

EVALUATION OF THE PROHIBITION OF BEGGING POLICY IN MEDAN CITY

Surya Walid^{1*}, Tunggul Sihombing²

¹ Universitas Sumatra Utara, Mansur Street No. 9, Padang Bulan, Medan Baru District, Medan City, North Sumatra 20222

² Universitas Sumatra Utara, Mansur Street No. 9, Padang Bulan, Medan Baru District, Medan City, North Sumatra 20222

Corresponding Author Email: suryawaldi15@gmail.com

ABSTRACT

Received: 12 January 2023

Accepted: 2 February 2023

Keywords:

Evaluation, Policy, Prohibition of Beggars

This study focuses on evaluating the Prohibition of Beggars Policy in Medan City, implemented by the Medan City Social Service as stipulated in Regional Regulation No. 6 of 2003 concerning the prohibition of homeless people and beggars and the practice of prostitutes. The purpose of this study was to find out and describe in detail the evaluation of the prohibition of beggars policy in Medan City. This study uses a descriptive research method with a qualitative approach. Through this research it can be seen that the evaluation of the ban on beggars policy in Medan City has not run optimally. The problem is that facilities and infrastructure, enforcement related to sanctions which are an important aspect in evaluating the ban on beggars policy in Medan City, are not in line with the policy objectives, thus hindering the evaluation in achieving the goals of the ban on beggars policy in Medan City.

1. INTRODUCTION

Population growth in various countries around the world will have both positive and negative impacts. The positive impact is due to the large number of residents who become workers so that it will become an important element in efforts to increase production and develop economic activity. However, population growth can also have a negative impact if there are not sufficient facilities and infrastructure to develop the population so that it will lead to a decrease in the quality of life and the difficulty of maintaining the life of the population itself.

Data from the Directorate General of Population and Civil Registration of the Ministry of Home Affairs (Ditjen Dukcapil Kemendagri) reveals that the total population of Indonesia in

Semester I 30 June 2020 was 268,583,016 people consisting of 135,821,768 male residents and 132,761,248 female residents. This will have an impact on the need for increased employment, so that competition for jobs is getting tougher in various regions in Indonesia. In addition, the increasingly sharp need for jobs will result in social problems such as an increase in the number of unemployed.

The problem of poverty occurs in many regions in Indonesia, one of the areas with a large poverty population, namely the North Sumatra region, according to the Central Statistics Agency (BPS) for North Sumatra Province, recorded 1.283 million poor people in March 2020. This reached 8.83 percent of the total population in North Sumatra. The capital city of North Sumatra, namely Medan City, is also affected by poverty

problems. According to the Acting Mayor of Medan, Akhyar Nasution, said that the data on Medan City's poor residents at the Social Service is currently connected directly to the Data and Information Center (Pusdatin) of the Ministry of Social Affairs. According to him, the poverty line figure is approximately 463,000 people or around 128,870 families, and the majority of them are in the northern part of Medan.

The impact of the problem of poverty makes a person forced to do begging activities. People with Social Welfare Problems (PMKS), one of them is a beggar who can disturb the view in urban areas. They are often found on the outskirts of 3 urban red lights, including in the city of Medan. The city of Medan actually already has regulations governing the problem of beggars, which are listed in the Medan City Regional Regulation No. 6 of 2003 concerning the prohibition of homeless people and beggars and the practice of prostitutes. This policy has been effective and has been implemented to discipline, create comfort and not disturb the beauty of the city, but at this time there are still many poor people who need government attention who are found on the streets of Medan City. The policy of prohibiting beggars in Medan City is inseparable from the problems that exist in Medan City, so the Medan City government issued this policy to overcome the problems of beggars in Medan City. The impression of slums and the discomfort felt by the road user community towards the existence of beggars is the responsibility of the Medan City government. As a solution, the Medan City government issued this policy as an effort to overcome the presence of beggars in Medan City.

In this evaluation study, researchers used the theory from Nurcholis (2007: 277), which said that policy evaluation is an overall assessment of the Input, Process, Output, and Outcome of local government policies. Input indicators are inputs needed for policy implementation. For input in the form of additional human resources who understand fields related to beggars, such as the Health Service which provides input to the Social Service regarding the health experienced by beggars while in the field. This indicator is in accordance with the problems found during the pre-research related to socialization of policies that lack implementation so that beggars become uncooperative. Process indicators are more

directed to how a policy is realized in the form of direct service to the community. This indicator is also in accordance with the problems found during the pre-research regarding the uncooperative beggars who were caught in raids who only used coaching services as an expiation for their mistakes. The evaluation must be carried out by the researcher because the Medan City Social Service has not yet made a way out to overcome the existence of beggars.

