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IMPLEMENTASI KEBIJAKAN LARANGAN MEMBERI UANG ATAU BARANG KEPADA PENGEMIS DI KOTA PONTIANAK

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Abstrak

Penelitian ini bertujuan untuk menganalisis implementasi Peraturan Daerah Kota Pontianak Nomor 19 Tahun 2021 tentang Penyelenggaraan Ketentraman, Ketertiban Umum, dan Perlindungan Masyarakat, khususnya Pasal 42 mengenai penertiban pengemis yang dilaksanakan oleh Satuan Polisi Pamong Praja (Satpol PP). Selain itu, penelitian ini juga bertujuan untuk mengidentifikasi berbagai kendala yang dihadapi dalam penerapan kebijakan serta upaya yang dilakukan untuk mengatasinya. Adapun metode penelitian yang digunakan adalah metode kualitatif dengan teknik pengumpulan data melalui observasi, wawancara, dan dokumentasi. Analisis data dalam penelitian ini menggunakan teori implementasi kebijakan yang dikemukakan oleh George C. Edward III yang meliputi empat indikator, yaitu komunikasi, sumber daya, disposisi, dan struktur birokrasi. Hasil penelitian menunjukkan bahwa implementasi Peraturan Daerah Kota Pontianak Nomor 19 Tahun 2021 Pasal 42 secara umum telah dilaksanakan sesuai dengan indikator teori implementasi kebijakan. Namun, implementasi tersebut belum berjalan secara optimal dikarenakan masih ditemukannya keterbatasan sumber daya manusia, koordinasi, serta kondisi pengemis yang kembali melakukan aktivitas setelah dilakukan penertiban dan pembinaan. Oleh karena itu, keberhasilan implementasi kebijakan memerlukan dukungan sumber daya yang memadai, koordinasi yang baik, serta partisipasi aktif masyarakat.

IMPLEMENTATION OF PROHIBITING POLICY IN GIVING MONEY OR GOODS TO BEGGARS IN PONTIANAK CITY

Abstract (Bahasa Inggris)

The purpose of this study is to analyze the implementation of Pontianak City Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection—specifically Article 42 regarding the regulation of beggar activities—as carried out by the Pontianak City Public Order Agency. Furthermore, the study seeks to identify the obstacles encountered during policy implementation and the efforts made to overcome them. A qualitative research method was

employed, utilizing data collection techniques such as observation, interviews, and documentation. The analysis applies George C. Edward III's policy implementation theory, encompassing the dimensions of communication, resources, disposition, and bureaucratic structure. The findings indicate that, while the implementation of Article 42 of Pontianak City Regional Regulation Number 19 of 2021 has generally proceeded in accordance with policy implementation indicators. However, the execution remains suboptimal due to limitations in human resources and coordination, as well as instances of beggars resuming their activities following enforcement and rehabilitation efforts. Therefore, successful policy implementation requires adequate resource support, effective coordination, and active community participation.

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INTRODUCTION

Poverty and social welfare issues remain among the government's primary development challenges in Indonesia. Poverty not only results in low levels of public welfare but also gives rise to various social problems, one of which is the practice of begging in public spaces. Beggars are vulnerable individuals unable to compete in the formal sector due to factors such as low levels of education, economic hardship, and poor health (Monica et al., 2024). Their characteristics typically include low economic and educational status, unemployment, a lack of financial capital, a tendency toward idleness, and an unstructured lifestyle (Siregar & Habibie, 2024). The presence of beggars at intersections, in commercial districts, shopping centers, places of worship, and other public facilities is a phenomenon frequently encountered across various regions, including Pontianak City. This phenomenon is driven not only by economic constraints but also by social and cultural factors, low education levels, a lack of job skills, and the perception that begging offers a relatively easy source of income compared to working in the formal or informal sectors, also contributes to the phenomenon.

