

The Effectiveness of Regional Regulation Number 19 of 2021 on Beggars and Buskers in Pontianak City

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ABSTRACT

This study aims to assess the effectiveness of Regional Regulation No. 19 of 2021 in addressing the presence of beggars and buskers in Pontianak. Data sources include primary and secondary data, with analysis guided by Dunn's Evaluation Theory, focusing on five indicators: program understanding, target accuracy, timeliness, goal achievement, and real change. This theory elucidates the nexus between government decision-making and regulation implementation. Data were collected through observation, interviews, and document analysis as part of qualitative descriptive research. Informants, comprising Pontianak City social service employees, buskers, beggars, and community members, were selected using Purposive Sampling. The regulation was instituted in response to the fluctuating numbers of beggars and buskers in Pontianak from 2019 to 2023. Findings indicate a necessity for the regulation to better align with Effectiveness Indicators, notwithstanding commendable progress in actual change indicators. Nonetheless, further enhancements are required for the regulation to achieve optimal effectiveness.

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INTRODUCTION

Development that brings Indonesians towards globalization has caused many problems for Indonesians. Research on the effectiveness related to the issue of beggars and buskers is interesting to examine because beggars and buskers have long been the government of social welfare services (PPKS), which has been established since 2020. Still, before that, it had undergone a name change since 2005 and regional regulation number 19 of 2021 Pontianak city article 42 letter e, which states that any person or entity is prohibited from giving money and goods to beggars and buskers. However, in Pontianak city itself, the regulation was only made in 2021, so this research is interesting to research. Therefore, the increase in the number of beggars and buskers causes many problems that arise in the community, for example, such as discomfort that disturbs public order, the cleanliness and beauty of the city, comfort, security, and order, and can cause crime (Rahmadanita, 2019). This problem is important to be investigated further so that there is no more increase in the number of beggars and buskers in big cities, especially Pontianak city. The Pontianak city government and social services, in this case, have tried to socialize regional regulation number 19 of 2021 concerning the maintenance of peace, public order, and community protection in Pontianak city for approximately the last 2 years, the hope is that people do not give money or goods to beggars and buskers in certain places, but there are still many people who do not understand

about this regulation, this causes even harder efforts are needed to be able to identify the presence of beggars and buskers in Pontianak city so that their handling can be right on target. This research also looks at the extent to which development implementation will always have a positive and negative impact on a country and a particular region. This is because development will always have a positive or negative impact, so beggars and buskers are seen as a negative impact of urban development. The issue of beggars and buskers is also a national issue (Supeno & Sutrisna, 2018). In the 1945 constitution, article 34 states that poor and abandoned children are taken care of by the state. This is also

affirmed in law no. 40 of 2004 concerning the national social security system and law no. 11 of 2009 concerning social welfare (Rahmadanita, 2019). This law provides room for the fulfilment of welfare, including vagrants and beggars. Beggars and buskers are problems that occur in many big cities and developing cities such as Pontianak. The rise of beggars and buskers who roam in the city of Pontianak is not entirely permanent residents living in the city of Pontianak. Research conducted by researchers at the Pontianak city social office obtained information that most of them managed to be orderly residents from outside the city of Pontianak and came from Java and Sumatra. So far, there has been no effective and efficient solution to the problem of beggars and buskers because begging is seen as a job that earns more per day. This certainly raises the pros and cons of the general public. For some of these reasons, this problem is important to be investigated so that in the future, there will be no more beggars and buskers in big cities, especially Pontianak.

Based on data from the Pontianak city social office, the number of beggars and buskers in 2019-2020 increased by 11 people; in 2020-2021, it increased by 21 people; in 2021-2022, it increased by only one person, while in 2022-2023 it decreased by 16 people with a total of 143 people consisting of men and women. The Pontianak City government has tried to socialize community regulations to the public, telling them not to give money or goods to beggars and buskers at several traffic lights in Pontianak City (Dinas Sosial, 2023). However, there are still many people who give money to beggars and buskers who are not subject to fines or administrative sanctions. This has led to the need for strenuous efforts to identify and research the presence of beggars and buskers to address appropriate handling measures. So, this study shows how far the implementation of regional regulation number 19 of 2021 concerning maintaining peace, public order, and community protection is running.

