

PERFORMANCE OF SOCIAL SERVICES IN THE DEVELOPMENT OF HOMELESS AND BEGGARS

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Abstract. This research was conducted at the office of the Department of Social Services in Pekanbaru City. Its aim was to investigate the supervision provided by the Department in handling social welfare issues, including homeless people and beggars in Pekanbaru City. The study sought to identify the factors that hinder the Department's performance in supervising homeless people and beggars in Pekanbaru. Data were collected through observation, interviews, and documentation techniques, and qualitative analysis was used to analyze the data. The research participants included the coordination and rehabilitation staff at the Department of Social Services in Pekanbaru, the task force for social welfare issues (PMKS), homeless people, beggars, and the general public. Purposive sampling was used to select the research sample, and interviews were conducted with homeless people and beggars to obtain optimal results. The results of the research showed that the Department's performance in supervising homeless people and beggars in Pekanbaru was not satisfactory, due to several issues. These include insufficient supervision provided to homeless people and beggars, with many of them still wandering the streets from morning to night. The supervision provided is only given to certain homeless people and beggars, and not all of them have received it. In addition, the Department has limited human resources and facilities for training homeless people and beggars, which has also hindered their performance.

Keywords: performance; coaching; beggars; homeless

I. INTRODUCTION

Social problems frequently occur as conflicts within a community and these conflicts are multifaceted in nature. As a result, in modern times, many individuals examine social issues from various angles and diverse dimensions. Communities and individuals face numerous problems, ranging from inadequate human resources, limited and underdeveloped natural resources, lack of access to economic resources, and political system factors [1]. Social problems frequently occur as conflicts within a community and these conflicts are multifaceted in nature. As a result, in modern times, many individuals examine social issues from various angles and diverse dimensions [2]. Communities and individuals face numerous problems, ranging from inadequate human resources, limited and underdeveloped natural resources, lack of access to economic resources, and political system factors [1].

The number of homeless and beggars has increased significantly from 2017 to 2021, especially between 2019 and 2021. In 2017, there were 95 homeless and 58 beggars, totaling 153 individuals. In 2018, there were 65 homeless and 35 beggars, totaling 91 individuals. In 2019, there were 22 homeless and 69 beggars. In 2020, there were 11 homeless and 127 beggars, totaling 138 individuals. Finally, in 2021, there were 97 homeless and 94 beggars, totaling 191 individuals [3].

The presence of homeless and beggars indicates an increase in population growth, but this growth is not balanced with the availability of job opportunities that are evenly distributed, and many of them are in their productive age and capable of performing better work. Article 34, paragraph (1) of the Fourth Amendment of the 1945 Constitution states that the state must take action to maintain the welfare of the poor and neglected children. This article can be interpreted as part of the fourth paragraph of the Preamble to the 1945 Constitution, which highlights the responsibility of the state in maintaining the welfare of individuals with social welfare problems (PMKS). However, in practice, most neglected children are not being cared for by the state. According to the Pekanbaru City Regional Regulation No. 12 of 2008 on Social Order, homeless individuals are those who have a poor or unfit living condition, do not have a job or place to live, and reside in various areas, especially on the streets. Beggars are individuals who rely on the compassion of others for their income [4].

The government has established policies to address the issue of homelessness and beggars as stipulated in Government Regulation Number 31 of 1980 Article 2, which states that the eradication of homelessness and beggars consists of preventive, repressive, and rehabilitative efforts aimed at preventing homelessness and beggars from occurring, reducing the spread of their influence on society, and helping them to integrate back into society so that they

can develop their potential and achieve a standard of living that is in line with human standards [4], [5].

Pekanbaru city is facing problems in handling social welfare issues, including homelessness and beggars. The Pekanbaru city government must be able to assist society that is facing social welfare problems, as it is in accordance with Article 34 of the 1945 Constitution which states that the state must maintain the poor and neglected children. Therefore, the government must pay attention to the needs of the community, especially those who are less fortunate and have problems with social welfare [6]. To address the growing problem, the local government of Pekanbaru has established the Pekanbaru City Social Services Agency, as stipulated in the Draft Regional Regulation (Raperda) on the Organization of Regional Apparatus in Pekanbaru in 2017 [7], [8]. The regulation states that the Pekanbaru City Social Services Agency has a strategic position in improving the social welfare of the community.