The presence of beggars in public spaces is a matter of concern for the government, particularly in Pontianak City, as it has the potential to disrupt public order and compromise the safety of road users, while also fostering a reliance on public charity. On the other hand, the culture of mutual relationship and a strong sense of social concern lead to beggars receiving compassion from the public consistently, particularly from road users. Humanitarian values and religious teachings encourage people to provide assistance to those perceived as needy, including beggars encountered on the streets (Ningtyas et al., 2025). However, giving money or goods directly to beggars often leads to unintended consequences, namely an increase in begging activity in public spaces due to the opportunity to earn money easily. This situation can hamper government efforts to address social issues in a sustainable manner.

In response to the issue, the Pontianak City Government has implemented a policy prohibiting in giving of money or goods to beggars as part of efforts to

maintain public order under Pontianak City Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection. This is also addressed in Article 42, Section C, which stipulates that no person or entity is permitted to beg in public places. The Pontianak City Public Order Agency (Satpol PP) is one of the bodies responsible for maintaining public order, a role that includes managing social issues related to the handling of beggars.

As part of its enforcement operations, the Pontianak City Public Order Agency (Satpol PP) conducts routine patrols from Monday to Friday to prevent beggars from committing violations that disturb public peace and order. The number of beggars apprehended by Pontianak City Public Order Agency personnel between 2020 and 2024 is as follows.

Table 1.
Number of Beggars and Street Performers Subject to Enforcement Actions in Pontianak City

No	Year	Sex		Amount (people)
		Male	Female	
1	2020	4	1	5
2	2021	8	1	9
3	2022	20	8	28
4	2023	17	6	23
5	2024	15	5	20
Total		64	21	85

Source: Pontianak City Public Order Agency, 2025.

The data above shows that prior to the implementation of this regulation, specifically in 2020 and 2021, the number of street performers and beggars brought under control was relatively low; however, the figures for the 2022–2024 period show a significant surge. Among those brought under control, males outnumbered females.

During enforcement operations, beggars often put up physical resistance and issue threats involving weapons ranging from blunt objects to sharp instruments. Furthermore, individuals who have previously been removed often return to begging, creating a never-ending cycle of enforcement. This situation is also driven by members of the public who continue to give money, thereby encouraging beggars to return to the streets and potentially leading to the emergence of new ones.

Furthermore, Article 63, letter ss of this local regulation prohibits giving money or goods to beggars and street performers; violations incur a fine or a

compulsory enforcement fee of IDR 500,000 (five hundred thousand Rupiah), or administrative sanctions involving the confiscation of one's ID card or other forms of identification (Pontianak City Regulation No. 19 of 2021). Since the regulation's implementation, many members of the public have continued to give money to beggars, making the enforcement of this prohibition in Pontianak City an interesting subject for further study in the implementation of the policy prohibiting in giving of money or goods to beggars in Pontianak City.

RESEARCH METHOD

This study employs a qualitative method, which generates descriptive data regarding the observed subject (Sugiyono, 2013). Data were collected through observation, interviews, and documentation study. The research was conducted in Pontianak City, West Kalimantan, specifically at the Pontianak City Public Order Agency (Satpol PP) office. This study involved several informants selected based on their understanding and involvement in the implementation of the policy on regulating beggars, ensuring the relevance of the information obtained through interviews. The informants consisted of the Head of the Community Protection Division, a Squad Commander from the Pontianak City Public Order Agency (Satpol PP) and members of the community.

RESULT AND DISCUSSION

Local governments have the authority to issue policies, provided these do not conflict with central government regulations (Aprilsesa et al., 2023). Any policy issued by the government represents an effort to resolve public issues; it serves not merely to mitigate a problem but demonstrates the government's serious commitment to resolving issues in order to achieve established goals.

The presence of beggars is a public concern in Pontianak City. Begging activities observed at various intersections in the city not only disrupt traffic flow and order but also endanger the safety of the beggars themselves. To address this issue, the Pontianak City government has implemented a policy regarding beggars, as outlined in Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection, specifically in Chapter IX (Social Order), Article 42 (Pontianak City Regional Regulation No. 19 of 2021, n.d.). This policy was issued to demonstrate the government's concern for public comfort and to protect the community from the nuisance caused by beggars. Naturally, the policy's implementation has not proceeded without hurdles; challenges persist that hinder the achievement of its objectives, alongside violations committed by beggars soliciting alms, particularly at road intersections. Based on the theory proposed by Edward III (1980), four indicators support successful implementation: communication, resources, disposition, and bureaucratic structure.