Output indicators lead to the results of implementing the policy, whether an implementation of the policy produces products in accordance with the stated objectives. This indicator is also in accordance with the problems found during the pre-research related to the implementation of these local regulations that have not succeeded in achieving the desired goals, judging from the data there are still a large number of people with social welfare problems in the city of Medan. Outcome indicators are more directed to a policy implementation, whether it has a real impact on the target group in accordance with the policy objectives. This indicator is in accordance with the problems found during the pre-research related to the real impact of changes to policy targets that have gone through the process of training and coaching in rehabilitation homes, but there are some of these policy targets who participate in training and coaching are also found to be back on the streets, this is not suitable for the expected purpose.

The evaluation problem found was that the evaluation carried out by the Medan City Social Service had not answered the problems that existed in the field in the sense that the evaluation carried out by the Medan City Social Service was not to improve the ban on beggars policy. This is proven by the data of around 2 to 3 people who did not change when they were carrying out coaching, so that the Medan City Social Service team was caught on the streets and caught again. This becomes an evaluation problem because beggars who have been arrested are then rehabilitated and given training for 3 months, but 2 to 3 of these beggars continue to beg. The problem of beggars in Medan City is due to increasingly difficult competition for jobs and the difficulty of making ends meet. That is what makes beggars carry out these illegal activities. At the time of the arrests made by the Medan City Social Service, around 5

of them were found to be uncooperative, this was due to a lack of socialization regarding the impact of the ban on beggars policy in Medan City.

Evaluation of the ban on beggars policy needs to be carried out to find out what are the deficiencies in the implementation of the policy, so that it will make it easier for policy makers to improve or provide appropriate solutions so that the implementation of the policy is even better.

2. METHODS

This study uses a descriptive method with a qualitative approach. The purpose of using a qualitative approach with descriptive methods is because researchers want to reveal facts in the field through written words or oral data from people, as well as observable behavior which will later be associated with the theory used. The research location in this study is the Medan City Social Service. The technique for testing the validity of the data used in this study is the source triangulation technique, namely the data that has been analyzed by the researcher will produce a conclusion, then an agreement is requested with the different sources. Triangulation techniques in testing the validity of data, namely data obtained by interviews, then checked by observation, and documented, if the two data credibility testing techniques produce different data, the researcher conducts further discussions with the relevant data sources or another, to ensure which data is considered correct. The data analysis model used by researchers is the Miles and Huberman data analysis model, which consists of data reduction (*data reduction*), data presentation (*data display*), and verify (*verification*).

3. RESULTS AND DISCUSSION

Policy evaluation leads to factual issues in the form of measurement and assessment of both the policy implementation stage and the results (*outcome*) or impact (*impact*) from the operation of a particular policy or program, thus determining the steps that can be taken in the future. An evaluation of the ban on beggars policy in Medan City needs to be carried out to find out what are the deficiencies in the implementation of the policy, so that it will make it easier for policy makers to

improve or provide appropriate solutions so that the implementation of the policy is even better.

To find out and describe in detail the evaluation of the ban on beggars policy in Medan City, the researchers used the measurement assessment proposed by Nurcholis (2007: 277), an overall assessment of the Input, Process, Output, and Outcome of Government policies, the following is a presentation of the research results according to the focus of research.

3.1. *Input (Input)*

According to Nurcholis (2007: 277), Dimensions *input* is a necessary input for policy evaluation. Dimensions *input* has several aspects that are developed including human resources, infrastructure, and policy outreach.

Dimensions *input*, in terms of human resources in the evaluation of the ban on beggars policy in Medan City it can be said that the human resource capacity of the Medan City Social Service is quite good, where the personnel on duty have better experience than in previous years. The Medan City Social Service in carrying out the control was assisted by the Medan City Satpol PP in terms of increasing the number of personnel and also vehicle facilities that made it easier for the control to be carried out. The Medan City Social Service requires at least 10 personnel from the Medan City Satpol PP to carry out the control. Supervision carried out by the Medan City Social Service routinely in the morning, afternoon, and evening, this is the same as the supervision carried out by the Medan City Satpol PP, namely in the morning, afternoon, and evening. Thus, it can be said that the human resources supporting the implementation of the evaluation of the ban on beggars policy in Medan City are sufficient.