The issue of homeless people and beggars is not only related to financial, work skills, and employment opportunities, but also a problem with self-mentality [8]. This is proven by the failure rate of government services, where those who have received services from shelters or transmigration centers still return to the streets [9]. Many homeless people believe that they can earn money without having to work hard by begging [3], [10]. Factors that contribute to the existence of homeless people and beggars include poverty, education, work skills, social and cultural issues, self-esteem, resignation to fate, and the desire for freedom and pleasure in wandering [11], [12]. According to Dimas Dwi Irawan (2013), several factors lead someone to become homeless and beg, such as recklessly migrating, laziness, physical disability, lack of job opportunities, begging instead of being unemployed, high cost of living, acute poverty, peer pressure, parental influence, and falling victim to fraud [3].

The problem of homeless and beggars is not solely a matter of capital, job skills, and opportunities to work, but also a matter of self-mentality [13], [14]. This is evidenced by the failure rate of government services provided to homeless people who have received assistance from shelters or transmigration services, but return to begging in the city. They believe that by begging, they can earn money without having to work hard [15]. The factors underlying the existence of beggars and homeless people include poverty, education, job skills, socio-cultural issues, self-esteem, resignation to fate, freedom, and enjoyment of wandering [16], [17].

In regulating and addressing the issues surrounding People with Social Welfare Problems (PMKS), particularly homeless and beggars, the Department of Social Services in Pekanbaru is still struggling to perform consistently and effectively. As a result, the number of homeless and beggars, based on gender data, remains relatively high [9], [18], [19]. The increasing number of homeless and beggars causes public disorder and affects public order in Pekanbaru, such as at traffic lights in HR Subrantas (Tabek Gadang), the morning market traffic light in Arengka, traffic lights at Tuanku Tambusai, traffic lights at Kaharuddin Nasution Street - Pasir

Putih Street, traffic lights under the Sudirman flyover, traffic lights at SKA, Diponegoro Street, or other public areas where they seek to earn a living.

Social rehabilitation, as defined in Law Number 11 of 2009, is interpreted as a way of functionalizing and promoting growth so that each individual can perform their social role properly in society [4], [17], [20]. Social rehabilitation of homeless and beggars aims to restore their social functions, such as helping them transition to a new life and finding a source of income that aligns with the norms accepted by society, as well as enabling them to participate in activities like other members of society [16]. This is in line with the 1945 Constitution of the Republic of Indonesia, which prioritizes the welfare and fair treatment of all citizens. Therefore, the state and the government must work together to empower people in the social sector to improve social welfare, ensuring that development in any area does not create new problems [21].

Based on the discussion above, the main problem can be identified as the inability of the Social Services Agency of Pekanbaru City to effectively and sustainably handle the issue of homelessness and begging, resulting in a high number of individuals still classified as PMKS. The increasing number of homeless and beggars also affects the public hygiene and disrupts public order in several areas in Pekanbaru. The lack of effective rehabilitation programs for the PMKS also hinders their social function restoration, making it challenging for them to reintegrate into society and find a livelihood in accordance with societal norms. Additionally, the government's responsibility to uphold the welfare of all citizens in accordance with the 1945 Constitution implies the need for collaboration between the state and the government to improve social welfare and avoid the emergence of new problems in the community.

II. RESEARCH METHODS

In this study, the researcher used a qualitative research method that was explained in detail to provide a clearer view of social events and to provide a comprehensive picture of the environment and associations found in the study. The descriptive method aims to describe and summarize various concepts and relationships among facts that exist in society and that lead to the focus of the study [22]. This qualitative research method describes the phenomena of the research object in a descriptive manner. The research was conducted directly at the Social Service Office in Pekanbaru City. The aim was to obtain clear, accurate, and detailed informants in accordance with the problems and facts during the study [23].

