - Social assistance and assistance.
 - Resocialisation guidance.
 - Continuing guidance, and
 - Referral.
 - b Rehabilitation consists of initial social rehabilitation and further social rehabilitation.
 - c Initial social rehabilitation is carried out in the RPS.
 - d Every vagrant and beggar who enters the RPS must participate in the initial social rehabilitation program.
 - e Further, social rehabilitation is carried out by the Regional Technical Implementation Unit, which has duties and functions in the social sector.
 - f Rehabilitation is carried out by the Regional Work Unit, which has duties and functions in the social sector.
7. Social Reintegration Efforts
- a. Social reintegration efforts are carried out through:
 - Resocialization guidance.
 - Coordination with the regency/city government.
 - Repatriation, and
 - Continued guidance.
 - Community Participation.
 - b. Community participation in handling vagrants and beggars can be done through:
 - Preventing the occurrence of vagrancy and begging in their neighbourhood;
 - Reporting to the local government, district/city government, and village government if they are aware of the presence of vagrants and beggars.
 - Implement and provide support in the provision of social welfare services.
 - Carry out outreach efforts together with regional work units in the social sector and
 - Organizing social rehabilitation activities by standard operating procedures (sop).
 - c. Community participation is carried out individually, in groups and in organizations.
 - d. Organizations in the form of Social Welfare Institutions (LKS).
 - e. Social Welfare Institutions (LKS) formed by the community must obtain an operational permit from the Regional Work Unit in charge of licensing.
 - f. Universities through research and community service activities.
 - g. The business world through corporate responsibility activities.

The synergy of beggar management in Medan can be understood as cooperation or coordination between the government, social actors, and the community to overcome the problem of begging in Medan City. This synergy involves various agencies that have roles and responsibilities in addressing the problem of begging, such as social services, police, NGOs, and communities. Some of the efforts or programs carried out in this synergy include:

1. Social assistance, helping beggars who are having difficulty needing services.
Support for beggars can be provided through food, clothing, health care, and temporary shelter. However, this must be done after a rehabilitation and reintegration program so that beggars can reintegrate into society as productive and independent citizens.
2. Food assistance can be provided as ready-to-eat food or necessities, while clothing assistance can be in clothes, shoes, and toiletries. Health assistance can be provided as medication or necessary health care to beggars, and temporary housing assistance can be provided as temporary shelter or proper housing.
However, welfare should not be a long-term solution, as beggars need long-term support to get out of begging. Therefore, it is necessary to conduct rehabilitation and reintegration programs and economic empowerment programs so that beggars have the skills and capital to return to work and live independently in the community. This is very important so that social assistance does not encourage dependency but can help beggars regain their independence from hunger and begging.
3. Treat beggars who break the law, such as those who commit violent offenses, theft, and other crimes.
If a beggar breaks the law, such as committing a crime or causing a disturbance in society, the security and judicial authorities should take further action. This may be training, supervision or legal action, depending on the offense level. Of course, in the handling process, it is always necessary to be empathetic and humane and to priorities human rights and social justice for beggars who violate the law. In addition, education and skills can also be provided to assist in the rehabilitation and social reintegration of these beggars. By providing education and skills, it is hoped that beggars can become productive and responsible members of society and avoid committing illegal acts.
4. Raise public awareness on the negative impact of giving money to beggars, which can worsen their situation and encourage begging behavior in Medan City.
Raising public awareness on the issue of begging is necessary because, with such awareness, the public will better understand the situation of beggars and can participate in supporting them.

Here are some ways to raise awareness about the begging problem:

1. Social campaigns on social media and TV
Social campaigns on begging issues can be conducted on social networks and television. With this campaign, people will understand and be more aware of the begging problem.
2. Behavioural role models and socialisation in the workplace
Set an example and raise awareness of how helping beggars can be done in your workplace. Only then will the public understand how to help beggars according to social ethics.
3. Conducting judicial activities
Acts of justice carried out by security forces can cause sensitive people not to give money to beggars out of respect for inefficient work.
4. Building a caring social community
Building a social community that cares about begging can be an agent in disseminating information and raising public awareness about the issue of begging. With public awareness of the issue of begging, it is hoped that the public can more appropriately support beggars and not view them as a social disaster that must be avoided.
5. Form a joint task force to patrol areas prone to begging.
Coordinating the handling of beggars in Medan aims to create a safe, comfortable, and healthy environment for city residents. This requires active participation from all levels of society and coordinated management between related agencies. To address the problem of beggars, one of the efforts that can be made is to form an integrated task force (sagas) to manage beggars

that involve many parties, such as the government, civil society organizations, community organizations, and the private sector.