The Pontianak City Government, through the city social office, has formed a task force to run programs that the Pontianak City Social Office has made to overcome the problem of buskers and beggars in Pontianak City. The efficiency of alleviation programs can be seen in interest research. Whether or not the effectiveness of Pontianak City Regional Regulation research will affect the success or failure of a program, research states that the implementation of the beggar development program in Jember Regency gets good results (Ningsih, 2021). The development of beggars in Jember Regency goes well because of the effective communication pattern. The activity carried out is in the form of habituation to use codes or symbols that adequately convey the message, not to give money or goods to beggars and buskers. The delivery of messages using symbols in this study is more indicative of changes in individual behaviour. Overcoming the problem of beggars and buskers is still a problem in many big cities in Indonesia, one of which is seen in previous studies stating that the implementation of beggar control programs has not produced good results after training their skills to return to begging. Begging by the people of North Aceh is seen as a common phenomenon that does not have a negative impact, and most people in North Aceh consider beggars and buskers not to be a severe problem (Yusrizal & Asmara, 2020). Based on the Government Regulation of the Republic of Indonesia Number 31 of 1980, in the regulation there are preventive, repressive, and rehabilitative elements where the regulation aims not to increase the number of beggars and buskers; this is a form of effort and solution provided by the Central Government in dealing with beggars and buskers in Indonesia. According to Pontianak City Social Office data, beggars and buskers have increased from 2019 to 2023. Seeing the increase in beggars and buskers in Pontianak City makes it necessary to improve the social service system more regularly. In this case, it means that the responsibility of the Government increasingly needs to be increased for the welfare of its citizens.

This study aimed to identify the effectiveness of Regional Regulation Number 19 of 2021 against Beggars and Buskers in Pontianak City carried out by social services as a state institution tasked with carrying out social welfare businesses in their duties and service responsibilities as implementers of regulations made by the Pontianak City Government. Its effectiveness focuses on fulfilling the rights and needs of beggars and buskers. Therefore, it is hoped that this research can help understand the reality of beggars and buskers and find better solutions to the problem in Pontianak City. In this study, researchers used policy evaluation theory according to Dunn, namely effectiveness with five indicators: program understanding, target accuracy, timeliness, goal achievement, and real change. It turns out that after conducting research on Regional Regulation Number 19 of 2021 concerning the prohibition of giving money or goods to beggars and buskers, it can be said that it has not been effective because the Regional Regulation only prohibits/appeals so that those who violate this rule are not given strict sanctions either to the community who is giving or to beggars and buskers, In addition, the implementation of socialization carried out is also still not optimal. After all, it is only carried out at certain times and does not run for 1x24 hours, so this is what triggers the Regional Regulation to be ineffective because it is

caused by the time of the socialization implementation. So, what is the cause of the increasing population level of beggars and buskers has always been a social problem in big cities; besides that, it can be seen from the socialization program given to the community that the prohibitions or rules made are only like delaying not overcoming social problems that have occurred until now. Solutions to these problems are needed from local governments to be able to pay more attention and follow up so that the objectives and applicable regulations can run the rules made. Therefore, the success of Regional Regulation Number 19 of 2021 concerning the implementation of peace, public order, and community protection in Pontianak City can only be declared successful if the results of the policies and objectives of the Regional Regulation have yet to be achieved. A policy that has been implemented must be measured by evaluation so that the results to be achieved can be known because evaluation will help implement policies and know where policy errors lie. Evaluation will help local governments to continue changes for the better.