In this research, a qualitative approach is used, which means that the data collected is not in numerical form, but rather comes from interview transcripts, field notes, personal documents, memo notes, and other official documents. The aim of this qualitative research is to describe the empirical reality behind the phenomenon in depth, detail, and comprehensively [6]. Therefore, the use of a qualitative approach in this research is to match the empirical reality with

the applicable theory by using a descriptive method. The writing in this study is focused on issues related to the performance of the social agency in rehabilitating homeless people and beggars in the city of Pekanbaru.

The data collection techniques in this study are: (1) Observation, where the researcher goes to the field or investigation site to obtain detailed and real data and information needed for the investigation. (2) Interview, where the researcher conducted unstructured interviews with research subjects. Unstructured interviews are an action in the process of directly obtaining information in a meeting. (3) Documentation, which is a technique of collecting data through library research, examining documents, records, archives, and research reports that already exist so that they can support the implementation of this research from official sources that can be accounted for.

Table 1. Research Informants

No.	Research Informants	Number (People)
1.	Coordination of homeless and Beggar Rehabilitation in Pekanbaru city Social Service	1
2.	Staff in charge of vagrants and beggars in the Social Service of Pekanbaru	1
3.	Tramp	3
4.	Beggar	3
5.	Society	2

Qualitative data analysis involves working with information, organizing it, breaking it down into manageable units, synthesizing it, obtaining a picture, identifying necessary aspects to be studied, and making decisions that can be learned and shared with others [6]. After data collection, the data processing process can be applied to eventually draw conclusions from the research findings.

III. RESULTS AND DISCUSSION

The performance of the Social Service in the rehabilitation of beggars and homeless individuals is indeed a duty of the Social Service in providing rehabilitation, which is related to the Law Number 7 of 2005 concerning Government Institution Performance Accountability. However, the implementation of social welfare is not an easy task because the problems within it are also very complex. The success of an institution in improving its employees' performance, both effectively and efficiently, can be determined by supporting factors such as motivation, working environment, facilities and infrastructure, and other factors that can contribute to the employees' success in performing their duties.

Performance indicators for the Social Services Department are quantitative and qualitative measures that can describe the level of achievement of activities and objectives that have been set. Therefore, the author has chosen 5

indicators as a benchmark for the performance of the Social Services Department in the rehabilitation of beggars and homeless people in Pekanbaru City, namely: productivity, service quality, responsiveness, responsibility, and accountability.

A. Produktiviti

The productivity indicator aims to measure how well/optimal the handling of the social affairs department of Pekanbaru City is in providing guidance for the homeless and beggars in Pekanbaru City. The performance of the Social Service in the supervision of vagrants and beggars is indeed an obligation of the Social Service in providing guidance, which is related to Law Number 7 of 2005 concerning the Accountability of Government Agency Performance. However, the implementation of social welfare is not an easy task due to the complex issues that arise within it. The success of an agency in improving the performance of its employees both effectively and efficiently can be determined by supporting factors, such as motivation, work environment, facilities and infrastructure, and other factors that can lead to the success of the employees' performance.

Looking at the effectiveness and efficiency of the implementation of guidance, the raid conducted by the Department of Social Affairs of Pekanbaru City, effectiveness relates to the achievement of the desired goals of the Department of Social Affairs in handling beggars and homeless people. The aim of providing guidance to beggars and homeless people in Pekanbaru City is to improve the empowerment and quality of social welfare of the community, with the target being Social Welfare Problematic Groups (PMKS) in Pekanbaru City. The ongoing violations committed by beggars and homeless people have led to an increase in their numbers, prompting the Department of Social Affairs of Pekanbaru City to conduct patrols to monitor beggars and homeless people in the city. This has been stated by Mr. Anggara, S.Psi as the Rehabilitation Coordinator at the Department of Social Affairs of Pekanbaru City.

The social welfare agency in Pekanbaru has conducted various activities, such as education and solutions, aimed at improving the welfare of homeless people and beggars in the city by providing them with better job opportunities. According to an interview with one of the homeless people in Pekanbaru, they acknowledge that the agency has conducted raids to regulate their activities, but their situation remains challenging due to factors such as the lack of proper housing and employment. Based on field research observations, it is noted that the social welfare agency has followed standard operating procedures for the regulation and rehabilitation of homeless people and beggars, but the issue persists, and many of them can still be found in several locations despite the raids carried out by the agency and other related institutions.