Here are some of the things that the Joint Task Force for Handling Beggars can do:

1. Coordination between stakeholders

The working group must ensure good coordination between all parties handling beggars. The government, civil society, and community organizations must work together to solve the begging problem.

2. Raising public awareness

3. The Work Program can organize activities and campaigns to raise awareness about the dangers of begging and the importance of not giving money or goods to beggars. The public can be invited to help through appropriate and safe channels in these activities.

4. Providing alternative livelihoods

The working group can organize vocational training and education according to the beggars' abilities so that they can find work without having to rely on assistance.

5. Providing medical services

The working group can provide medical services to beggars who are sick or need treatment. These medical services can provide unusual access to health for beggars.

6. Enforcing the law

The task force can enforce the law against beggars who break regulations, especially health or safety laws, and cause environmental damage.

Establishing a joint task force can be an effective and efficient solution to the problem of begging in the community; by working together and supporting each other, the problem of begging can be minimized and eliminated. In this synergy, training and supporting beggars who want to be free from begging and start a new life is important. This can be done by providing vocational training, food and shelter support, and counselling so that they can reintegrate into society and lawfully generate income. In addition, rehabilitation programmed should also be implemented to address the factors that influence a person to engage in begging, such as poverty, substance abuse, and mental disorders. This rehabilitation programmed can be in the form of medical, psychological, and social support to help beggars overcome their problems so they can live independently and not beg. In this synergy, the role of the community is also important in supporting and monitoring the behavior of beggars and creating an environment free from poverty and begging.

Conclusion

Addressing the problem of homelessness and begging in Medan City and Jakarta requires a comprehensive and collaborative approach between the government, relevant agencies, and the community. Clear regulations coordinated handling strategies, and high public awareness of the negative impacts of giving money to beggars are important factors in solving this problem. Securing vagrants and beggars in Jakarta is based on Governor Regulation No. 169/2014. Meanwhile, in Medan City, the handling of vagrants and beggars is based on local regulations, Local Regulation No. 4 Year 2008, and Local Regulation No. 6 Year 2003. Jakarta's main challenge is the need for a more massive evaluation of ongoing activities and programs. Medan City's challenges include a lack of facilities and infrastructure, limited human resources, a limited budget, and a lack of communication and coordination between related institutions. Even the local government does not yet have a rehabilitation center as a rehabilitation location for Persons with Social Welfare Problems (PMKS).

The Jakarta government established P3S (Service, Supervision, and Social Control), which handles vagrants, beggars, and other persons with social welfare problems. In the Medan City Government, an operation to Control Homeless Beggars and Street Children involves various agencies and OPDs. The rehabilitation program in Jakarta includes skills development, spiritual activities, and understanding of the law. While Medan City conducts training, decent work is provided for parents and children to reduce the likelihood of children going to the streets. Rehabilitation programs are important to look at the factors that influence beggars and provide medical, psychological, and social support to help beggars overcome their problems.

The differences in the handling of the two cities lie in the legal basis and handling mechanisms, monitoring points, rehabilitation programs, and the main challenges faced in efforts to handle vagrants and beggars.

This research provides an in-depth understanding of handling homeless and beggar problems in two major cities in Indonesia, namely Jakarta and Medan. While providing valuable insights, the research has some limitations. One of them is that the focus may be too much on the legal and policy aspects, so some social and economic factors that are also important in handling homelessness and begging may not be covered thoroughly. In addition, this study may lack in presenting the direct perspectives of the homeless and beggars themselves, which could provide different and deeper insights into the challenges they face. For future research, taking a more holistic and inclusive approach is recommended by integrating the perspectives of communities directly involved in this issue. In addition, further research could broaden the scope to consider economic, social, and psychological factors that may affect homelessness and begging and the effectiveness of handling programs.

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