



## Implementation of Policies Regarding the Guidance of Street Children, Homeless, Beggars, and Singers in Makassar City

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### ABSTRACT

This study aims to determine the extent of the implementation of the policy on fostering street children, homeless people, beggars, and buskers and to find out what are the inhibiting factors in the implementation. This type of research is descriptive and qualitative to explain the implementation of the Policy Implementation of Street Children, the Homeless, Beggars, and Singers. Data collection techniques were carried out using observation, interviews, and documentation. Based on the results of research conducted related to the implementation of the policy of fostering street children, homeless people, beggars, and buskers, it has not been implemented effectively. Regarding the indicators of public policy implementation, according to Edward III, communication has not been maximized, this is because the delivery of information provided has not been comprehensive so it is not yet known by many people. The resource indicators in the form of staff and facilities are not by the implementation needs. However, several other indicators, namely, bureaucracy and disposition are by the provisions and are effective. In the implementation of the policy of fostering street children, homeless people, beggars, and buskers has not been implemented effectively, the Makassar City Social Service as the policy implementer to pay more attention and be more optimal in dealing with these obstacles or constraints so that what has become the goal of the Street Children Guidance Policy, Homeless, Beggars and Singers can be achieved effectively.

## INTRODUCTION

The development of social welfare problems continues to increase, this is marked by the emergence of various social phenomena both originating from within society and as a result of the development of globalization, industrialization, and the rapid flow of urbanization, while conventional social problems continue, including the existence of street children, homeless people, beggars, and busking is a problem that requires serious attention from the Government. This problem is a social reality that is influenced by various factors such as high levels of poverty, lack of or uneven educational infrastructure, difficulty in finding employment, and increasing urbanization.

Poverty is a factor that dominates the number of street children, homeless people, beggars, and buskers. A high level of poverty can encourage and force someone to become homeless due to low economic conditions and not having a decent place to live so that begging becomes a routine job. Apart from that, children from poor families have a greater risk of becoming street children because their low economic conditions often lack protection. In line with the 1945 Constitution, Article 34 Paragraph (2), emphasizes that the poor and neglected children are cared for by the state, the state develops a social security system for all people and empowers



the weak and incapable with human dignity. This indicates a mandate given to the government to formulate new policies as a form of follow-up to concretely realize the development of the social security system and empower weak and underprivileged (poor) communities.

Education is an important thing that then becomes capital for everyone in various matters, especially in getting employment. Every job field must have an educational standard or what we often know as a minimum of graduates. On average, homeless people and beggars do not receive sufficient education, and many of them have never been to school.

The relatively low level of education of homeless people and beggars means that they experience obstacles in obtaining decent work to meet their personal needs and the needs of those who are married. Because they don't have a decent job and sufficient income, this also has an impact on their children. They cannot afford to send their children to school and many parents end up sending their children to become buskers or beggars to help their parents meet the family's living needs. According to the 1945 Constitution, Article 31 paragraph (2) states that every country is obliged to attend basic education and the government is obliged to finance it. This indicates the importance of education for the nation's children. Apart from that, in Law Number 20 of 2003 Article 11 paragraph (2) states that the government and regional governments are obliged to guarantee the availability of funds to provide education for every citizen aged seven to fifteen years. Based on the two regulations above, it is very clear that the state, in this case, the government, is obliged to implement these regulations.

Urbanization is the movement of people from rural areas to urban areas or big cities. Symptoms of urbanization originate from the uneven development between urban and rural areas, and also because urbanizers feel that urban income can guarantee life compared to the village where they come from.

Along with the development of the globalization era, the city of Makassar has been designated as one of the growth centre cities in eastern Indonesia because its growth is fairly rapid and is expected to be able to stimulate the economy of other regions around it. On the other hand, cities that are said to be centres of growth with high employment and business opportunities are largely unable to guarantee urbanization actors to meet economic needs. This is due to the problem of unequal educational factors both in terms of physical and non-physical infrastructure experienced by urbanizers. Thus, most urbanizers do not yet have the special abilities or skills needed. As an alternative, urbanizers prefer to become beggars and poverty is increasing. Based on the existing reality, those who become beggars will be very unnecessary and will be felt to disrupt order and security on the streets and in several settlements.

The description above is one of the backgrounds for the Makassar City Government to form a new policy, namely by establishing Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and Buskers. Apart from that, the formation of these Regional Regulations is a follow-up step in realizing the Constitution of the Republic of Indonesia article 34 paragraph (1) of 1945 which states that "mandates the State's obligations to the government and regional governments to provide social rehabilitation, social security, social empowerment, and social protection as a manifestation of the implementation of the State's obligations to ensure the fulfilment of the basic needs of poor and underprivileged citizens."

Based on Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and Buskers, 3 things are prioritized as the main basis for considering the formation of this regulation, namely, Firstly, upholding the values of justice, order, and benefit by Pancasila and the 1945 Constitution of the Republic of Indonesia. , secondly, handling street children, homeless people, beggars, and buskers who tend to endanger themselves and/or others, thirdly, existing regulations are no longer adequate. Apart from that, the goals and objectives of coaching in Makassar City Regional Regulation No. 2 of 2008 Articles 2 and 3 concerning Principles, Goals, and Targets of Development as well as development and prevention programs based on Article 5 are a solution and form of the

Makassar City Government's great attention to tackling the rise of street children, homeless people, beggars, and buskers. However, in implementing the Regional Regulations that have been formed, the Makassar City Government, in this case, the Social Service as the authority implementing the regulations, has not been able to minimize the prevalence of street children, homeless people, beggars, and buskers. This can be seen from the perspective of existing reality, there are still many street children, homeless people, beggars, and buskers who can be seen at every road intersection in the city of Makassar carrying out their usual activities.

Reporting from the 2021 Makassar City Social Service Facebook group, in following up on the instructions of Makassar Mayor Danny Pomanto and the implementation of Makassar City Regional Regulation No. 2 of 2008, several patrols of street children, homeless people, beggars and buskers have been carried out by the Social Service and assisted by several related agencies in This is Bkao Satpol PP Makassar City and Sat Binmas Polrestabes Makassar. From the results of the activities, several similar cases were still found in recent years, for example, street teenagers sucking fox glue, fake beggars with certain motives, and brawls between street children. The treatment route taken also remains the same, namely, arrest. However, the assistance process has not been carried out due to the unavailability of social shelters to accommodate the disabled and flattened.

Previously, in an evaluation meeting on handling street children, (Vivi Riski Indriani. 9/4/2021) Yenni Rahman a Member of Commission D DPRD Makassar said, "So far the main problem in handling street children, homeless people, beggars, and buskers is assistance. He was arrested, he was released again, he never had anyone to accompany him. "It's not just about putting things in order, ongoing assistance must be provided," he stressed. If you draw a common thread, the above also illustrates that in the implementation of policies for fostering street children, homeless people, beggars, and buskers, they have not been able to minimize the cases that have occurred from the formation period until now, one of which is because the social service as the leading sector is still weak in mentoring. Again, this is supported by the intensity of the presence of street children, homeless people, buskers, and beggars who have not decreased and they can still be found on almost every public street in Makassar City.

## METHODS

The research location was carried out at the Makassar City Social Service Office, Jalan Arif Rahman Hakim Number 50, Ujung Pandang Baru, Tallo District, Makassar City, South Sulawesi, and several intersections in Makassar City where there are street children to obtain data according to research needs. The research time begins after the proposal seminar is held and requires a maximum duration of 2 months for the research process. This research uses a qualitative research approach, which is a research approach that aims to understand a phenomenon in a natural social context by prioritizing a process of in-depth communication interaction between the researcher and those being studied. Case studies Case studies, mean that researchers carry out in-depth exploration of programs, events, processes, and activities of one or more people. A case is bound by time and activities and the researcher carries out detailed data collection using various data collection procedures and over a continuous period. So, the case study studied is about the implementation of regional regulation no. 2 of 2008 concerning the development of street children, homeless people, beggars, and buskers.