METHODS

The research method used in this study is qualitative descriptive so that it can provide an overview or explanation of the procedure for obtaining qualitative research data; the data obtained is through interviews, observations, and archives. The data sources used in this study's implementation are primary and secondary data. According to (Hardani, et al., 2020), This research was conducted by taking primary data from in-depth direct interviews with five informants directly involved with this research topic. These include buskers, beggars, employees of the Pontianak City social service (in social rehabilitation and the field of socialization and program implementation), and Tanjung Raya II Village employees from secondary data sources in the form of documents. In addition, the determination of informants using purposive sampling techniques, namely informants, is determined using assumptions where informants understand and are directly involved in implementing Pontianak City Regional Regulation No. 19 of 2021. The data collection technique in this study was obtained from observation activities. Namely, researchers observe at several points prone to buskers and beggars, namely at the intersection of red lights in Pontianak City. The interviews that the researchers conducted with the five informants above reached the saturation point, and the researchers documented the time of this research activity. The location of this research is in Pontianak City, namely at the Pontianak City Social Office and Tanjung Raya II Red Light. This research focuses on Regional Regulation No. 19 of 2021 concerning public order, which regulates buskers and beggars. The researcher's consideration is due to the increased number of beggars and buskers in Pontianak City while the Regional Regulation on public order has been enforced.

RESULTS AND DISCUSSION

The Pontianak City Social Office is a work unit or agency newly formed within the ranks of the Pontianak City Government, based on Pontianak Mayor Regulation Number 26 of 2016 concerning the formation, primary duties, and functions, as well as job descriptions of the position of community empowerment training service unit's regional technical units within the Pontianak City Social and Manpower Office. Social services have plans and strategies that are prepared in an integrated manner from the potential of human resources with other resources that are expected to be able to answer the demands of the development of the strategic environment that continues to change under the social dynamics of society. Social services also have several government programs in the social sector, namely social empowerment programs, migrant citizen handling programs for victims of violence, social rehabilitation programs, social protection and security programs, and disaster management programs. In this case, the performance of the Pontianak City Social Office is to prepare the formulation and implementation of technical policies and facilitate, coordinate, monitor, and evaluate assistance, empowerment, and stimulant assistance for people experiencing poverty; as for what the Pontianak City Social Office has done in dealing with beggars and buskers directly from before and after Pontianak City issued the regional regulation, namely by conducting empowerment programs in the form of providing freelancers, teaching skills such as making flower buckets and hampers. In addition, social services always socialize the prohibitions contained in regional regulations to urge the public to comply with applicable regulations, socialization, or appeals, usually in the form of banners and displayed around traffic lights.

This research focuses on the Effectiveness of Regional Regulation Number 19 of 2021 Pontianak City Article 42 Letter E, which states that any person or entity is prohibited from giving money and goods to beggars. The focus of research is defined as an assessment of the implementation of local regulations that can impact the Government and society. In

this case, many beggars, and buskers in Pontianak City cause problems in the community, namely at traffic lights and in public places to disturb public order (Zukna et al., 2019). with the existence of the Civil Service Police Unit, which has the task of assisting the Pontianak City Government in enforcing regional regulations and general regulations in the Pontianak City area so that the condition of the area is peaceful and orderly so that the community feels safe and comfortable. In this case, results and discussions are generated from data analysed using policy evaluation theory (Dunn, 2017), which is effective. Based on data from the Pontianak City Social Office, the number of beggars and buskers served during 2019-2023 can be described as follows:

Number	Year	Gender		Total
		Male	Female	
1	2019	10	0	10
2	2020	19	2	21
3	2021	26	16	42
4	2022	32	11	43
5	2023	15	12	27

Table 1: Number of Beggars and Buskers in Pontianak City from 2019 to 2023

The first expert social extension officer in the field of social services and rehabilitation, Pontianak City Social Office [source]

From the table above, the number of beggars and buskers served in this social service unit can be seen to increase from 2019 to 2020 by 11 men and women; from 2020-2021, there was an increase of 21 men and women, from 2021-2022 there was an increase of 1 man and from 2022-2023 there was a decrease of 16 men and women. with the minor average income earned per day of Rp.160,000.00, the middle income is around Rp300,000.00. The most significant income is Rp.750,000.00 per day. Effectiveness indicators are carried out based on policy objectives. In this case, the Pontianak City Regional Regulation can be effective if, in its implementation, it achieves the goals set by the Ministry of Social Affairs, along with some effectiveness indicators, according to Sutrisno (Mirfaq et al., 2022). The author divides the sub-discussion of research results in the subject below by following the indicators of Dunn's Evaluation theory.