In the aspect of facilities and infrastructure in the evaluation of the ban on beggars policy in Medan City, it can be said that the temporary shelter for policy targets, including beggars, is to undergo the social rehabilitation stage at the rehabilitation center owned by the Social Services Office of North Sumatra Province. Social rehabilitation homes which are an important aspect in evaluating the ban on beggars policy in Medan City are not yet available or are not yet owned by the Medan City Social Service. The unavailability

of rehabilitation centers is due to the lack of authority to build social institutions at the city level. In the absence of a social rehabilitation center for the Medan City Social Service, the Medan City Social Service entrusted the beggars to the North Sumatra Provincial Social Service located in Binjai so that they would receive training and also guidance at the orphanage.

For socialization in the evaluation of the ban on beggars policy in Medan City, it can be said that socialization is a very important thing to do both to beggars as policy targets or to the public so that local regulations are known by many groups and become an important factor in evaluating the ban on beggars policy in Medan City. The form of socialization carried out by the Medan City Social Service regarding this policy is by visiting the policy targets directly, namely beggars to be reminded not to carry out begging activities in Medan City.

3.2. Process

According to Nurcholis (2007: 277), the process is how a policy is realized in the form of direct service to the community, including clarity of mechanism, certainty, control, and effectiveness in implementing the policy. Process is an important indicator in evaluating the ban on beggars policy in Medan City.

The process dimension, in terms of the clarity of the policy mechanism, is quite clear, starting from controlling activities, to submitting policy targets to the social rehabilitation center owned by the North Sumatra Provincial Social Service. For certainty, the implementation time is clear, but the available funds reduce the enforcement implementation schedule. At the time before the pandemic, the Medan City Social Service could carry out policing 15 times a month, but after the pandemic, only 2 times a week, this was limited by available funds. For controlling in the evaluation of the prohibition of beggars policy in Medan City, it can be said that the enforcement process has not gone well because the Medan City Social Service has not evaluated the sanctions contained in Medan City Regional Regulation Number 6 of 2003. Sanctions such as fines that must be paid are around Rp.5,000 ,000., has not been applied to policy targets, this is due to a lack of oversight function and once a raid has been netted it is

immediately handed over to the North Sumatra Provincial Social Service for guidance and training, so that the policing function has not run optimally.

3.3. Output (Results)

According to Nurcholis (2007: 277), *Output* is the result of a policy evaluation, whether the implementation of the policy produces outputs or products that are in accordance with the stated policy objectives or not. Output includes conformity of implementation with policy objectives, accuracy of intended targets, and groups involved.

Dimensions *output*, in the aspect of the suitability of the implementation with the policy objectives in the evaluation of the ban on beggars policy in Medan City, it can be said that the process of achieving the goals is still being carried out and has not reached the objectives of the ban on beggars policy in Medan City. Other factors such as there are still beggars who have been caught and then come back around 2-3 people reinforce the failure to achieve the goals of the regulation. 115 The next aspect, namely target accuracy in evaluating the ban on beggars policy in Medan City, can be said that the Medan City Social Service is right in capturing the policy target, namely beggars in Medan City. However, the evaluation carried out by the Medan City Social Service was not correct and did not answer the problems that existed in the field in the sense that the evaluation carried out by the Medan City Social Service was not to improve the ban on beggars policy. This is evidenced by the data of around 2 to 3 people who did not change when they were carrying out coaching, so that the Medan City Social Service team was caught on the streets and caught again. This becomes an evaluation problem because beggars who have been arrested are then rehabilitated and given training for 3 months, but 2 to 3 of these beggars continue to beg. The group involved in the control consisted of the Medan City Social Service, Medan City Satpol PP, North Sumatra Provincial Social Service, LPAI, PKPA, Polrestabes, and the Health Service.

3.4. Outcome (Impact)

According to Nurcholis (2007: 277), *outcome* leads to whether a policy evaluation has a real impact on the target group in accordance with the policy objectives. To find out the impact resulting from the evaluation of the ban on beggars policy in Medan City, the researchers looked at the impact of whether or not there was a change on the target group, and increased policy evaluation.