In this research, the data sources that will be obtained are (1) Primary data, data obtained from observations and interviews by the author conducted at the Makassar City Social Service Office, and (2) Secondary data, supporting data obtained from various documents relating to the problem under study. Informants are people who have information about the object under study. The informants or sources who will be interviewed in this research are people who are believed to know about implementing policies for developing street children, homeless people, beggars, and buskers.

In collecting data, the author uses a sampling technique (purpose sampling), namely a technique for collecting data on samples that have been selected based on the knowledge they have by research needs. Data analysis is the process of managing data based on predetermined variables so that the data can be broken down systematically and easily understood as well as a way to conclude the data being analyzed. According to Miles and Huberman (in Sugiyono, 2012), 3 (three) processes occur in analysis, namely: (1) data reduction, (2) data presentation, and (3) drawing conclusions and verification.

## RESULTS AND DISCUSSION

### Implementation of the Policy for the Development of Street Children, Homeless People, Beggars and Buskers Communication

Based on the results of interviews conducted by researchers with one of the informants, namely Mr. Kamil Kamaruddin, SE as Head of the Factoring and Gepeng Development Section of the Makassar City Social Service, he said that communication in the process of implementing policies for developing street children, homeless people, beggars, and buskers is certainly expected to run well. However, we return to the three indicators that researchers use to measure success according to communication variables. Edward III (in Agustino, 2006) put forward three variables in communication, namely:

#### 1. Transmission

Based on the results of an interview with one of the informants, Mr Kamil Kamaruddin, SE as head of the Anjal and sprawl development section regarding transition communication, said:

"We carry out communication activities based on the provisions of the regional regulation on the development of anjal and sprawl, namely by carrying out outreach and campaigns." (interview, 12 October 2021).

Following up on the results of the interview with Mr Kamil Kamaruddin, SE as head of the Anjal and sprawl development section, based on Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars and Buskers, socialization activities for the local regulations on fostering homeless people, are divided into two forms, namely direct socialization and indirect socialization, direct socialization is usually carried out through interactive activities or lectures and in collaboration with related agencies, Community Social Institutions, Satpol PP and several parties who have social concerns. Meanwhile, socialization is not carried out directly or conveyed through print or electronic media, such as Facebook, Instagram, and newspapers.

Based on Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and Buskers, apart from socialization activities, campaign activities are also carried out as part of a form of communication in the implementation process of the regional regulation on fostering children and those who are homeless. Campaign activities are carried out through activities involving community groups in the form of performances, competitions, competitions, speeches, and the installation of signs prohibiting giving money on the streets.

The communication process certainly has inhibiting factors so that the process does not match expectations and causes ineffectiveness. In socialization and campaign activities as one way of implementing the regional regulation on elasticity and sprawl development and at the same time as part of transition communication, of course, there are also inhibiting factors. Based on the results of the researcher's interviews with informants, Mr Adit a Social Worker for the Makassar City Social Service said:

"Yes, since we are still in a pandemic, communication activities in the form of interactive activities such as campaigns are currently not being carried out routinely, interactive activities are being carried out but still following strict health protocols such as patrol activities." (interview, 18 October 2021)

Based on the results of the interview with Mr Adit, it can be seen that communication activities, especially direct communication activities, are still experiencing obstacles due to the ongoing pandemic. This causes direct communication activities to still not be carried out routinely.

Apart from informants from policy implementing agencies, there was also a narrative from the beggar Mrs. Lia regarding the communication variables conveyed by the Makassar City Social Service regarding the Anjal and Gepeng Development Regional Regulation, saying:

"Indeed, I have seen the rules that are usually reported in the news regarding Anjal and Sprawl, and I have even been arrested several times and given the same instructions. There were also people from the family who told me about the rules. "But, because I need money, especially now that it's hard to get a job during the pandemic, I think that's all I have to do in the past and I also think that the work doesn't drain my energy but makes a lot of money." (interview, 5 October 2021)

In contrast to Reski and Asrul, who are both beggars and homeless people, they do not know the policies for developing street children, homeless people, beggars, and buskers because apart from recently carrying out begging and vagrancy activities, they also do not have an Android as a medium to get information about these policies. They only listen to what their friends and parents say so they don't get caught by the Satpol PP. Therefore, they are always alert and ready to take a thousand steps if they see Social Service and Satpol PP cars passing on the street.

Based on the results of interviews with several informants above, it can be seen that the Makassar City Social Service in implementing the policy for developing street children, homeless people, beggars, and buskers has carried out transmission communication activities quite well because it is by applicable regulations. The shortcomings in implementation activities in the form of transitional communication, namely the lack of direct communication activities, resulting in a lack of uniform delivery of information to communication targets as well as a lack of self-awareness from bumps and bumps.

## **2. Clarity**

Communication of policy information received by policy implementers must be clear and not confusing/ambiguous. For implementation to be carried out effectively, someone is responsible for making a decision and must understand whether the implementer can carry out the directions according to what was decided. If there are policy-making actors who see that there is a lack of clarity in the policy specifications, then of course they do not understand what they are aiming for. Policy implementers will feel confused about what they are doing so they will not get effective and optimal results if they are forced.

To find out more about the clarity of the information sector regarding fostering and fostering that the public must know, the researchers asked the Head of the Development Section for Street Children, Homeless, Beggars, and Buskers at the Makassar City Social Service, Mr. Kamil Kamaruddin., SE said that:

"Yes, I think we are the implementers. The clarity is clearly stated in the regional regulations. We just need to explain to the public about several programs that are in the regional regulation on the development of anjal and sprawl. The program takes the form of preventive coaching, follow-up coaching, and social rehabilitation efforts. "These three programs are very important because they are interconnected and are the main thing in realizing the aim of establishing a regional regulation on the development of Anjal and sprawl and to provide understanding to the public about the existence of the regional regulation itself" (interview, 12 October 2021)

Following up on the results of the interview with Mr. Kamil Kamaruddin., SE, the policy for fostering children, street homeless, beggars, and buskers consists of three programs which are the main thing to determine the clarity of the information conveyed by the Makassar City Social Service. The three programs are in the form of preventive coaching, advanced coaching, and social rehabilitation. This is contained in Chapter 3 of Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and

Buskers. Indications of clarity in the policy of fostering and sprawling development must be understood by the public at large. It is important to clarify this information so that there is no bias between the policy objectives themselves and public understanding.

Regarding clarity and mechanisms for preventive guidance, further guidance, and social rehabilitation efforts, the researcher interviewed Mr Kamil Kamaduddin, SE as Head of the Development Section for Street Children, Homeless People, Beggars, and Buskers at the Makassar City Social Service, according to the informant;

"For the implementation mechanism, we refer to Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars and Buskers. " This means that our reference is the applicable policy because we are here as implementers." (interview, 13 October 2021).

Based on this explanation, it is known that the process of implementing preventive guidance, further guidance, and social rehabilitation refers to Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and Buskers, the implementation of which is carried out by the Makassar City Social Service. The explanation regarding the implementation of preventive guidance, further guidance, and social rehabilitation, namely:

1) Preventive training

Prevention coaching is carried out to prevent the development and expansion of the spread and complexity of problems that cause children on the streets, homeless people, beggars, and buskers. Preventive coaching includes several forms, namely:

- a) Data collection, in this process the Social Service prepares a data collection instrument which contains names, addresses, family lists, living conditions, socio-economic background, regional origin, employment, family status, and the main problems faced. This activity was carried out to obtain correct data regarding the classification between street children, homeless people, beggars, and buskers.
- b) Monitoring, control, and supervision of the sources or causes of the emergence of street children, homeless people, beggars, and buskers. This activity is carried out by the Makassar City Social Service by carrying out patrols in public places carried out by the Makassar City Social Service and providing information about the whereabouts of street children, homeless beggars, and buskers who carry out activities in public places, individually, in families, or in groups.
- c) Socialization is carried out by the Makassar city social service in the form of direct socialization, carried out by the Social Service and related agencies and can collaborate with groups, social organizations (Orsos) through interactive activities and lectures, and indirect socialization, carried out through print media as well as electronic media.
- d) The campaign is carried out by the Makassar City Social Service through activities that involve certain community groups in the form of performances, competitions, competitions, orations, and installing signs prohibiting giving money on the streets. This activity is carried out to invite and influence a person or group to participate in carrying out development and control activities for street children, homeless people, beggars, and buskers.