A. Implementation of enforcement measures by the Pontianak City Public Order Agency regarding beggars in Pontianak City.

As part of the implementation of public policy regarding the regulation of beggars, the Pontianak City Public Order Agency strives to protect the public,

maintain public order, and ensure community tranquility. To support the implemented policy, the institution plays a role in regulating beggars and disseminating information about local regulations to the public (Rifai, 2026).

Based on Edward III's theory (Edwards, 1980), there are four indicators of successful implementation, as follows:

1. Communication

Communication is key to the implementation of public policy. Enforcement efforts proceed effectively when there is clear communication flowing from superiors to operational staff, ensuring everyone understands the parameters of their work. The likelihood of errors during implementation can be minimized through effective coordination and communication among the parties involved (Sutmasa, 2021). Successful implementation requires precise communication specifically, clarity regarding the policy's objectives and fundamental benchmarks, to ensure consistency and uniformity in the actions of those carrying out the policy (Forwanti & Setiawan, 2022). Edward III (Edwards, 1980) posits that policy implementers will face implementation failure if the message is not conveyed clearly and difficult for them to understand, resulting in actions that remain limited to the scope of their authority. Implementers who possess a sound understanding will act more consistently and professionally, thereby avoiding public misconceptions (Yusrizal & Karjoko, 2025).

According to Edward III (1980), key aspects of the communication indicator include transmission, consistency, and clarity. To ensure that information is effectively conveyed to and understood by implementing personnel, the communication must be clear and consistent regarding the implementation process.

Based on interview, the process of communicating information regarding the implementation of the policy to regulate beggars has been structured, involving direct instructions from the Head of the Public Protection Division to the implementing personnel prior to enforcement activities. These instructions have been consistently conveyed, both directly and indirectly, enabling personnel to understand their duties and operational boundaries in accordance with Article 42 of Pontianak City Regional Regulation Number 19 of 2021. Furthermore, routine briefings are held prior to enforcement operations to ensure a unified understanding and prevent execution errors, while also encouraging personnel to carry out their duties in a humane manner that aligns with the policy's objectives: fostering peace, maintaining public order, and ensuring public protection in Pontianak City.

The communication involved not only the internal parties responsible for enforcement but also external collaboration with the Social Affairs Agency, as the social issues at hand required the involvement of relevant stakeholders. Furthermore, the implementation of Article 42 of Pontianak City Regional Regulation Number 19 of 2021 by the Pontianak City Public Order Agency engaged the public through outreach activities; this served as a means of communicating with the community to ensure an understanding of the prohibitions and the sanctions applicable to violations of the established policy.

2. Resources

Regarding support for effective policy implementation, Edwards (1980) states that sufficient human resources possessing the necessary skills, along with adequate authority, information, and facilities, can facilitate the implementation process. Successful implementation requires not only clear communication but also sufficient resources, including personnel with expertise relevant to enforcement operations, appropriate facilities and infrastructure, and other supporting resources. Adequate resource support can maximize the effectiveness of the Pontianak City Public Order Agency's efforts to regulate and manage the presence of beggars.

Interviews findings revealed that there are 24 personnel, 21 of whom are involved in enforcement operations regarding beggars; however, this number is considered insufficient. Regarding competence, the personnel have received self-defense training to support their safety while on duty. Nevertheless, they have not undergone specialized training on handling beggars, meaning that operations rely solely on experience, teamwork, and the ability to adapt to situations in the field. These findings indicate a need to enhance human resource capacity to ensure optimal operational performance. Furthermore, facilities and infrastructure also impact the enforcement of the ban on giving money or goods to beggars; inadequate facilities can hinder access to enforcement locations (Nurdin et al., 2023).

Field observations indicate that resource availability has supported policy implementation; however, limitations regarding personnel numbers, specialized competencies, and operational facilities persist, affecting the effectiveness of measures to regulate beggars.

