

# Beggars, Homeless, and Displaced People: Psycho-Social Phenomena and the Implementation of Local Government Policy

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**Abstract**—This study discusses the implementation of a policy that is claimed as one of local government roles dealing with issues of specific community in a small area in Indonesia. As one of problems related to social issues that affect the disruption of public order. PGOT; a psycho social phenomena with respect for addressing Beggars, Homelessness, Displaced People and Street Psychotics merits further investigation. However, there is no official statistics showing the numbers of homeless in the city are aware of their existence. Needless to mention, the reasons why they end up sleeping on the streets. Research method used in this study is descriptive analysis using a qualitative approach through direct observation, literature study and in-depth interviews with official employees or authorized institutions. The results show that the implementation of the policy towards PGOT is less optimal. Department of community police (Satpol PP) less provides ideal shelter or other related facilities. In addition, this is because of less support of financial and local budgeting from the government in terms of life skills coaching. The implementation of the local government policy also meets internal and external obstacles. In short, internal barriers comprise less of the human resources and budget, while external barrier involves level of community participation as the object of handling and most importantly, the role of family members. It is expected that the results in this study can be as a reference in determining the direction and implementation of a policy.

**Keywords:** *policy implementation, Beggars, Homeless, Displaced People*

## I. INTRODUCTION

As developing country, Indonesia has met some issues regarding unemployment, low standard of living and productivity, poverty, and low level of economy for years. In addition, some problems that owned by the community such as the problem of poverty, crime, younger generation and population are concerns that also common in developing countries [1]. Instead of those with high quality standard of living, in fact, some people in Indonesia try to fulfill their needs by various means, such as begging in public; vagrancy; and so forth. The view is commonly found in many places in

Indonesia. These have been evoked by some aspects of poverty such as inadequate education and nutrition, and medical care as well as homelessness is also visible. The rise of the existence of homeless people and beggars in Indonesia characterizes the high level of poverty.

Insightful findings investigating similar issues conducted in Tanzania. The study conducted by Amman [2]; Ogunkan and Fawole [3]; Namwata et al. [4] shown that the phenomenon of street begging, homelessness, street children and other psychosocial phenomena is a result of a number of factors, such as poverty (real or imagined), religion, physical disability, culture, national disaster, civil war, bad habits (drug, alcohol, and gambling dependencies), family heritage, uncontrolled rural-urban migration, and psychiatric disabilities and disorders.

One impact of the existence of poverty in Indonesia is the existence of PGOT. This stands for Pengemis (Beggars), Gelandangan (Homeless) and Orang Terlantar (Displaced People). They live everywhere they like on the street. In other word, they do not have permanent housing and work. The problem of the existence of the PGOT is a social phenomenon that cannot be avoided in social life in Indonesia. To get further look on this current subject of PGOT, the following definitions are based on some previous studies.

In general, a beggar (Pengemis) is someone who earns income by begging in a public place, expecting mercy from others (Social Service of Central Java). Kennedy and Fitzpatrick [5] defined begging in short and simplest words that “begging is asking passers for money in a public place”. A study conducted by [6] in India revealed that the occurrence of beggars on the street of urban areas is to be able to make more money. Meanwhile the term homeless (Gelandangan) comes means to roam or have never had a clear residence. In addition, they live on the streets and move between temporary shelters, including houses of friends, family and emergency accommodation [1]. Meanwhile, Nora et al. [7] defines displaced people (Orang Terlantar) as someone who are not

able to meet basic needs properly due to certain reasons. In short, displaced people also mean beggars and vagrants or psychosocial.

Deviant behaviors such as theft, thuggery (violent and criminal behavior), and vandalism are listed as some of the devices associated with the above psychosocial as stated by Adedibu and Jelili [8]; Tambawal [9]; and Adedibu [10].

A total of 135,983 Indonesians is considered as PGOT. Based on data from the Ministry of Social Affairs Pusdatin in 2012 with 11,500 or 12% are in West Java. One of factors is because the development in Indonesia has been focusing more on aspects of regional growth in big cities. In addition, there has been inequality of regional development policy that met also social inequality and economic needs of the community. Accordingly, West Java Regional Government, especially local authorities in Cirebon outlined a form of regional policy to deal with the problems carried out by the Government Service or agency. The implementation of is carried out by the Social Service for Women Empowerment and Child Protection in collaboration with various related agencies such as Cirebon Community Police.