2) Advanced coaching

Further training is carried out for street children, homeless beggars, and buskers as an effort to minimize or free public places from street children, homeless people, beggars, and buskers. Further training is carried out by:

a) Protection

Protection is carried out to prevent street children, homeless people, beggars, and buskers from taking to the streets by establishing posts based on the streets (in the street) and public places at vulnerable points where street children, homeless people, beggars, and buskers often carry out their activities. This activity was carried out by the

Social Service in collaboration with elements of the Civil Service Police Unit, elements of the POLRI, and Community Social Institutions as a place for holding outreach and campaigns. Apart from that, the implementation of post activities does not involve arresting Anjal and Squash but rather acts to reveal problems based on the situation and conditions at the time the post activities are carried out.

b) Control at any time

Control is carried out at any time to protect street children, homeless people, beggars, and buskers as well as groups or individuals acting on behalf of social institutions by paying attention to human rights, child protection, and development goals. Control activities are carried out at any time by the Makassar City Social Service, elements of Satpol PP, and possibly with elements of POLRI in a coordinating manner towards street children, homeless people, beggars, and buskers as well as groups or individuals on behalf of social institutions and/or orphanages who carry out activities in public places.

c) Temporary shelter

Temporary shelters are carried out with the government social care system within a maximum of 10 days. This activity was carried out by the Makassar City Social Office in collaboration with the South Sulawesi Provincial Government as the owner of the government social institution in question. Temporary shelter is carried out in the context of coaching which includes social guidance, spiritual mental guidance, legal guidance and social adaptation games (*outbound*)

d) Initial approach

The initial approach was carried out by identifying and selecting street children, vagrants, beggars and buskers. This activity is carried out to select based on indicators which include self-identity, educational background, social status and social environmental problems of the Anjal and Gepeng concerned. The results of identification and selection carried out by the Makassar City Social Office in collaboration with the Makassar City Police Department will be used as a basis for determining the next stage of the development process.

e) Disclosure and understanding of the problem (*assessment*)

Disclosure and understanding of problems (*assessment*) is carried out to understand and explore the problems faced and to meet the needs (coaching according to their respective potentials and talents) anjal and sprawl. The file from the disclosure and understanding of the problem will be used for further monitoring and coaching.

f) Social assistance

Social assistance is carried out by the Makassar City Social Office (social workers), the government as well as private social workers and/or community social institutions that have concern for service recipients (Anjal and Gepeng).

3) Social Rehabilitation Efforts

To strengthen the level of social welfare of service recipients so that they can perform their social functions again in community life, social rehabilitation must be carried out. social rehabilitation efforts carried out by the Makassar City Social Office, related agencies and/or nursing homes. Rehabilitation efforts carried out include: (1) Spiritual Mental Guidance is carried out to shape the attitudes and behaviour of a person and group by the norms that apply in society. This activity is usually in the form of religious guidance, ethical guidance and guidance on the norms of life, (2) Physical Guidance includes sports activities and health checks, (3) Social Guidance is an effort to provide motivation and cultivate awareness and independence to help solve their problems, and (4) Return and/or Repatriation to the Area of Origin is intended as an effort to be able to return to the family and community environment.

Based on the results of the researcher's interview with Makassar City Social Service Social Worker Mr Rizjal, apart from the three important components, in the form of preventive guidance,

further guidance, and social rehabilitation efforts as part of the clarity of information regarding regional regulations on the development of splintering and sprawl, there are also calls for prohibitions and sanctions in Regional Regulations Makassar City No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars and Buskers which is increasingly being carried out routinely. This prohibition is contained in Article 49 paragraph (1) which states that every person or group of people is not permitted to give money and/or goods to street children, homeless people, beggars, and buskers as well as beggars on behalf of social institutions or orphanages and beggars who use tools that being in a public place. There are also sanctions given based on the provisions of Article 54 paragraph (2) which states that every person or group of people who gives money and/or goods to street children, homeless people, beggars, and buskers as well as beggars on behalf of social institutions or orphanages and beggars who use tools. Those who are in public places will be given sanctions in the form of a fine of up to Rp. 1,500,000 and sanctions in the form of criminal sanctions in the form of imprisonment for a maximum of 3 (three) months. The appeal was made by the Makassar City Social Service because community participation is also considered effective in assisting the Government in dealing with the problem of sprawl and sprawl in Makassar City. prohibition and sanctions appeal activities based on Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and Buskers are usually carried out through socialization in collaboration with sub-districts, RT/RW in designated places, while socialization is carried out through electronic media in the form of Facebook and Instagram belonging to the Makassar City Social Service.

Based on the results of the researcher's interview with Mrs Hasnah a Social Worker for the Makassar City Social Service, she said:

"In addition to making calls for prohibitions and sanctions, we also often communicate through outreach activities about the clarity of the meaning of Anjal and sprawl and the purpose of these regulations to avoid public misunderstandings such as those that have occurred when carrying out screening or field patrol activities which have resulted in conflicts with patrol field officers." (interview, 5 October 2021)

Following up on the informant's explanation above, it is necessary to note that the applicable policy has clear targets and objectives as one of the references or guidelines for implementing the policy, in this case, the Makassar City Social Service. Targets based on Article 4 of Makassar City Regional Regulation no. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars and Buskers, namely: (1) Children who are in public places who behave as beggars, scavengers, and hawkers who can disrupt public order, security, and smooth traffic, children who do not have parents, abandoned children, children who cannot afford it, including children who carry out activities on behalf of social organizations, foundations, non-governmental organizations, and the state. Furthermore, children are said to be street children who are active on the street between 4-8 hours per day, (2) Buskers who carry out activities on the street behave like beggars who can endanger themselves or others, the safety and comfort of traffic, (3) A homeless person is someone who lives in conditions that do not comply with the norms of a decent life in society, has no livelihood, and no permanent residence. Homelessness includes beggars and psychotic homeless people who engage in begging in public places, (4) Road users who give money and/or goods in public places for reasons of charity and out of compassion for street children, homeless people, beggars, and buskers, and (5) Parents or families of street children, homeless people, beggars, and buskers.

Apart from the clarity of targets, there are also objectives established in Article 3 of Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and Buskers, namely: (1) Provide protection and create public order and tranquillity, (2) Uphold human rights and dignity as citizens which must be respected, (3) Maintaining family characteristics through deliberative efforts to create an orderly, solid, and dignified life together, (4) Creating fair and proportional treatment in realizing social



life, (5) Improving order in society through legal certainty that can protect citizens so they can live calmly and peacefully, and (6) Creating balance, harmony, and harmony between the interests of individuals and society and the interests of the nation and state.

Based on the results of the researcher's interview above with the Head of the Anjal and sprawl development section and several Makassar City social service workers, it can be seen that the clarity of information from the policymakers of the local regulation on the development of Anjal and sprawl has been understood by the social service as the implementer and knows the mechanisms that must be carried out by the provisions stipulated applies, namely based on Makassar City Regional Regulation No. 8 of 2008 concerning Development of Children, Streets, Homeless, Beggars and Buskers.

### **3. Consistency**

Consistency in the implementation of the policy for the development of street children, homeless people, beggars, and buskers is the implementation of the regional regulation on the development of homeless children which is implemented firmly and continuously without changing the applicable laws and regulations. To find out more about the consistency of the Makassar City Social Service in implementing policies for fostering street children, homeless people, beggars, and buskers, researchers interviewed the Head of the Makassar City Social Service Development Section, Mr Kamil Kamaruddin, SE, who said:

"We are talking about the consistency of orders from superiors from the past until now, by the provisions of the applicable regional regulations. " There hasn't been any change in policy from superiors because everything has to be determined through regional regulations." (interview, 12 October 2021)

The same story was conveyed by several informants as social workers at the Makassar City Social Service, Mr Adit and Mr. Rizjal, who said that they continued to follow directions or work based on orders that had become provisions in regional regulation no. 2 of 2008 concerning development of stiffness and flattening. Changes to directions based on the provisions of the regional regulations have not been carried out, except for directions from the Head of the Social Rehabilitation Division or the Head of the Anjal and Flattened Development Section which adapts to conditions in the field and is also based on the results of reports from the field in the implementation activities of the regional regulation on anjal and flattened development.