3. Disposition

Disposition also plays a role in public policy implementation. Disposition refers to an attitude wherein implementers not only understand what is required of them but also possess the capability to execute those tasks (Astari, 2023). The success or failure of public policy implementation hinges on the attitudes of the implementers and the alignment of their perspectives, factors that shape their sense of responsibility and ensure the policy is carried out without apathy. These attitudes are influenced by how the implementers perceive the policy in question (Forwanti & Setiawan, 2022). Edward III (1980) noted that when implementers hold attitudes supportive of the policy and aligned with the directives of their superiors, the implementation process is facilitated; conversely, if they resist or disregard those directives, obstacles to implementation arise.

Regarding the enforcement operations conducted by the Pontianak City Public Order Agency, the personnel involved demonstrate a clear understanding of their responsibilities in implementing policy and executing orders in line with their superiors' expectations; they eschew apathy and irresponsibility, ensuring that the operation to manage beggars is carried out professionally and ethically.

However, there is a lack of firmness regarding the imposition of sanctions prescribed by regulation; personnel often refrain from applying these penalties, which include a mandatory fine of Rp 500,000 and the confiscation of identity cards for beggars, deeming them unsuitable for this specific group. Similarly, sanctions for those who give money to beggars or employ them, comprising a mandatory fine of Rp 2,000,000 and administrative penalties such as the confiscation of identity cards, are not strictly enforced.

The lack of firmness shown by personnel regarding the imposition of sanctions indicates that the penalties stipulated in the local regulation have not been optimally enforced by the Pontianak City Public Order Agency; this is because the sanctions are deemed unsuitable for beggars, with the exception of beggar coordinators. Enforcement officers consider the sanctions ineffective and irrelevant when applied to beggars or those who give money to them. It would be more appropriate to provide guidance to apprehended beggars, as this would yield positive results and represent a more humane approach. However, the successful implementation of this regulation remains hindered by the fact that members of the public continue to give money to beggars, making it difficult for the policy to achieve its objectives.

Furthermore, securing the support of implementing staff depends heavily on the attitude and motivation demonstrated by leadership. The motivation provided by leaders can take the form of incentives designed to boost staff enthusiasm for policy implementation. These incentives provided as allowances in addition to base salaries align with the staff's own preferences. This practice is consistent with the views of Edward III (1980), who noted that providing additional pay or rewards can serve as a stimulus during policy implementation, thereby influencing the attitudes of implementing staff.

In addition to Edward III's theory regarding the attitudes of policy implementers, another theory proposed by Van Metter and Van Horn (as cited in Septiana et al., 2023) emphasizes that the attitudes of those executing the policy influence the success of its implementation; a receptive attitude facilitates the implementation process and the achievement of policy goals, whereas a lack of acceptance makes success difficult to attain. However, Van Metter and Van Horn do not address the role of incentives within this indicator.

4. Bureaucratic Structure

Bureaucratic structure serves as the final indicator in determining the success of an implementation process. It encompasses the norms, characteristics, and recurring patterns of relationships within the relevant executive bodies (Fauzan, 2024). In the context of policy implementation, a bureaucratic structure that is overly complex, leading to ambiguity regarding the authority of the agencies executing the policy, can hinder the progress of public policy. When carrying out established policies, implementers exercise authority linked to the bureaucracy, whether at the institutional level or the level of the individual policy implementer (Mansur, 2021). According to Edward III (cited in Winarno, 2016:179), responsibility for specific areas of a policy is often distributed across multiple agencies; this fragmentation of authority is intended to facilitate

the achievement of policy goals while ensuring actions align with the respective agencies' mandates.

Regarding the implementation of Pontianak City Regional Regulation Number 19 of 2021 specifically the execution of Article 42, it is evident that there is no overlap of authority among the agencies involved; instead, implementation entails collaboration among the Pontianak City Social Agency, the Indonesian National Police, and the Indonesian National Armed Forces, with each exercising its respective authority.

Regarding the division of authority, the Pontianak City Public Order Agency is responsible for enforcing the Regional Regulation specifically concerning enforcement actions to maintain order while the Pontianak City Social Agency is tasked with providing guidance and rehabilitation to the beggars apprehended by the Public Order Agency. Meanwhile, the National Police (POLRI) and the National Armed Forces (TNI) serve as supporting agencies, providing assistance when necessary for the enforcement of Pontianak City Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection.