Program Understanding

The social office has provided socialization to the community, beggars, and buskers daily at certain hours from 13.00-16.00 WIB by installing appeal banners. Usually, they socialize at traffic light intersections located on Jalan Tanjung Raya, Tanjungpura, Ayani, and Imam Bonjol, but this is still not effective because socialization is carried out only at certain times, As seen in the interview excerpt below.

Excerpts of interviews from the community 3 October 2023

"The community claims that they still do not understand and lack information about the prohibition or appeal related to giving money and goods to beggars and buskers in Pontianak City; this is because there is still a lack of strict sanctions against the ban because the appeal made is only on certain days (interview with SR,2023)".

From the interview above, it can be seen that people in Pontianak City still need help understanding the prohibition or appeal issued by the Government; this happens because socialization is adequate. So, beggars and buskers who know when social services carry out the socialization schedule dare not take to the streets, but if the socialization is over, then they will go back to wandering and begging. Therefore, the socialization program against Regional Regulation Number 19 of 2021 is increasingly improved, considering the increasing division of beggars and buskers at traffic lights, which can disrupt the order of traffic drivers and avoid accidents. The impact of the socialization program on Regional Regulations implemented by the Pontianak City Social Office is to provide an understanding of Regional Regulation Number 19 of 2021 and provide education and appeals to the people of Pontianak City. In addition, the lack of regulations against sanctions given to beggars and buskers makes them continue to do the same thing again; the contributing factor is also from the community who continue to give money to them; this is due to the lack of knowledge about Government policies that have been regulated in Local Government Regulations related to the prohibition of giving money or goods to beggars and buskers. Actions like this must be overcome immediately to minimize the increasing number of beggars and buskers because most of them come from outside West Kalimantan and think that the

people of Pontianak City have higher sympathy, so they always want to give alms, so this is what encourages them to choose begging in Pontianak because it is based on experiences in other places that they feel different. Most people in Pontianak City still do not have an understanding of socialization in Regional Regulation Number 19 of 2021 given by social services because there are still many people who give money or goods to beggars and buskers despite the ban, mainly because they feel sorry and want to give alms, so it is the same as the people of Pontianak City that beggars and buskers also still do not have an understanding related to socialization has been provided by Social Services (Latif, 2017).

Right on Target

Based on Permensos Number 5 of 2019 concerning Integrated Data Management of Social Welfare, beggars and buskers are people who earn income begging or selling services in public places in various ways and reasons to expect the mercy of others who have criteria such as their livelihood depends on the mercy of others, dress shabby and unworthy, are in crowded/strategic places and expect the mercy of others (Hutasoit et al., 2020). Therefore, the Pontianak City Social Office provides a socialization program to the community to implement the rules regarding Regional Regulation Number 19 of 2021 so that it can run by the objectives and so that the community is more sensitive to the applicable rules that the actions taken are wrong and even reap many pros and cons among the public. In addition, beggars and buskers are also given socialization by giving direct warnings if caught begging by the social service on duty so that the purpose of this socialization is carried out so that Regional Regulation Number 19 of 2021 can run with the accuracy of the intended target and to enforce local regulations so that they aim to improve peace, order, and welfare for the general public and the wider community. So, the Government must pay more attention to the accuracy of the targets that the objectives of the Regional Regulation itself will give.

Punctuality

The socialization program or appeal is carried out to provide education or understanding, especially to beggars and buskers, so that they can know that the actions they have done in the past have been prohibited and contained in Pontianak City Regional Regulation Number 19 of 2021, and can urge the public to no longer give money or goods to beggars and buskers because there are regulations that prohibit this from being done (Adhi, 2022). Social services carry out this socialization program by placing an appealing banner at the intersection of red lights every Monday, Wednesday, and Friday at 13.00-16.00 WIB; this is also done to everyone who sells at red lights to minimize the occurrence of accidents that can occur. In this socialization, the Social Office is also assisted by the local village and monitors the streets; if there are still beggars and buskers operating during the socialization hours, then the local social office and the village head will carry out forced evictions so that they can feel deterrent. Therefore, beggars and buskers will not roam when the socialization operating hours start but will return to the streets after the officers are no longer in place. This makes the socialization program ineffective because, during the implementation process, the appeal carried out is only temporary or only at certain hours, even though social problems against beggars and buskers are problems that need to be overcome. Solutions are found to be able to overcome them. The solution that can be provided is to further improve the implementation of socialization related to Regional Regulation Number 19 of 2021 by increasing the socialization time to be more efficient so that beggars and buskers no longer beg on the streets. Besides that, it is also necessary to provide education so that they want to work and not beg anymore.