Based on the results of interviews by researchers with the informant Mr. Pardi the head of the Regional Regulation on Anjal and Gepeng Development from the Satpol PP, he said that:

"We from the Satpol PP side usually coordinate with the Makassar city social services, as for changes in direction that occur in collaboration, they usually only concern the timing of field activities. For other things, it is adjusted to field conditions. "They were on the field and when I wasn't there, they reported the situation in the field and I immediately communicated with the head of the Anjal and Gepeng development section of the Makassar City Social Service if necessary to get or give directions on how to adjust to the previous report on field conditions." (interview, 18 October 2021).

Based on the results of research interviews with several informants above regarding the consistency of superiors in implementing policies for fostering street children, homeless people, beggars, and buskers, it can be seen that the Makassar City Social Service has been consistent in its implementation. There are changes in direction, but not regarding the direction of the Regional Regulation policy, but rather changes in direction from superiors, in this case, the Head of Social Rehabilitation or the Head of Anjal and Gepeng Development Section based on the situation and field conditions at the time of implementation activities.

Below is data on street children, homeless people, beggars, and buskers for the last three years, namely 2019-2021.

**Table 1.**

Comparative data on street children, homeless people, beggars, and buskers from 2019 to 2021

Year	Amount
2019	259
2020	410
2021	469

Based on the picture above, the researcher interviewed the Head of the Anjal and Gepeng Development Section of the Makassar City Social Service, Mr. Kamil Kamaruddin, SE regarding Communication indicators, saying:

"Previously, I want to explain that the data is the result of screening during patrol activities, so the number of ramps and sprawl in the data is not the total number of ramps and sprawl in Makassar City. We have indeed carried out clear and consistent communication activities by the Regional Development Regulations, however, it is still not possible to say that they are effective. Yes, again from the data evidence, from year to year there has been an increase, what's more, almost at every road intersection you can still find bumps and bumps. This is due to several obstacles. The most influential obstacle so far is the lack of budget, because if the budget is appropriate, then access to expand communication activities and network patrol activities in implementing regional regulations, I am sure can be adjusted and fulfilled. There are also obstacles from bumping and squeezing due to a lack of self-awareness. Even though we have provided guidance, they still carry out their activities as usual." (interview, 13 October 2021)

Following up on the results of an interview with the Head of the Social Services Section for Social Services of Makassar City, Mr Kamil Kamaruddin, SE, it can be seen that the data above is data resulting from screening in patrol activities carried out by the Social Service together with Satpol PP and the Makassar City POLRI. The increase in perched and flattened cases according to the data above is the result of several obstacles experienced by both implementers, in this case, the Makassar City Social Service, and caused by ignorance of perched and flattened which are the targets of Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and Buskers.

## Resources

### a. Staff

The main resource in implementing policies is staff or employees. Failures that often occur in implementing policies are caused by staff/employees who are inadequate, comprehensive, or incompetent in their fields. Just increasing the number of staff and implementers is not enough to solve policy problems, but requires sufficient staff with the necessary skills and abilities (competent) in implementing policies.

Based on the results of the researcher's interview with the Head of the Anjal and Gepeng Development Section of the Makassar City Social Service, Mr Kamil Kamaruddin, SE said:

"Yes, if we relate the number of staff to the tasks mandated by superiors or especially in the implementation activities of regional regulations on the development of Anjal and sprawl, it is not enough or is still not effective, that is because in certain fields, for example, our section on the development of Anjal and sprawl sections has such as administrative management and field activities. However, due to staff limitations, starting from administrative activities 3 people and field activities were only assigned 9 people. So, the 9 people who carry out patrols are sometimes overwhelmed. If there are a lot of staff, within the same hour the patrol area will likely be divided into several areas and screening can be more effective. For administrative management staff, due to staff limitations, raw lump and flat data that has been collected through screening patrol activities sometimes experience a slight delay in being compiled to be used as an official document. "We want to recruit staff but again the budget is not enough. Fortunately, the capabilities of each

existing social worker can handle the implementation activities a little, because most of them are also Bachelor's degree graduates." (interview, 12 October 2021)

The same statement was conveyed by Mr. Adit the social worker for the development of social services for the city of Makassar, who said that the social rehabilitation sector for the social services for the city of Makassar, especially in the section for the development of Anjal and sprawl, is still experiencing a shortage of staff or social workers, this can be seen when there are only a few patrol activities. The social workers who are deployed, of them are in the office to handle administrative matters. Apart from that, he said that because there are so few social workers in patrol activities, sometimes they are always required to work hard and always be alert to unexpected events in the field, while these incidents usually take the form of physical contact between officers. they are patrolling with steadfastness and sprawl. However, because the Satpol PP and POLRI are part of implementing the regional regulation on Anjal and sprawl development, Makassar City social service workers always cooperate in patrol activities. Apart from being a form of coordination between related agencies, it also provides security and protection during implementation. This is done of course by applicable regulations and also as a form of assistance for the staff shortages experienced by the Social Service in implementing policies for fostering street children, homeless people, beggars, and buskers.

Based on the description of the results of the researcher's interviews with the two informants above, it can be seen that the number of staff possessed by the Makassar City Social Service Development Section for the development of street children, homeless people, and buskers is inadequate or not by what is needed. This is also basically caused by a lack of budget in the implementation of Anjal and sprawl development. The data below is supporting evidence that the social services department has limited staff in implementing the regional regulations on the development of Anjal and sprawl.

**Table 2.**  
 List of Street Child Development Officers, Vagrants, Beggars and Buskers

NO	NAME	L/P	POSITION
1	Haidar Hamzah, S.STP NIP. 19811115 200112 1 001	L	Head of Social Rehabilitation
2	Kamil Kamaruddin., SE NIP. 19820310 200604 1 016	L	Kasi Pemb. Anjal and Gepeng
3	Hasnah A, S.Sos, M.Si NIP. 19701231 199203 2 029	P	Social Worker
4	Suhartiny S, SE, MM NIP. 19830404 201001 2 045	P	Social Worker
5	Dian Purnama Sari, S.Sos NIP. 19851219 202012 2 004	P	Social Worker
6	Khairun Rizjal Azis, S.ST NIP. 19890606 201902 1 006	L	Social Worker
7	Andi Dwi Wulandari, S.ST NIP. 19911109 201503 2 004	P	Social Worker
8	Dra. Hartati AS, M.Si NIP. 19641114 199203 2 005	P	Social Worker
9	Barling, SE, MM NIP. 19751111 200212 1 009	L	Social Worker
10	Musfahudidin Munsyir, S.Sos	L	Social Worker (Contract Worker)
11	A. Aditya, S.ST	L	Social Worker (Contract Worker)
12	Agus Salim	L	Social Worker (Contract Worker)

## b. Information

In policy implementation, information has two forms, namely:

### 1) Information related to how to implement the policy

Based on the results of an interview with the Head of the Anjal and Gepeng Development Section about the information on the implementation of the policy for the development of street children, vagrants, beggars, and buskers, Mr Kamil Kamaruddin, SE, said:

"Yes, the information we convey to the community about how to implement the Anjal and Gepeng Development Bylaws is usually through socialization, socialization directly down or through the social media accounts of the Makassar City Social Office. There are also campaigns and some ways that are carried out based on the provisions of the Regional Regulation but for now, it has not been carried out. Apart from staff shortages, the pandemic is also the main consideration for these activities".