Edward III (Edwards, 1980) posits that organizations possess structural aspects, specifically work procedures or Standard Operating Procedures (SOP). Clear work procedures can enhance the effectiveness and efficiency of actions taken during policy implementation.

Regarding the schedule for operations to clear beggars from the streets, the Pontianak City Public Order Agency conducts these activities both on a scheduled basis and in response to public reports. As for the operational procedures, prior to carrying out an enforcement action, personnel receive a briefing to clarify the tasks at hand, the operational boundaries, the target locations, and the protocols for handling any beggars apprehended. The fact that supervisors designate the specific locations for enforcement demonstrates that they provide clear directives, ensuring that personnel do not act based on personal discretion.

The implementation Standard Operating Procedure covers only general guidelines and lacks specific instructions detailing the tasks to be performed by operational personnel. Regarding sanctions, there is a discrepancy between the standard and the regulations; Pontianak City Regional Regulation No. 19 of 2021 (Article 63, letter ss) mandates the imposition of a compulsory fine on violators, thereby authorizing the Pontianak City Public Order Agency to enforce such penalties, yet the agency has not effectively applied this measure, opting instead to provide guidance and rehabilitation to beggars rather than imposing compulsory fines.

B. Challenges in Implementing Measures to Regulate Beggars

The implementation of Pontianak City Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection specifically Article 42, has encountered various obstacles. These

challenges originate from both within and outside the Pontianak City Public Order Agency. The obstacles in question are as follows.

1. Insufficient Number of Pontianak City Public Order Agency Personnel

A shortage of human resources is an issue that can hinder the implementation of policies and act as an obstacle to achieving policy objectives. The number of personnel from the Pontianak City Public Order Agency involved in operations to control and remove beggars falls short of the required staffing levels; ideally, the agency should have 250 members while the current force consists of only approximately 200 personnel; this staffing shortage hinders the optimal implementation of policies. Specifically, the insufficient number of Pontianak City Public Order Agency officers disrupts enforcement operations, preventing comprehensive coverage of areas prone to the presence of beggars, and making it difficult to achieve the policy's objectives.

2. Inadequate Facilities

Supporting a policy requires not only sufficient human resources but also adequate facilities and infrastructure (Lindawati & Rahman, 2023). Beyond the issue of insufficient personnel, inadequate facilities also hinder the implementation of Pontianak City Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection. Specifically, the vehicles used for enforcement operations against beggars are in poor condition; they are past their service life and suffer from frequent engine failures that render them unusable, thereby impeding operations. Nevertheless, despite the shortages of personnel and vehicles, the policy continues to be implemented by leveraging existing resources. Facilities that are inadequate—whether in terms of quantity or condition—significantly increase the likelihood that the planned implementation will fail.

3. The Continued Practice of People Giving Money to Beggars

The successful implementation of Pontianak City Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection involves not only the Pontianak City Public Order Agency as the implementing body but also the community, whose involvement influences the policy's success. Low public participation in supporting government programs poses a challenge to achieving policy success (Rahmayani et al., 2025). This is evident from the continued practice of members of the public giving money to beggars. To support the implementation of the policy on regulating beggars, the Pontianak City has conducted outreach both directly and through mass media to inform the public about the prohibition against giving money to beggars; however, the reality on the ground shows that people still give money to them.

There are differing perspectives regarding the reasons why members of the public give money to beggars. Those who continue to give money are often motivated by a sense of pity despite feeling annoyed by the beggars' presence creating a dilemma. On one hand, people are disturbed by the presence of beggars; on the other, the impulse to give stems from a strong sense of human empathy. Consequently, this attitude poses a challenge to the successful

implementation of Pontianak City Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection.

C. Solutions to Challenges

Regarding the obstacles encountered in implementing Pontianak City Regional Regulation Number 19 of 2021 concerning the Maintenance of Peace, Public Order, and Community Protection specifically Article 42, letter c, which prohibits begging in Pontianak City it is necessary to devise solutions for the issues hindering the execution of this public policy. The solutions proposed to address the challenges faced by the Pontianak City Public Order Agency are as follows.

