

Evaluation of the Policy on Handling Homeless and Beggar by the Bandung City Government: A Study of Regional Regulation Number 4 of 2020 on Poverty Alleviation

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Abstract

The Regional Regulation of Bandung City Number 4 of 2020 concerning Poverty Alleviation has not demonstrated adequate effectiveness in addressing the issues of homeless and beggar. According to data from the Social Service of Bandung City, the number of homeless increased from 148 in 2019 to 948 in 2024, while the number of beggar rose from 2,079 to 4,126 during the same period. This fact indicates that the approaches used thus far—such as raids, enforcement, and rehabilitation—have not yielded effective and optimal outcomes. This study employed a descriptive-qualitative method, collecting data through interviews, observations of research subjects and the Dinas Sosial Kota Bandung, as well as document analysis of relevant studies. Field findings reveal that the majority of homeless and beggar originate from impoverished families who face structural inequalities in education, economic resources, and family relationships. Furthermore, although many have previously undergone rehabilitation, they tend to return to street life due to the absence of continuous guidance and skill-building programs. The situation is further exacerbated by weak intersectoral coordination, which renders poverty alleviation efforts less effective. This study proposes three policy alternatives: (1) family-based intervention programs, (2) skills training and capacity-building programs tailored to individual interests through vocational training centers, and (3) the establishment of a cross-sectoral task force and integrated shelters.

Keywords:

Poverty, Homeless and Beggar, Policy Evaluation, Social Empowerment

INTRODUCTION

Poverty is a cross-generational issue that continues to cast a shadow over human life, shaping opportunities, access to resources, and overall quality of living for millions of people. It remains a persistent challenge across the globe, affecting both developed and developing nations with varying intensity, and is particularly visible in rapidly growing urban centres where social and economic inequalities are most pronounced.

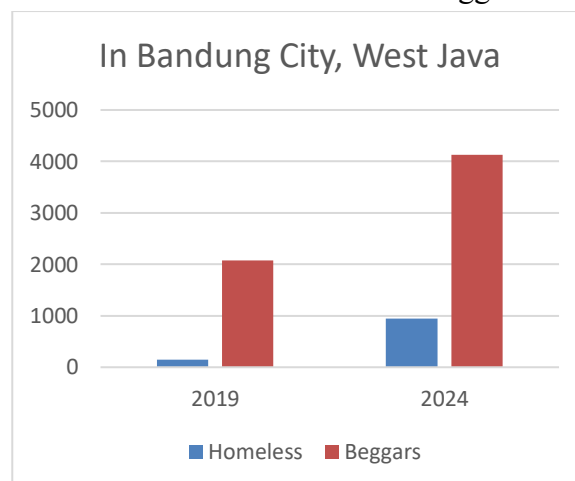
Within the Indonesian context, this challenge is also evident, and Bandung City as one of the country's major metropolitan areas provides a clear illustration of how poverty intersects with urban dynamics. (Thamrin et al., 2024). In this region, poverty is closely associated with economic constraints such as high living costs and low income levels, while increasing population density ultimately exacerbates competition and contributes to unsanitary living conditions (Istyawan, 2025a).

According to Law Number 13 of 2011, poverty is defined as the inability to meet basic and decent needs, including food, clothing, housing, education, and healthcare (Nugraha & Rejekiingsih, 2025). This condition has led to severe consequences, including the emergence of informal professions such as homeless and beggar, often undertaken by individuals lacking essential skills and knowledge (Fadri, 2019).

In urban Bandung, the conditions of homeless and beggar are intertwined yet carry distinct vulnerabilities. Beggar generally engage in street-based practices to obtain income, often driven by the lack of employable skills and immediate economic desperation, while homeless not only face the absence of stable income but also the deprivation of shelter and security (Lenhard, 2021).

Both groups reflect the visible manifestation of poverty in public spaces, where the street becomes both their workplace and, for the homeless, their living environment. The overlap between these categories underscores how structural poverty, inadequate social protection, and family disintegration not only create economic marginality but also translate into spatial exclusion, pushing individuals to the very margins of the city's social and physical landscape.