Following up on the results of interviews with informants, there are several ways carried out by the Makassar City Social Office to convey information about the implementation of the policy of fostering street children, vagrants, beggars, and buskers, namely:

a) Logging

In the data collection process located at the Makassar city hall office, Anjal and Gepeng will be asked for information and clarification of problems. There are several pieces of information requested in the assessment process from Anjal and Gepeng, namely, the identity of Anjal and Gepeng which includes name, place of birth, gender, religion, ethnicity/origin, education, occupation, orderly location, address, and description/type of PMKS. As for the identities of the father and mother who were asked according to the previous explanation, after that, they were asked for information on the description of the case and then entered the intervention plan stage. This process is carried out with the main purpose of being able to determine whether they can be repatriated or remain in social rehabilitation homes for further coaching.

b) Monitoring, control, and supervision

In the process of monitoring, controlling, and supervising, the Makassar City Social Office in collaboration with the police and the Makassar City Police Department conducted patrols to sweep points prone to the gathering of anjal and sprawl. These activities are carried out in addition to collecting Anjal and gepeng for data collection, there is also a purpose based on the Anjal and sprawl development regulations, namely to find out the causes of the emergence of Anjal and gepeng and provide information about the whereabouts of those who carry out activities in public places and provide an appeal to the public regarding several prohibitions and sanctions by the Anjal and sprawl development regulations.

c) Socialization

Socialization is one of the ways carried out in the implementation of policies for fostering street children, vagrants, beggars and buskers. The Makassar City Social Office and related agencies conduct socialization using two ways, namely, direct socialization and indirect socialization. Direct socialization is usually carried out by conducting interactive activities and lectures in several predetermined locations. Meanwhile, indirect socialization is usually carried out through print media and electronic media.

Based on the results of the researcher's interview with the Head of the Anjal and Gepeng Development Section of the Makassar City Social Office, Mr. Kamil Kamaruddin, SE said that since it is still a pandemic, the Makassar City Social Office will dominate socialization through social media or electronic media, there are also socialization activities that will be carried out based on cooperation planning between the Makassar city social office and the Makassar city Ministry of Information, namely socialization activities will be carried out through CCTV and toa located at every intersection of Makassar city road. The socialization carried out was in the form of appeals for prohibitions, reprimands and sanctions based on Makassar city bylaw no. 2 of 2008 concerning the construction of Anjal and Gepeng in force.

d) Campaign

Campaigning is one of the ways carried out in the process of implementing policies for fostering street children, vagrants, beggars and buskers. The purpose of the campaign is to invite and influence a person or group to participate in coaching and controlling street children, vagrants, beggars and buskers. The campaign is carried out by the Makassar City Social Office in collaboration with *stakeholders* who have concerns. The campaign is carried out through activities that involve certain community groups in the form of performances,

matches, competitions, orations, and the installation of signs about the prohibition of giving money. Based on the results of the researcher's interview with KASI for Anjal and sprawl development and several social workers of the Makassar city social office, they said that given the stipulation of the Community Activity Restriction policy due to the pandemic, interactive campaign activities, for now, are not carried out. But before the onset of the pandemic, these activities were routinely carried out by the provisions of the Makassar City Regional Regulation no. 2 of 2008 concerning the Development of Street Children, Vagrants, Beggars and Buskers.

Based on the results of the researchers' interviews with some of the informants above, it can be seen that the way of implementing the policy of fostering street children, vagrants, beggars and buskers is by the provisions, namely, carried out using data collection, monitoring, control and supervision, socialization and campaigns.

## **2) Information on compliance data from policy implementers, in this case, the Makassar City Social Office to establish government rules and regulations**

Based on Makassar Mayor Regulation No. 89 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of Social Services, the implementation of Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Homeless Street Children, Beggars and Buskers has been regulated in Article 13 paragraph (3) letter k. This is part of government rules and regulations for the Makassar City Social Office as the policy implementer.

Based on the results of the researcher's interview with the Head of the Anjal and Gepeng Development Section of the Makassar City Social Office, Mr. Kamil Kamaruddin, SE regarding compliance data from implementers related to established government rules and regulations, said:

"Yes, the implementation of the Anjal and Gepeng Development Regional Regulations is still carried out based on the provisions of the Regional Regulations themselves and this is carried out because of our functions and duties as the Anjal and Gepeng Development Section. For our official compliance data, it does not exist, but the point is that we still implement this bylaw every working day, sometimes outside working hours, but only limited to appeals, not fully implementing rules such as data collection and so on." (interview, October 12, 2021).

Following up on the results of an interview with the Head of the Anjal and Gepeng Development Section of the Makassar City Social Office, Mr. Kamil Kamaruddin, SE, based on the duties and functions of the Street Child Development Section, Vagrants, Beggars and Buskers in Makassar Mayor Regulation No. 89 of 2016 concerning the Position, Organizational Structure, Duties and Functions and Work Procedures of the Social Service Article 13 paragraph (3) letter k as the implementer of the Regional Regulation on Street Child Development, vagrants, beggars, and buskers, so the implementation of the policy is routinely carried out during working hours and also outside working hours. There are no field activities carried out in the implementation of the Anjal and Gepeng Development Bylaws due to several obstacles, including unfavorable weather and activities that are required to only focus on the office, but will and still be confirmed to superiors as reports as well as permits for non-implementation of activities.

The same narrative was conveyed by Mr. Adit as a Social Worker, saying:

"Well, when it comes to compliance since this is part of our duties and functions as a section of Anjal and sprawl development, of course, we do it by the contents of the local regulations and regularly. As you can see, patrolling, networking, data collection as well as coaching and guidance are carried out every working day. As for if social workers experience obstacles, one of which is the problem of absenteeism in implementation activities, it is always confirmed to the supervisor in advance as a form of absence permit report." (interview, October 18, 2021).

Based on the results of interviews with the two informants above, it can be seen that the level of compliance with the implementation of the policy of fostering street children, vagrants, beggars and buskers can be considered obedient. This is not only based on the results of interviews but also supported by the results of researchers' observations in implementing policies for the development of street children, vagrants, beggars and buskers.

### **c. Authority**

Based on Makassar Mayor Regulation No. 89 of 2016 concerning the Position, Organizational Structure, Duties Functions and Work Procedures of Social Services in Chapter III Part Four Article 13 Paragraph (1) said the Social Rehabilitation Sector has the task of carrying out social rehabilitation of people with disabilities, rehabilitation of social disabilities and fostering street children, vagrants, beggars and buskers, victims of violence and migrant workers. To carry out the task of fostering street children, vagrants, beggars and buskers, the social rehabilitation division of the Makassar City Social Office is given the task and authority to implement Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Vagrants, Beggars and Buskers.

Based on the results of an interview with the Head of the Social Rehabilitation Division, Mr. Haidar Hamzah, S.STP about the authority of the Makassar City Social Office in implementing the Regional Regulation on Anjal and Gepeng Development said:

"Yes, for authority, so far we have run based on applicable rules. In the sense that our authority is determined by superiors based on established rules." (interview, October 9, 2021)

Following up on the results of the interview above, it can be seen that there are several authorities of the Section for the Development of Street Children, Vagrants, Beggars and Buskers of the Makassar City Social Office Based on Makassar City Regional Regulation No. 2 of 2008, namely: (1) Collecting data on Anjal and sprawl, (2) Monitoring, controlling and supervising the presence and activities of Anjal and Gepeng, (3) Conducting socialization and campaigns related to Anjal and Gepeng, (4) Protect Anjal and Gepeng as well as groups on behalf of social institutions, and (5) Provide sanctions against those who violate the prohibition by the provisions of Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Vagrants, Beggars and Buskers.

Based on the results of the researcher's interview with the Head of the Anjal and Gepeng Development Section of the Makassar City Social Office, Mr Kamil Kamaruddin, SE about the authority, said:

"For abuse of authority so far Inshallah has not occurred and there have been no reports. However, it goes back to the recognition of Anjal and Sprawl as targets of the coaching policy. Perhaps because there is still a lack of information about the Anjal and sprawl development policy, in patrol activities to reach Anjal and Gepeng for further data and guidance, most of them think it will be arrested and imprisoned like the cases handled by the police. So because we think like that, every time we patrol they always try to run or hide." (interview, October 13, 2021)

Based on the results of the researcher's interview with Rafi and Yahya as anjal as well as beggars and vagrants, both said the same thing that they did not know the truth of the officers who made the arrests. This ignorance led to new thoughts that the person who made the arrest was the PP police officer who was caught and would be handed over to the police for detention for a long time.