1. Distribution of Personnel in the Pontianak City Public Order Agency

To address the staffing shortage hindering the implementation of Pontianak City Regional Regulation Number 19 of 2021 specifically Article 42, letter c the existing personnel have been divided into two teams, and a proposal for additional staff has been submitted. The current staffing level is insufficient relative to Pontianak City's population. Consequently, the existing personnel have been split into two teams and deployed according to operational needs; this approach aims to mitigate the shortage while ensuring continued enforcement actions against begging, thereby optimizing the policy's implementation. According to 2024 data from Statistics Indonesia (BPS) of West Kalimantan, Pontianak City has a population of 680,852; based on a ratio of one Public Order Agency officer per 3,000 residents, the ideal workforce size for the agency would be approximately 230 officers (West Kalimantan Statistics, 2025).

2. Upgrading Facilities

To address the issue of vehicles that are no longer fit for service, it is necessary to procure vehicles that meet the required specifications. Specifically, the acquisition of dedicated prisoner transport vehicles is being considered to ensure the safety of both personnel and apprehended beggars. Furthermore, providing dedicated mobile phones for operational use thereby avoiding the use of personal devices would facilitate smooth field communication and reduce financial burdens.

This effort purpose is to raise awareness regarding the critical importance of having sufficient personnel and infrastructure for policy implementation; it serves as a key consideration for public policy formulators to account for available resources and align plans with on-the-ground realities, thereby ensuring the intended issues are effectively resolved.

4. Raising Public Awareness and Understanding

Educating the public about applicable local regulations requires raising awareness regarding the regulations themselves, the importance of compliance, and the consequences of violations; public campaigns, outreach programs, and effective communication strategies can help enhance public awareness and

understanding (Rasjid & Albab, 2023). However, these efforts also require the participation and cooperation of all segments of society in addressing the issues. Consequently, community involvement in assisting the government to resolve social problems becomes an obligation for local residents (Khaerunnisa & Rokilah, 2024).

The public's continued practice of giving money to beggars poses a challenge to the successful implementation of the policy, necessitating a solution to discourage this behavior. The Pontianak City Public Order Agency has made extensive efforts to educate the public ranging from holding district-level meetings to using loudspeakers during enforcement operations to highlight the negative consequences of giving money to beggars. Through this approach, the agency goes beyond merely relying on the sanctions stipulated in the local regulation; it also seeks to address the root of the problem by tackling the public behavior that sustains the practice of giving money to beggars. The successful implementation of the policy also depends heavily on the extent to which the government particularly the Pontianak City Public Order Agency educates the public and strives to change behavior by encouraging people to channel their money to appropriate recipients, such as places of worship, foundations, or other official organizations.

CONCLUSION

Research findings indicate that the implementation of Article 42 of Pontianak City Regional Regulation Number 19 of 2021 regarding the regulation of beggars by the Pontianak City Public Order Agency has generally aligned with the policy implementation indicators proposed by George C. Edward III: communication, resources, disposition, and bureaucratic structure. Internal and external communication has been clear and consistent; the implementers have demonstrated a commitment to performing their duties in a professional and humane manner; and the bureaucratic structure has facilitated inter-agency coordination during enforcement operations. However, the policy implementation has not yet reached optimal levels due to limitations regarding human resources, specialized competencies, and operational equipment, as well as the absence of technical Standard Operating Procedures detailing the specific enforcement mechanisms.

Key implementation challenges include limited personnel, inadequate operational vehicles (in terms of both condition and quantity), and the continued practice of members of the public giving money to beggars, which hinders the achievement of policy objectives. Furthermore, the enforcement of sanctions stipulated in the local regulation has not been optimal, as implementing officials prioritize a rehabilitative approach viewed as more humane over the imposition of administrative sanctions or fines.

Efforts to address these challenges include dividing personnel into two teams, proposing additional staff and updated operational equipment, and intensifying public outreach and education to discourage giving money to beggars and instead direct aid through official organizations. Consequently, the successful implementation of the policy depends not only on the readiness of the

Public Order Agency as the executing body but also requires adequate resource support, inter-agency coordination, and public participation in upholding Pontianak City Regional Regulation Number 19 of 2021.

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