In handling the issue of homeless people in Pekanbaru City, we can observe the follow-up actions taken by relevant authorities, including the Pekanbaru City Social Services. If these actions are carried out effectively, they can have a positive impact such as reducing the number of homeless activities in the city. The follow-up actions taken towards homeless people in Pekanbaru City have already been

initiated by the City Social Services through several measures, such as taking homeless people to the office for data collection and providing them with brief guidance to discourage them from repeating their actions. The homeless people are also given advice to deter them from engaging in the same behaviors in the future.

B. Quality of Services

Quality of service refers to a predetermined process or procedure that can achieve desired outcomes and is a benchmark for measuring the performance objectives of employees or organizations after carrying out their activities. In this case, the service quality of employees in handling the social welfare problems of homeless individuals, specifically beggars, is being discussed. The target of service performance of the Pekanbaru Social Affairs Office is the socially disadvantaged individuals who are caught during raids by joint teams working with the Social Affairs Office. Therefore, every beggar encountered in the target location is recruited and taken for appropriate action and guidance.

The socialization about homelessness and beggars in Pekanbaru is not optimal due to the large number of homeless people and beggars that hinder the socialization activities. Additionally, homelessness and begging are not the main focus of the Pekanbaru government. The Department of Social Affairs in Pekanbaru provides socialization to homeless people and beggars who are caught during raids, to provide them with an understanding of their current activities and their impact on themselves and the environment. The socialization includes advice, information, and guidance on the topics covered. However, despite the efforts, many homeless people and beggars continue to engage in these activities due to economic reasons that prevent them from leaving their current jobs.

The possibility of returning to become a beggar or homeless is interpreted as the various efforts and activities provided by the Pekanbaru Social Service Office, both in the form of socialization and coaching, to minimize the possibility of beggars and homeless people returning to the streets. To reduce the possibility of returning to beg and become homeless, they continue to provide guidance, direction, and coaching that includes training and education tailored to each case. Although they may not be able to go back to their usual activities. The result is that several factors become reasons why beggars and homeless people may return to their work, one of which is a lack of skills and low educational level, making it difficult for them to get a job.

C. Responsibility

Responsibility refers to whether the implementation of public organization activities is carried out in accordance with the correct principles of administration or in line with the organization's policies, both explicit and implicit. Efforts are made to work in accordance with the existing administrative principles, such as the Rehabilitation of Socially Disabled Individuals Department working according to their respective tasks and the implementation of a monitoring system.

Regarding the obligations of the Department of Social Affairs in carrying out its performance, the Department of Social Affairs in Pekanbaru, as an institution responsible for

the rehabilitation of beggars and homeless individuals, has assigned tasks and responsibilities to each employee. These responsibilities are continuously monitored to optimize the program for the rehabilitation of beggars and homeless individuals. The research on the performance of the Department of Social Affairs in their work has shown that the responsibilities can be observed through the extent to which the services align with administrative principles. The findings indicate that employees have fulfilled their roles and responsibilities according to the Standard Operating Procedures (SOP) and existing regulations. However, the challenge lies with the beggars and homeless individuals in Pekanbaru who still continue their activities, as the effective role of the Department of Social Affairs in discouraging them from such behavior has not been fully achieved. Consequently, if they were to stop, they would face difficulties in finding alternative employment.

D. Accountability

Accountability in the development of homeless and beggars in Pekanbaru refers to the responsibility of the relevant stakeholders, particularly the Department of Social Affairs, in ensuring the progress and effectiveness of programs aimed at addressing the issue of homelessness and begging. This accountability encompasses various aspects, including financial accountability, program implementation, and the overall impact of the interventions.

Program implementation accountability focuses on the proper execution of the planned activities and interventions. It involves adhering to established guidelines, procedures, and standards in providing support, rehabilitation, and social services to homeless individuals and beggars. It also entails monitoring the progress of the programs, identifying any challenges or gaps, and taking appropriate corrective actions.