Based on the results of the researcher's interview with the informant above, it can be seen that the authority of the Makassar City Social Office in implementing the policy of fostering street children, vagrants, beggars and buskers is still by the provisions in Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Vagrants, Beggars and Buskers and of course also based on Makassar Mayor Regulation No. 89 of 2016 concerning Position, Organizational Structure, Duties and Functions as well as Work Procedures of Social

Services and the Constitution of the Republic of Indonesia as a basic reference. As for misunderstandings about the authority of the Social Service, this is due to ignorance from some informants from the Anjal and Gepeng parties regarding information about the authority of the Makassar City Social Office, especially about the authority of the social service in implementing the Makassar City Regional Regulation on Anjal and Gepeng Development.

#### **d. Facilities**

Physical facilities are an important factor in policy implementation. The implementor may have sufficient, capable and competent staff, but without supporting facilities (facilities and infrastructure) the implementation of the policy will not be successful. Facilities are everything that can or can be used as equipment/tools to achieve a predetermined goal or purpose. Prasana is a device that is used as the main support to achieve a goal that has been set together. (Yuwono:2008).

Based on the results of the researcher's interview with informants, the Head of the Anjal and Gepeng Development Section of the Makassar City Social Office, Mr. Kamil Kamaruddin, SE, said:

"Yes, surely you know, the implementation of a bylaw in addition to requiring adequate staff, facilities must also be by the needs of local regulation implementation, but so far the facilities in the Anjal and Gepeng Development Section are still very lacking, one of the shortcomings of facilities that have an impact on the implementation of the bylaw is a social rehabilitation place. So far, the Makassar City Social Office has used social institutions owned by the South Sulawesi Provincial Government in carrying out social rehabilitation activities." (interview, October 13, 2021).

As for the results of the researcher's interview with Mr. Alih a Social Worker of the Makassar City Social Office regarding the facilities, said:

"From the completeness of the facilities that I feel are still lacking, because when you want to process data or input data in the office, the operating computer is only 2 units, some of which use personal laptops of social workers, so if social workers do not bring laptops, well sometimes the data that wants to be processed or those who want to be inputted experience delays. Especially with the staff shortages we are experiencing". (interview, October 6, 2021).

Following up on the interview results of the two informants above and based on the observations of researchers, there are several concrete examples of the lack of facilities for the Anjal and gepeng development section as implementers of the street children's development policy, vagrants, beggars and buskers, namely the lack of computer units in inputting data, especially Anjal and sprawl data, patrol cars that only number 1 (one) unit so it is difficult to patrol simultaneously in different locations and not There is a social rehabilitation house, only a temporary stopover place for Anjal and gepeng related to Penjaringan.

Based on the results of the researchers' interviews with some of the informants above, it can be seen that the completeness of facilities owned by the Makassar city social office in implementing the policy of fostering street children, vagrants, beggars and buskers has not been adequate or effective. this is also due to the lack of budget for the development of street children, vagrants, beggars and buskers.

Following up on the lack of budget for the development of street children, vagrants, beggars and buskers which caused the implementation of the policy to experience obstacles, especially in terms of staff and facilities, the researcher interviewed the Head of the Anjal and Gepeng Development Section of the Makassar City Social Office, Mr Kamil Kamaruddin, SE, he said:

"Until now, the Social Service has a source of funds from the APBD. However, since there are still many shortcomings in facilities and infrastructure such as staff, patrol car units, computer units, halfway houses and social rehabilitation houses, these funds are not enough to finance the implementation of Anjal and sprawl development activities." (interview October 11, 2021).

Based on the results of interviews conducted by researchers with Mr Kamil Kamaruddin, it can be seen that the budget of the Social Service for fostering street children, vagrants, beggars and buskers is still experiencing shortages. This is also reinforced by the statement of Ibu Hasnah, a Social Worker, saying:

"There is still a lack of funding allocation for the development of Anjal and sprawl from the APBD, let alone the work of the patrol team working every day, the need for the budget is even greater, for example in one patrol day for one year, we need gasoline costs, consumption and usually also the cost of needs not paid in the field, not to mention staff salaries. But considering the Makassar City PAD is not only for Social Services but many other agencies and agencies as well. So in the use of the budget, we remain cautious and maximize what has been given at this time". (interview October 11, 2021).

Based on the results of the interview with Mrs Hasnah above, it can be seen that the Makassar City Social Office is still experiencing budget shortfalls in the implementation of Anjal and sprawl development, this is because in addition to PAD considerations that are not only for the Social Service, also the existing budget is only sufficient every day for patrol activities and monthly salaries of social workers in one year as well as several other unexpected needs funds.

**Table 3.**

Fund for the Development of Street Children, Vagrants, Beggars and Buskers in 2019-2021

Year	Coaching Fund
2019	288.000.000
2020	219.000.000
2021	190.000.000

Based on the results of interviews with the two informants above, it can be seen that the funds for the development of street children, vagrants, beggars, and buskers are not enough. This is because the advice and infrastructure in the implementation of coaching have not been met or are not as needed. In addition, the existence of funds derived from the APBD for the construction of Anjal and sprawl only meets the patrol budget carried out every day in one year and meets the salary of workers for each month in one year.

## Disposition

The disposition or attitude of implementers is an important factor in the approach regarding implementation. This disposition is the will, desire, and tendency of the implementers to carry it out seriously so that the goal can be realized. This disposition will emerge among the implementers so that it is not only the organization that benefits but also the implementers' attitudes. Knowledge, deepening, and understanding will give rise to attitudes of acceptance, indifference, and rejection of policies. Attitudes of acceptance, indifference, and rejection will give rise to dispositions in policy implementers and high dispositions influence the level of success in implementing the policy. If the implementation is to be effective, then implementers must not only have the ability to implement it but the quality of a policy is influenced by the quality or characteristics of the implementing actors. The success of a policy can be seen from the disposition (characteristics of the implementing agent). The disposition that will be reviewed is the appointment of employees/officials and incentives.

### a. Appointment of officials/employees

Based on Makassar Mayor Regulation no. 89 of 2016 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of the Social Service in Chapter II Part One Article 2 paragraph (1). In carrying out its duties and functions, the Makassar City Social Service has formed an organizational structure in the form of a social rehabilitation sector which is tasked with carrying out social rehabilitation for people with disabilities, rehabilitation of the socially disabled, and coaching street children, homeless people, beggars and buskers, victims of violence by migrant workers. The social rehabilitation sector also has several sections as



technical implementation units, namely, the rehabilitation section for the disabled, the rehabilitation section for the socially disabled, and the section for developing street children, homeless people, beggars, and buskers.

Apart from the final assessment and decision, the Mayor is also the official who appoints employees who have been determined to fill vacancies. This is determined in the Government Regulation of the Republic of Indonesia Number 9 of 2003 concerning the Authority to Appoint, Transfer, and Dismiss Civil Servants Article 8 Paragraph (1).

Based on the results of an interview with the Head of the Social Rehabilitation Division, Mr Haidar Hamzah, S.STP, in responding to the implementation of the Regional Regulation on Development of Anjal and Gepeng, said:

"Yes, talking about the implementation of regional regulations on anjal and sprawl, of course, this is part of the mandate given by superiors and must be implemented. Considering the never-ending cases of crushing and sprawl, there are several things that we continue to improve in implementing this policy, namely patrol activities, appeals, and collaboration with several government agencies such as sub-districts and sub-districts. "There is also based on the results of yesterday's performance evaluation meeting on the implementation of the regional regulations, cooperation planning will be carried out with the Makassar City Communications and Information Service in providing advice and information regarding the regional regulation on the development of Anjal and sprawl." (interview, October 9, 2021)

Following up on the results of the interview with Mr Hamza Haidar as Head of the Social Rehabilitation Division, patrol and appeal activities will continue to be carried out by the Makassar City Social Service both every working day and outside of working days and in collaboration with related agencies (Satpol PP and POLRI). Several collaborations, as stated by the head of the social rehabilitation sector, with several government agencies, namely sub-districts and sub-districts, continue to be improved so that the implementation of regional regulations on the development of anjal and sprawl is more focused. This was done based on considerations from superiors because sub-district and sub-district authorities were closer to the community and had easy access both in terms of collecting data and making direct observations at residences or families who were classified as street children, homeless people, beggars, and buskers. Apart from that, there is also planning for cooperation with the Communications and Information Service in terms of delivering appeals. This was done with the consideration that the Ministry of Communication and Information has CCTV cameras in several red light sections in the city of Makakassar which coincide with places often used by rampages and flats for activities.