Table 1. Data of Homeless and Beggar



Source: Dinas Sosial Kota Bandung

Data from the Bandung City Social Service Agency (*Dinas Sosial Kota Bandung*) indicates that the number of homeless peoples increased from 148 in 2019 to 948 in 2024, while the number of beggar rose from 2,079 to 4,126 during the same period. These figures demonstrate that poverty remains a pressing concern and that existing policy measures have yet to effectively mitigate its adverse effects (Handayani et al., 2025).

In the legal context of Government Regulation Number 31 of 1980, homeless peoples are defined as those who live in circumstances inconsistent with the prevailing standards of decent living within the local

community, lacking permanent residence and employment in a given area, and wandering in public spaces. Meanwhile, in the same regulation, beggar are described as individuals who earn income by soliciting compassion from the public through various methods and rationales. The presence of both homeless peoples and beggar in Bandung City reflects a broader phenomenon of social inequality—one that not only portrays the face of poverty, but also reveals the fragility of social protection systems, inequity, and the inadequacy of inclusive public policies (Watif et al., 2024; Edison & Andriansyah, 2023; Ruhana et al., 2024).

To date, several studies have explored the phenomenon of poverty among homeless peoples and beggar in Bandung City. These studies have examined, among others, the Social Rehabilitation Program for Homeless People and Beggar (Amelia et al., 2025; Cisilia, 2025; Heryati & Dananjaya, 2025), the mitigation of homeless and beggar as a benchmark for social welfare (Paliama, 2024), and the role of the Social Service Agency in addressing homeless and beggar as manifestations of social welfare problems in Bandung City (Handayani et al., 2025)

However, none of these studies have specifically addressed the issue of homeless and beggar from the perspective of a policy evaluation of Bandung City Regional Regulation Number 4 of 2020 on Poverty Alleviation. This gap therefore represents the novelty offered this research.

METHOD

This study constitutes a form of policy research that analyzes the social issues of homeless and beggar, with the aim of generating findings that can be recommended

to decision-makers for practical action through policy evaluation (McMillan & Schumacher, 2014). In this study, the evaluation employed is formative evaluation, which refers to a policy assessment conducted after the policy has been implemented (Anderson, 2003; Kusumanegara, 2010). This evaluation is conducted to assess and describe a public policy by examining its content, implementation, and impact (Pasaribu et al., 2024; Dunn, 2015).

This study employed a descriptive qualitative method. Data were collected through in-depth interviews with four key informants, including the Head of the Social Protection and Security Section of the Bandung City Social Service (ZI), a community social workers (YA), a homeless people (MA), and a beggar (RO). In addition, data collection was complemented by a comprehensive literature review, encompassing policy documents, statistical reports from the Central Bureau of Statistics (BPS), and prior academic studies.

The fieldwork was conducted in June 2025 in Sukabungah Village, Sukajadi District, Bandung City. Following data collection, the information was analyzed using Miles and Huberman's three-phase model, which consists of data reduction, data display, and conclusion drawing. In the reduction phase, the researcher carefully selected and categorized relevant information from multiple sources. Subsequently, the data were organized and presented in both graphical and narrative forms. Finally, conclusions were derived from the findings through a systematic process of interpretation, which included reflection, verification, and comparison with theoretical frameworks to ensure the validity and reliability of the results (Istyawan, 2025b).

RESULT & DISCUSSION

1. Policy Implementation Gap of Bandung City Regional Regulation Number 4 of 2020

Bandung City Regional Regulation No. 4 of 2020 was formulated with the principles of social justice, empowerment, and participation in poverty alleviation. However, the implementation of this policy has yet to fully reflect those principles. This is evident from the suboptimal outcomes in reducing the number of homeless peoples and beggar. Data from the Bandung City Social Service Agency indicate that the number of homeless peoples increased from 148 to 948 between 2019 and 2024, while the number of beggar rose from 2,079 to 4,126 over the same period.