Dimensions *outcome*, in the aspect of changing the target group in the evaluation of the ban on beggars policy in Medan City it can be said that, there has been a change in some of the policy targets in life behavior so that some of them after leaving the rehabilitation center will do business or work in other people's gardens instead of going down to the streets. However, there were 2 to 3 people who did not change during the training, so the Medan City Social Service team caught them on the streets and were caught again. This becomes an evaluation problem because beggars who have been arrested are then in rehabilitation and given training for 3 months, but 2 to 3 of these beggars continue to beg. Then from the aspect of increasing implementation in the evaluation of the ban on beggars policy in Medan City, it can be said that the Medan City Social Service has not answered the evaluation problems in the field so that data related to the number of beggars has increased by around 29 people to 172 in 2020. This data will continue to grow if not there is a solution from the Medan City Social Service in answering the evaluation problems that exist in the field so that the objectives of the ban on beggars policy are difficult to achieve.

4. CONCLUSION

Evaluation of the ban on beggars policy in Medan City has not run optimally, this is because there are still deficiencies in the implementation of the ban on beggars policy in Medan City as in the dimensions *input*, facilities and infrastructure which are an important aspect in evaluating the ban on beggars policy in Medan City are not yet available or are not yet owned by the Medan City Social Service. Then on the process dimension, discipline related to sanctions which is an important aspect in evaluating the ban on beggars policy has not been implemented by the Medan City Social Service. For dimensions *output*, the

policy evaluation carried out by the Medan City Social Service was not in accordance with the policy objectives. Dimensions *outcome*, went well but was constrained by administrative requirements for submitting venture capital for policy targets, thereby hampering the evaluation of achieving the goals of the ban on beggars policy in Medan City.

ACKNOWLEDGMENT

Research on the Evaluation of the Policy on the Prohibition of Beggars in Medan City was successfully carried out with the support of the Public Administration Study Program, thanks to Ms. Dra. Februati Tri Murni, M.Sc., Ph.D, as Chair of the Public Administration Study Program, Faculty of Social and Political Sciences, University of North Sumatra. Thank you for your support Mr. Dr. Tunggul Sihombing, M.A., as the supervisor who has contributed a lot of thoughts, input, motivation and took the time to guide and direct the researcher in the process of completing this thesis. Then thanks to Mr. and Mrs. Lecturers of the Public Administration Study Program who have provided a lot of knowledge to researchers during the lecture period. The author hopes that this research will be useful for students and lecturers in public policy evaluation studies.

REFERENCES

- Abidin, Zainal Said. 2012. *Kebijakan Publik*. Jakarta : Salemba Humanika
- Anggriana, T.M & Dewi, N.K. 2016. *Identifikasi Permasalahan Gelandangan Dan Pengemis Di UPT Rehabilitasi Sosial 31 Gelandangan Dan Pengemis*. INQUIRY Jurnal Ilmiah Psikologi, Vol. 7 No. 1. Madiun
- Dimas Dwi Irawan. 2013. *Pengemis Undercover Rahasia Seputar Kehidupan Pengemis*, Titik Media Publisher, Jakarta
- Kartono, Kartini. 2009. *Patologi Sosial*. Jakarta: PT. Raja Grafindo Persada
- Nugroho, Riant. 2014. *Public Policy*. Jakarta : PT Elex Media Komputindo.
- Nurcholis, Hanif. 2007. *Teori dan Praktik Pemerintahan dan Otonomi Daerah*. Edisi Revisi. Jakarta: Gramedia

- Sahya, Anggara. 2018. *Kebijakan Publik*. Bandung: CV Pustaka Setia
- Tahir, Arifin. 2011. *Kebijakan Publik dan Transparansi Penyelenggaraan Pemerintahan Desa*. Jakarta Pusat : PT Pustaka Indonesia Press.
- Wahab, Solihin Abdul. 2012. *Analisis Kebijakan: Dari Formulasi ke Penyusunan Model - Model Implementasi Kebijakan Publik*. Jakarta: PT Bumi Aksara
- Winarno, Budi. 2013. *Kebijakan Publik: Teori, Proses dan Studi Kasus*, cetakan pertama, Edisi dan Revisi terbaru. Yogyakarta. CAPS