Most studies in some countries focus one of social problems, that is begging. Begging consists of an action and/or actions, which are events we can describe as intentional [11]. A study conducted by Maganga [12] stated that a city in Tanzania evacuated beggars and homeless people from every corner of the city, whereby in only three days, about 120 beggars were shipped either back to their homes or to rehabilitation centers in the city. As a result, the absence of other means for obtaining a sustainable livelihood and absolute poverty drives people into begging, either temporarily or permanently [13]. In other words, the government applied programs and provided some facilities in handling the phenomena of beggars and homeless people in the city.

Therefore, to fill this information gap, the author conducted a study to find out the implementation of the regional policy particularly the one that has been issued by the local government and related agencies, and the constraints related with handling PGOT (Beggars, Homeless and Displaced people) in the city of Cirebon.

## II. METHODOLOGY

The research adapted a qualitative approach using descriptive analysis to interpret the data. This work applied purposive random sampling to get further look on the subject of the research. The current study chose direct observation and literature study to be analyzed with five PGOTs involved to be the subject through cluster random technique. Five PGOTs were involved with interview sessions to get further look on their social background causing the problem. It carried out in depth interviews with key informant (Head of Social Rehabilitation Agency and Social Empowerment of Women and Child Protection) and some supporting informants (authorized officials) from government service and community police or other related agencies in local government. The questions were dedicated to specific content by means to investigate the implementation of the policies and find out constraints in handling the PGOTs in the city of Cirebon.

## III. RESULTS AND DISCUSSION

Based on the interview to some authorized officials from the government service and community police, the following is table that shows factors influencing the effectiveness of policy implementation and problems or constraints encountered the implementation towards handling PGOT in Cirebon.

TABLE I. FACTORS INFLUENCING POLICY IMPLEMENTATION

Factors	Results
Communication	Going well
Resources	Inadequate financial support and human resource
Disposition	Correspond to the standard procedure
Bureaucratic Structure	In accordance with the standard procedure

### A. Communication

Results on the table shows that communication handling PGOT carried out by the Social Service for Women Empowerment, Child Protection and related agencies have been going well. However, less integrated or still in P-P communication unlike two-way communication. As a result, the information gained was in the level of verification then put in some file holders without any further steps to improve.

### B. Resources

The implementation of the government programs and policies must be supported by adequate resources, both in terms of human resources and financial resources. Both have important and interrelated roles with each other. Here, findings of the interview in the table show inadequate resources especially financial support. This hindered the goal of the program.

### C. Disposition

Results of the study on disposition show that it has been carried out well based on the existing human resource and facilities.

### D. Bureaucratic Structure

Interview conducted with the government agencies stated that the task carried out in managing the subject or PGOTs in the city of Cirebon have been in accordance with standard procedures preceded by a letter of duty or warrant from the head of the community police. The next was selection pace towards the PGOTs. It was intended to sort and classify the subjects based on place of origin, age, sex and family background as data in the database. The data then further continued to share with the Social Service to see whether the one in the database should be returned directly to his family or demands medical treatment and life skills coaching.

### E. Problems Encountered Policy Implementation towards Handling PGOT in Cirebon

The result of interview with the key informant turned out that some constraints encountered the implementation of the policy in handling PGOTs in the city were mostly dealt with the limitation of the following facilities:

1) *Social rehabilitation center*: The problem is commonly faced by some area in West and Central Java, that there is unequal numbers of rehabilitation center to place the PGOTs. The facility is meant to provide some life skills coaching before they return back home.

2) *Shelter for homeless*: 70% of the PGOTs are coming from different places in three regions in Cirebon. Thus, shelter is one of facilities for them to stay especially for the homeless.

3) *Orphanage*: Limited orphanage in Cirebon cannot support the PGOTs to have better stay, food, clothes and caring. Most of the PGOTs are children that require some more attentions on health.

4) *Operational budget*: Inadequate budget provided by the government is less support in handling the program especially life skills coaching.

5) *Human resource*: Based on the information from one of the respondents, another problem encountered during the implementation in taking care of the subject in the city was inadequate human resource. There were more than 8.200 PGOTs in the city under the guidance of 10 officers from Social Services and Community Police. This is considered inadequate number of the party taking part during the activity. Ideally, to meet effective goals, 20 of the officers were required.

#### IV. CONCLUSION

Based on results of the study, it can be summarized that the implementation of policy in managing Beggars, Homeless and Displaced People (PGOT) in Cirebon is less effective. The study revealed that handling the PGOTs in the city requires lots of support from the local government such as human resources, financial budget and facilities. The study is hoped to help the authorities to have further look on how PGOTs from different background could get better services and care engagement as stated in the amendment 1945, that the poor and displaced people are maintained by the state.

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