Based on the results of an interview with Mr. Kamil Kamaruddin head of the foster and sprawl development section in addressing development policies for street children, homeless people, beggars, and buskers, he said:

"Yes, since the implementation of the firm and sprawl development policy is our main task and function in the firm and flat development section, so speaking of our attitude or response in carrying out our duties, we must of course be more understanding and more active in implementation. Apart from implementing the rolling and flattening policy, there are several initiatives that we have carried out as a form of responsiveness and support in resolving the rough and flattening problem, namely forming the Saribattang Rapid Reaction Team (TRC) (sweat and flattening patrol team) and making an appeal for local regulations on boosting and sprawling. spread through social media channels." (interview, 13 October 2021).

Following up on the results of an interview with Mr. Kamil Kamaruddin head of the section for the development of street children, homeless people, beggars, and buskers, there were several actions taken as a form of understanding and support for the policy for developing street children, homeless people, beggars and buskers, namely forming a Rapid Response Team (TRC) Saribattang in network patrol activities. This is done so that apart from being an identity for the

existence of the Social Service in patrols handling bumps and bumps, it also makes it easier for the public to know that the existence of the team is an agency that has authority and is formal. Apart from that, several things have just been done as a form of the initiative of the Makassar City Social Service, namely, making appeals and providing information regarding the policy of fostering growth and development through social media. This is done based on the consideration of the increasing number of gadget users, making it easier and faster to disseminate this information for many people to know.

Based on the results of interviews with the informants above, it can be seen that the appointment of officials/employees is carried out through elections and based on existing provisions. After knowing the appointment system, it can also be seen that the attitude of policy implementers, in this case, the head of the social rehabilitation sector and the head of the development section for street children, homeless people, beggars, and buskers, understands and supports the formation of policies for the development of street children, beggars and buskers through increased cooperation with several agencies and forming the Saribattang Rapid Response Team (TRC) for patrol activities and expanding the dissemination of information by utilizing social media.

#### **b. Incentive**

Edward III's view (in Agustinus, 2006: 159-160) regarding the second dispositional factor that must be considered in policy implementation is incentives. Incentives are one of the techniques suggested to overcome the problem of attitudes of policy implementers by manipulating incentives. People move based on their interests, so manipulating incentives by policymakers influences the actions of policy implementers. Increasing certain profits or costs might be a motivating factor that makes the executors carry out orders well. This is done to fulfil personal or organizational interests.

Based on the results of an interview with the Head of the Anjal and Gepeng Development Section of the Makassar City Social Service, Mr Kamil Kamaruddin, SE regarding incentives, said: "The incentives given are usually in the form of work accident coverage costs. This was held because of consideration and anticipation of several cases that had occurred to social workers when carrying out their first patrol activities regarding local regulations on the development of Anjal and sprawl. "This case involved physical contact between the dog and the patrol team, which resulted in injury and required medical treatment." (interview, 13 October 2021).

Following up on the results of an interview with Mr Kamil Kamaruddin as head of the section for the development of street children, homeless people, beggars, and buskers, the incentives given in implementing policies for the development of street children, homeless people, beggars, and buskers, are in the form of costs for covering work safety during patrol activities. These costs are not directly given to each employee. But given when needed. Apart from that, the Makassar City government has also procured a special ambulance unit for the Makassar City social services as a form of support for ensuring work safety.

Based on the results of an interview with Mr. Adit as a social worker regarding incentives, he said:

"There are no incentives which are usually in the form of cash given to each worker, only consumption costs during field activities are available but directly in the form of food."

Following up on the results of an interview with Mr. Adit as a Social Worker, policy implementers for the Development of Street Children, homeless people, beggars, and buskers are still given incentives, but not in the form of cash, but the incentives are given in the form of additional costs in the form of consumption when policy implementation activities are carried out.

Based on the results of interviews with the two informants above, it can be seen that implementers of the policy for fostering homeless street children, beggars, and buskers have incentives in the form of safety guarantees and consumption costs. This is done as a form of support to improve the performance of policy implementers.

## Bureaucracy

In Edward III's view (1980) the bureaucracy as implementer must be able to support policies that have been decided politically by coordinating well. There are two main characteristics of bureaucracy, namely: Standard Operational Procedure (SOP) and fragmentation. Standard operational procedures are a development of internal demands for certainty of time, and resources and the need for uniformity in complex and extensive work organizations. Meanwhile, fragmentation is the distribution of responsibility for a policy to several different bodies, requiring coordination. In general, the greater the coordination required to implement a policy, the less likely the success of the implemented policy.

### a. Standard Operating Procedures (SOP)

The first aspect of the bureaucratic structure is standard implementation procedures or standard operating procedures (SOP) which are included in policy/program guidelines. A good SOP includes a framework that is clear, systematic, not complicated, and easy for anyone to understand because it will be a reference in the work of policy implementers/executors. To find out more about the policies that are the legal basis for implementing SOPs and what must comply with SOPs.

Based on the results of the interview with the Head of Social Rehabilitation, Mr Haidar Hamzah, S.STP regarding the SOP, said:

"Well, the legal basis for implementing the lump and flat development policy remains Makassar City Regional Regulation No. 2 of 2008. What must be following the SOP is the policy target and data collection mechanism to then obtain a guidance decision."

Following up on the results of an interview with Mr. Haidar Hamza as head of the social rehabilitation sector, the standard operating procedure (SOP) for implementing policies for developing street children, homeless people, beggars, and buskers has been stipulated in Makassar City Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars, and Buskers. This regulation has a standard operating procedure (SOP) in the form of:

#### 1) Coaching Targets

It is stated in article 4 of Makassar City Regional Regulation no. 2 of 2008, the policy targets the development of street children, homeless people, beggars, and buskers including, among others:

- a) Children who are in public places behave as beggars, scavengers, and hawkers who can disrupt public order, security, and smooth traffic including children who carry out activities on behalf of social organizations, foundations, non-governmental organizations (NGOs), and orphanages.
- b) Buskers who carry out activities on the street behave as beggars which can endanger themselves or others, the safety and comfort of traffic.
- c) Homeless people, beggars including ex-lepers, psychotic homeless people, and disabled people who beg in public places.
- d) Road users who give money and/or goods in public places for reasons of charity and out of compassion for street children, homeless people, beggars, and buskers.

#### 2) Data collection mechanism

It is stated in Article 7 paragraph (2), the data collection mechanism carried out by policy implementers is by asking for identity in the form of (a) Name, (b) Address, (c) Family register, (d) Living conditions, (e) Background of socio-economic life, (f) Regional origin, (g) Employment, (h) Family status, and (i) Main problems faced.

Based on the results of an interview with Mrs. Nasrah as a beggar regarding the SOP, she said:

"Yes, when I and the others were found, we were usually immediately taken to the city hall to ask questions, usually regarding our identity, family and the reason why we went out begging after that we waited for the decision from those who carried out the data collection." (interview, 5 October 2021).

Based on the results of the interviews with the two informants above, it can be seen that in implementing the policy for coaching children, street people, homeless people, beggars and buskers, there is a standard operating procedure (SOP) in the form of coaching targets and a data collection mechanism that has been determined in Regional Regulation No. 2 of 2008.