Achievement of Objectives

The socialization program is part of the Pontianak City Regional Regulation Program Number 19 2021. This Regional Regulation aims to be able to urge the public to comply with applicable regulations so that social problems related to beggars and buskers can be reduced because this Regional Regulation arises based on the background of problems that occur in Pontianak City (Mawaza & Zaenuddin, 2020). Therefore, special efforts and attention are needed from the Government to be able to carry out socialization efficiently to realize the objectives of the Regional Regulation and overcome and reduce problems that occur among the community so that the objectives of this Regional Regulation can run by applicable regulations. Based on research conducted directly on Jalan Tanjung Raya, there are still many beggars, buskers, and cracker sellers roaming the streets; this shows that the socialization of Regional Regulation Number 19 of 2021 is still not adequate because it is proven that there are still many discoveries in the field which are clear evidence

that the Regional Regulation has not run according to the desired goals. However, the socialization program has been realized and is running, but it still needs to be entirely successful. Therefore, from these problems, solutions need to be provided so that the objectives of the Regional Regulation can run as expected, namely by providing jobs, providing skills training, providing empowerment facilities for beggars and buskers, and providing sufficient understanding to reduce the problems. In addition, the community must also be given an understanding regarding the implementation of this Regional Regulation so as not to affect the hampering of a goal.

Real Change

Pontianak City Regional Regulation Number 19 of 2021 concerning peacekeeping, public order, and community protection aims to socialize and social service programs so that beggars and buskers can be empowered. Besides that, the socialization program aims to provide understanding and appeal to beggars, buskers, and the community in Pontianak City so that applicable regional regulations can guide them. The Social Service carries out socialization activities to stop people from continuing to give money to beggars and buskers (Astuti et al., 2023). The real change from Regional Regulations to programs given to beggars, buskers, and the community is from this socialization program, which has been implemented and realized with the provisions of the Pontianak City Regional Regulation. The program's implementation also aligns with the objectives of the Regional Regulation, which includes the maintenance of peace, public order, and community protection. However, public understanding regarding the purpose of this Regional Regulation still needs to be improved, so frequent violations still need to be committed. Therefore, the Government is also expected to be more sensitive and pay attention to programs implemented by social services related to the socialization of regional regulations to deal with current problems. This socialization program must be evaluated to run according to applicable regulations and follow the objectives of establishing the Pontianak City Regional Regulation itself. Based on data from the Pontianak City social office, there has been a decrease in the number of beggars and buskers in 2022-2023 by 16 men and women; this Regional Regulation policy can be considered not adequate because the implementation of socialization carried out has not been fully optimal.

CONCLUSION

Based on the study's results, it can be concluded that there are still many beggars and buskers roaming the streets even though social services have carried out socialization programs. In addition, socialization activities or appeals carried out by social services still need to achieve the desired goals because many people still give money to beggars and buskers. The socialization carried out is considered ineffective and has yet to achieve the expected goals; this is also because this policy is still relatively new and has only been implemented for the last three years. This policy will be implemented if sanctions given to people who still give money or goods to beggars begin to be applied. Until now, the sanctions are still in writing, and reprimands have not been accompanied by sanctions or actions, even though it is apparent in the regional regulation that fines are given if there are still violations. Therefore, researchers suggest that stakeholders can participate in socializing and implementing sanctions so that this policy can be implemented effectively. Ultimately, the hope of reducing beggars and buskers in Pontianak city can be realized.

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