Based on the interview with the Head of the Social Protection and Security Section of the Bandung City Social Service, it was explained that the handling of homeless peoples and beggar has been carried out. However, the process remains constrained by administrative barriers. The handling carried out must refer to the identity documents of residents of the Bandung city area. This phenomenon demonstrates the existence of a policy-implementation gap, as described by Pressman and Wildavsky, referring to the disparity between policy formulation and actual outcomes (Dahyanti et al., 2024)

Furthermore, evaluations of poverty alleviation programs frequently emphasize administrative indicators such as budget absorption or the number of activities, yet overlook dimensions of social impact and sustainability. Many public policies still neglect the empowerment of impoverished populations as a key measure of success In Bandung City (Aryani, 2019), despite the availability of social programs and budget allocations, monitoring progress in individual

empowerment remains insufficient, and the effectiveness of this regulation remains normative rather than producing substantive social change for vulnerable communities. In fact, the presence of homeless peoples and beggar serves as a critical indicator of social welfare at the local level (Paliama, 2024).

2. Limitations of the Street-Centered Intervention Approach

The approach predominantly used in addressing homeless and beggar has remained centered on street-level interventions such as raids, detentions, and referrals to social institutions. This model is considered problematic as it fails to address the structural roots that give rise to homeless and beggar. The homeless and beggar informants explained that they frequently experience raids as part of public order enforcement efforts, and in the short term, these actions only displace them temporarily without providing a sustainable solution to their livelihood challenges. A study by Paliama (2024) emphasizes that such raids offer only temporary relief and do not resolve the underlying issues, as most individuals involved originate from families burdened by significant social challenges, including low educational attainment, unemployment, and familial instability.

Similar findings were reported by (Agustin & Utama Ritonga, 2025) in their study on the repressive efforts of the Social Service Agency's Rapid Response Unit (URC) targeting "silver human" beggar as persons with social welfare problems (PPKS) in Medan City. Their research found that repressive approaches merely reinforce cycles of social exclusion and fail to create spaces for psychosocial recovery. Indeed, these strategies tend to normalize the practice of "problem

displacement” from public spaces to institutional settings, without offering solutions grounded in human rights and dignity—even though such approaches are perceived to periodically reduce the number of homeless peoples and beggar.

Referring to Bandung Mayor Regulation No. 23 of 2024, it is stated that social rehabilitation and skills training should be integral components of a dignified and sustainable poverty alleviation strategy. However, the lack of effective implementation on the ground has widened the gap between normative policy and the lived realities of vulnerable populations.

3. Limited Cross-Sectoral Synergy

The effectiveness of social policies hinges on the extent to which cross-sectoral coordination can be systematically realized. In the context of addressing homeless and beggar in Bandung City, interagency collaboration—among the Social Service Agency, the Public Order Agency (Satpol PP), Vocational Training Centers (BLK), and non-governmental organizations (NGOs)—remains limited. Additionally, the absence of post-rehabilitation mechanisms has led many former beggar to return to the streets once rehabilitation programs end (Heryati & Dananjaya, 2025).

This is based also on the response of community social workers, who stated that many homeless peoples and beggar return to the streets because the efforts undertaken have not been sustainable. Insufficient guarantees, limited access to employment, inadequate psychosocial support, and the lack of continuous mentorship highlight the critical importance of synergy in resolving challenges.

Moreover, these findings align with the study by Tasruddin (2015), which underscores

the necessity of a collaborative approach within the framework of “New Public Service”, where state actors work inclusively with civil society to tackle social issues. When such collaboration is neglected, the policies addressing homeless and beggar in Bandung City become sectoral, fragmented, and unable to respond comprehensively to the multidimensional nature of the problem—encompassing social, economic, and psychological dimensions.