#### **b. Fragmentation**

The second characteristic of the bureaucratic structure that influences policy implementation is fragmentation. Edward III (Winarno, 2012) explains that "fragmentation is the distribution of responsibility for a policy to several different bodies so that it requires coordination". This opinion assumes that in general, the greater the coordination required to implement a policy, the less likely the program will be successful. Fragmentation results in narrow views from many bureaucratic institutions. This will have major consequences that are detrimental to the success of policy implementation. The following are the obstacles that occur in bureaucratic fragmentation related to the implementation of public policy (Winarno, 2012) "First, there is no strong authority in implementing policies because certain functions are divided into different institutions or bodies. In addition, each body has limited jurisdiction over a field, so the important tasks may be neglected in various piling-up bureaucratic agendas. Second, a narrow view of agencies/institutions may also hinder change. If an agency has little flexibility in its missions, it will try to maintain its essence and will most likely oppose new policies that require change."

In implementing the policy for developing street children, homeless people, beggars, and buskers, there is certainly fragmentation. This fragmentation can be seen in Makassar City Regional Regulation No. 2 of 2008 article 13 paragraph (1) which states that this regional regulation is carried out by an integrated team consisting of the Social Service, Satpol PP elements, and possibly POLRI elements.

Based on the results of an interview with the Head of the Anjal and Gepeng Development Section of the Makassar City Social Service, Mr Kamil Kamaruddin, SE regarding fragmentation said:

"We are not the only ones from the Makassar City social service implementing the bump and roll policy, according to the regulations there are also Satpol PP and POLRI as the relevant agencies that implement it. Yes, even though we have several agencies that carry it out, I think that is good because we also need security and order in implementing regional regulations, this is to avoid unwanted incidents. And I think that's also good because since we have a lot of shortages, both in terms of staff and facilities, cooperation can help."

Following up on the results of an interview with Mr Kamil Kamaruddin as the underdog and sprawl development section, the Makassar City Social Service is the authority in implementing policies for coaching street children, homeless people, beggars, and buskers. This is contained in Makassar Mayor Regulation Number 89 of 2016 concerning Position, Organizational Structure, Duties and Functions, and Work Procedures of the Social Service Article 13 paragraph (3) letter k. However, in implementing the development policy, the social service is accompanied by elements of the Satpol PP and POLRI by article 13 paragraph (1) which states that this regional regulation is carried out by an integrated team consisting of the Social Service, elements of the Satpol PP and possibly with elements of the POLRI. In implementing the policy of fostering street children, homeless people, beggars, and buskers, elements of the Satpol PP and POLRI remain by their duties and functions as security, public order, and protection.

Based on the results of an interview with Mr. Rifan a member of the Satpol PP handling lumps and flats, he said:

"In carrying out the policy of fostering growth and development, we work with the social services because that is a provision. However, we remain by our duties and functions as security and protection providers. "For POLRI, they back up us because they have the same duties and functions but dominate in terms of security and public order so that implementation is always side by side." (interview, October 9, 2021)

Following up on the results of an interview with Mr Rifan as a member of the Satpol PP for handling rough and tumble, the Satpol PP in implementing and enforcing policies for fostering street children, homeless people, beggars, and buskers remains in line with its duties and functions as security and public order. Concretely, Satpol PP has two roles, namely a preventive role carried out using socialization and counseling and a repressive role carried out using raids and coordinating with the police and social services in eradicating syndicates of street children, homeless people, beggars, and buskers in the Makassar city area. Satpol PP carries out raids at any time if begging and vagrancy are suspected to occur in a certain place. Satpol PP also patrols and monitors the presence of beggars and homeless people together with the police and the Makassar City Social Service.

Based on the results of interviews with the two informants above, it can be seen that in implementing the policy for fostering street children, homeless people, beggars and buskers, there is fragmentation in policy implementation. This can also be seen based on the provisions of Regional Regulation No. 2 of 2008 article 13 paragraph (1) which states that this regional regulation is carried out by an integrated team consisting of the Social Service, elements of Satpol PP and can also be supported by elements of POLRI through observations of the implementation of the anjal development policy. and sprawl that the three agencies always coordinate with each other and remain focused. The consequences that occur, such as the fact that there are still many street children, homeless people, beggars and buskers in the city of Makassar, are not due to the fragmentation of policy implementation experienced but because of several obstacles or obstacles experienced by implementers, especially the Makassar City Social Service as explained in the previous indicator point and The factor of economic deprivation experienced by homeless people and the ineffective implementation of strict sanctions that can have a deterrent effect on homeless people based on Regional Regulation No. 2 of 2008.

### **Factors inhibiting the implementation of policies for fostering street children, homeless people, beggars and buskers in Makassar City**

Based on the research results, the obstacles or obstacles faced by the Makassar City Social Service in implementing policies for fostering street children, homeless people, beggars and buskers are budget limitations in completing work facilities such as work computer units, patrol car units which have been assisted by patrol cars from Satpol PP and POLRI and halfway houses/social institutions have only used the property of the South Sulawesi Provincial Government. Apart from that, the number of social workers developing street children, homeless people, beggars, and buskers at the Social Service is very low. So, there is great hope from the social services that coordination with related agencies will continue to be carried out well. Seeing these obstacles, it can be seen that the Makassar City Social Service has not been able to implement the policy for developing street children and the homeless. Beggars and Buskers effectively and efficiently or optimally. There are several obstacles or constraints in implementing the policy for fostering street children, homeless people, beggars, and buskers carried out by the Makassar City Social Service by the provisions of Makassar City Regional Regulation No. 2 of 2008, namely as follows:

1. Lack of main facilities and infrastructure, namely social rehabilitation homes and patrol cars for netting and transportation for netted street children, homeless people, beggars and buskers.
2. Lack of budget for development and empowerment programs for street children, homeless people, beggars and buskers. So the social rehabilitation program has not been implemented optimally.
3. Lack of awareness of street children, homeless people, beggars buskers and the community. The causes of begging are weak educational and economic factors as well as the influence of the family's internal sphere which does not provide firm advice to its family members, resulting in deviations from street children, homeless people, beggars and buskers. Socialization and

other directions given during control and guidance, whether in the form of giving advice, or mental or spiritual guidance, make it very difficult to change their perceptions and actions because they think that begging on the street is easier to get money without too much effort. This can be seen when after coaching for 3-7 days they still return to the streets to carry out begging activities. Meanwhile, the lack of public awareness means that people often give things to those who beg on the streets, either in the form of money or other things, as if they are social-minded, even though this incident can cause the growth of beggars on the streets. No one gives, no one receives.

## CONCLUSION

### Communication

The implementation of the policy for the development of street children, homeless people, beggars, and buskers carried out by the Makassar City Social Service in terms of communication, can be said to be based on Regional Regulation No. 2 of 2008 concerning the Development of Street Children, Homeless People, Beggars and Buskers, the obstacles that occur are the result of certain situations and conditions that do not allow implementation to be carried out effectively.

### Resources

The implementation of the policy for fostering street children, homeless people, beggars and buskers in the Makassar City Social Service in terms of resources can be said to be quite good because it is by applicable provisions, in this case, Makassar Mayor Regulation No. 89 of 2016 and Makassar City Regional Regulation No. 8 of 2008. However, staff resources and facilities are not effective enough because they are not by implementation needs.

### Disposition (attitude)

The implementation of the policy for fostering street children, homeless people, beggars and buskers at the Makassar City Social Service in terms of disposition is considered good because it is by applicable rules and regulations.

### Bureaucracy

The implementation of the policy for fostering street children, homeless people, beggars and buskers in the Makassar City Social Service, from a bureaucratic perspective, is good because it is by applicable regulations and coordination between relevant agencies carried out by the Makassar City Social Service is not an obstacle as explained in Edward's theory. III regarding Fragmentation, that the greater the coordination in policy implementation, the smaller the level of success achieved. However, the fragmentation that occurs in the implementation of regional regulations on anjal and sprawl development is a good thing because they help each other so that mobility in the implementation of policy implementation can be more effective.

Overall, in the implementation of the Policy for the Development of Street Children, Homeless People, Beggars and Buskers, the Makassar City Social Service as the implementer has attempted to carry out development activities for street children, homeless people, beggars and buskers in the form of preventive guidance, further guidance and social rehabilitation efforts by the directions coaching as stated in Makassar City Regional Regulation No. 2 of 2008. However, in its implementation, it has not been able to reach the point of success as expected due to the obstacles/constraints experienced.

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