In this context, the basic concept of public accountability can be used to assess the extent to which public policies and activities are consistent with the desires of the community. The performance of a public organization cannot solely be measured by internal metrics developed by the organization or the government, such as achieving targets. Performance should ideally be evaluated based on external measures, such as the values and norms prevailing in society. A public organization's accountability is considered high if its activities are deemed correct and aligned with the values and norms that exist within the community.

The performance in the rehabilitation of homeless and beggars can be understood as the outcomes of the efforts undertaken by the Social Welfare Office of Pekanbaru. The office is reasonably satisfied with its performance in addressing the issue of homelessness and begging in the city. However, the problem persists due to the large number of individuals involved. There is a need for improved performance, particularly in conducting patrols in various locations and providing more comprehensive guidance to the homeless and beggars in Pekanbaru. Field observations indicate that the Social Welfare Office's performance in regulating and providing assistance to the homeless and beggars in Pekanbaru is relatively good, despite some challenges. However, there are still limitations, such as the

lack of regular patrols in all areas of the city and the inconsistent provision of guidance. The lack of public awareness contributes to the persistence of homelessness and begging issues in Pekanbaru, which remain unresolved.

The performance of the Social Welfare Office in regulating and rehabilitating the homeless and beggars in Pekanbaru has been lacking in recent years, specifically in 2022 and 2023. There has been a lack of effective rehabilitation programs provided by the Social Welfare Office to address the issue of homelessness and begging in Pekanbaru. Based on field observations, it is evident that there is no clear schedule for the implementation of rehabilitation programs for the homeless and beggars in the city. However, patrols are conducted daily, from morning until evening, to monitor the areas where homeless individuals and beggars are commonly found in Pekanbaru.

IV. CONCLUSION

Based on the previous research, the performance of the Social Welfare Office in the rehabilitation of homeless people and beggars in Pekanbaru City can be assessed based on five indicators: (1) Productivity, (2) Service Quality, (3) Responsiveness, (4) Responsibility, and (5) Accountability. The productivity of the Social Welfare Office's performance indicates that the employees have carried out one of their tasks, which is the rehabilitation of individuals facing social welfare problems, particularly homeless people and beggars (referred to as "Gepeng"), following the implemented Standard Operating Procedures (SOP) by the Pekanbaru Social Welfare Office. However, according to interviews with homeless people and beggars, they state that they have not felt the effects of the Social Welfare Office's program for a long time. Based on an interview with one homeless person and beggar, the last time they received rehabilitation was in 2021, and for the past year, they have only been warned about their activities of begging and homelessness. Regarding the service quality performance, the Social Welfare Office conducts raids on homeless people and beggars and provides guidance and warnings afterward. However, the coverage of the Pekanbaru Social Welfare Office has not been able to reach all homeless people and beggars in the city to provide guidance and warnings. In terms of facilities and infrastructure, the Social Welfare Office's resources for the rehabilitation of homeless people and beggars are considered inadequate. According to interviews with homeless people and beggars, they feel that the facilities at the shelters or locations where rehabilitation takes place lack chairs or other supporting tools to facilitate the digestion and acceptance of the guidance provided by the Pekanbaru Social Welfare Office. Furthermore, the rehabilitation they receive consists of guidance and social assistance provided by the Social Welfare Office, but there is no follow-up or guidance provided to prevent them from engaging in begging and homelessness along the streets of Pekanbaru. The rehabilitation conducted by the Pekanbaru Social Welfare Office follows the Standard Operating Procedures (SOP). However, there are still some homeless

people and beggars who have not been caught in the raids because the raids are only conducted in certain areas. The Pekanbaru Social Welfare Office conducts patrols every day, primarily in the morning. However, due to the high number of homeless people and beggars, the officers from the Social Welfare Office are overwhelmed in carrying out raids, rehabilitation, and other tasks. The Social Welfare Office in Pekanbaru City faces several obstacles in the rehabilitation of homeless people and beggars, including the fact that some homeless people and beggars evade the rehabilitation process. Additionally, there is still a significant number of people in the community who provide money, food, or other assistance to homeless people and beggars, which further encourages them to continue engaging in those activities.

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