4. The Role of Family and Community in Policy Remains Insufficiently Integrated

The phenomenon of homeless and beggar is not merely an individual issue; it is closely linked to dysfunctional family conditions and social environments. Nevertheless, most policies remain individually focused and fail to actively engage families and communities. Findings from interviews with community social workers indicate that the emergence of homeless and beggar often stems from underlying familial issues. Therefore, addressing these familial problems may serve as a strategic entry point for mitigating homeless and beggar in urban settings

This assertion is supported by research conducted by Yusrizal & Asmara (2020), which indicates that family-based policy approaches are more effective in reducing the incidence of homeless and beggar, as they target root household-level issues such as conflict, neglect, and cultural poverty. Saptandari et al. (2022) also emphasize that parenting education, financial literacy, and strengthening intra-family relationships constitute foundational elements of sustainable efforts, including the formulation of inclusive and enduring public policies.

Moreover, when families are empowered to serve as primary support systems for homeless peoples and beggar, the rehabilitation process becomes stronger and more long-term. Lessons from the Housing First model in Finland, as proposed by Tsemberis (2010), demonstrate that integrating housing interventions, social services, and family involvement can significantly reduce homeless and extreme poverty. However, in Bandung City, family-based interventions have yet to become a central approach across prevention, rehabilitation, and empowerment stages. This gap is a critical focal point for public policy evaluation toward the realization of inclusive and collaborative policy.

CONCLUSION & RECOMMENDATION

In conclusion, the persistence of homeless and beggar in Bandung City reflects a complex policy-implementation gap where regulatory frameworks, such as Regional Regulation No. 4 of 2020 and subsequent mayoral regulations, have not translated into substantive improvements for vulnerable populations. The reliance on street-centered interventions, coupled with administrative barriers, limited cross-sectoral synergy, and the marginalization of family and community roles, has rendered current strategies largely normative and unsustainable.

While policy documents emphasize social justice, empowerment, and participation, in practice they remain focused on short-term control measures and administrative outputs rather than long-term social impact. Addressing these shortcomings requires a paradigm shift toward integrated, empowerment-based approaches that combine structural solutions, cross-agency collaboration, and family-centered interventions, ensuring that public

policies not only reduce the visibility of homeless and beggar but also promote dignified, sustainable social transformation.

Moreover, interventions that focus solely on individuals while neglecting the familial and social contexts tend to yield short-term solutions. Therefore, a more inclusive and collaborative policy approach is needed—one that involves multiple sectors, institutions, and family participation, without overlooking the potential of homeless peoples and beggar themselves. Accordingly, this study proposes three policy recommendations:

1. ***Family-Centered Intervention Program*** – This scheme involves the families of homeless peoples and beggar in the process of social rehabilitation, coaching, and empowerment. In collaboration with the Social Service Agency, the Office of Cooperatives and SMEs, PKK (Family Welfare Movement), and social workers, the program consists of training in social skills, household-based entrepreneurship, financial literacy, and facilitation of micro-family businesses such as the “Family Convenience Store.” Capital support is provided through the regional budget (APBD), grants, and local CSR funds, with technical assistance from relevant stakeholders.
2. ***Skills Training Program Based on Interests and Potential at Vocational Training Centers (BLK)*** – This recommendation is implemented through a collaborative scheme between the Social Service Agency and the Department of Manpower, which organizes vocational training tailored to individual assessments at BLK facilities, including the Mobile BLK initiative. The program engages the business community, private training

institutions (LPK), and the Chamber of Commerce and Industry (KADIN) to support job placement and micro-entrepreneurship incubation. Its primary focus is to deliver practical skills accompanied by production tool support and post-training job facilitation.

3. **Cross-Sector Task Force and Integrated Shelter** – The final option involves a homeless and beggar response model led by a Cross-Sector Task Force (SLS), composed of Satpol PP, BLK, the Health Office, the Communication and Information Office, and partner NGOs. The task force is also responsible for managing an integrated shelter that serves as a hub for rehabilitation services, basic training, and family reintegration, with the goal of empowering homeless and beggar.

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