Cutting off beggars spread in Medan

Husni Thamrin¹ and Fajar Utama Ritonga²

¹ Vice Dean for Academic and Student Affair of Faculty of Social and Political Science. Universitas Sumatera Utara, Medan, Indonesia, Jl. Dr. Sofyan No. 1 Kampus USU Medan 20155
² Social Welfare Department, Faculty of Social and Political Science. Universitas Sumatera Utara, Medan, Indonesia, Jl. Dr. Sofyan No. 1 Kampus USU Medan 20155

E-mail: pungkut@usu.ac.id

Abstract. Beggars as a problem in urban areas has never been really solved, both by the government and civil societies. Government and civil societies only focus on the downstream, not the upstream or the root of the problem. The government has been concentrating their efforts on lawmaking which restrict beggars and vagabonds in urban areas, crack them down by apprehending and rehabilitating these people. In the meantime, civil societies and non governmental organizations (NGOs) have been paying more attention on socioeconomic empowerment with institutional and non-institutional system. If the root of the problem is not touched upon, beggars influx will always be there: this group will keep coming to urban areas, especially near to religious holidays. Institutions which have never been touched upon by the government and NGOs, the ones who bring about beggars and vagabonds, in this research are called “the beggar home production”.

1. Introduction

The ‘Sprawl’ (gepeng) is also part of the phenomenon in a society that can not be separated from the reality of people’s lives. The regulation of the poors and the waif is generally written in Article 34 (1) of the 1945 Constitution (UUD 1945) specifies that: ”the poor and waif who kept by State”

Based on the article, it is stated that a country or a state is to look after the poor and waif. As the implementation of Article 34 (1) of the 1945 CONSTITUTION subsequently issued the Regulations Number 13 Year 2011 about the handling of the poor in the General provisions of this Act. The poors are people who absolutely have no source of livelihood and/or have a source of livelihood but do not have the ability to meet the basic needs of decent life for himself and/or his family. The poors are lack of well-being so that they need social protection.

From the data of the Department of Social Welfare of North Sumatera, the overall number of North Sumatra’s Sprawls are 4,181 people. The population of Sprawl in Medan is the second biggest, i.e. as much as 1,023 people. The national population of the Homeless and the Beggars has been visibly up and down according to Information and Data Centers (Pusdatin) Social Ministry these five year; since 2007 in the amount of 61,090 and in 2011 in the amount of 194,908; there is a rise of 17%.

The Data from the Department of social welfare of North Sumatra, was recorded as much as 2,500 people beggars who are in Medan, While the number of homeless is as much 1,676 people. The cause of the large number of homeless and beggars in big cities is especially not only because of the lack of
available jobs, but also the absence of willing to try and have this lack of skills, and in fact many of us see the bums who are still able to survive in the sense of trying, like, anything important could eat [1].

In dealing with the disabled, social welfare Problem (PMKS), Vagrant and Beggar, Medan took out the Policies regarding to beggars in Medan and its restrictions that have been established since 2003, namely Regulations No. 6 of 2003 concerning the prohibition of Bums And Beggars in Medan. But in reality, Medan has the largest number of homeless compared to 33 counties or cities in North Sumatra. An increasing number of Sprawl year by year can be seen in the last five years and become a very quaint trend that must be faced by Medan. The Predefined policies should have a continuation in the real implementation of the reduction of number of homeless and beggars [3].

The condition indicates that the existence of Tramp and beggar (sprawl) in urban areas are very disturbing society. Apart from disturbing society on the highway, they also damage the beauty of the city. And not a few criminal cases are committed by them, such as pickpocketing, burgling, and even more. It's been like Medan has a solution to break the current tramps and beggars operating in Medan [2].

2. Method

The research Approach will be used in a combination of quantitative and qualitative approaches. The technique of data collection conducted in this study are as follows: in -depth Interviews of selected research informants against correspond research interests. Interviews in this study was conducted with a structured and in-depth information is used to collect information about programs that are applied to the system of nursing and non-nursing in handling the PMKS Bums and Beggars (SPRAWL), factors that affect a person/groups of people became Homeless and Beggars (SPRAWL), factors that affect a person/groups of people returned to the streets "in action" being SQUASHED [4].

The process of data analysis activities in the research starting with the collection of data from a data source in the form of individual in-depth interviews, questionnaires, group interview technique Participatory Action Research (PAR) , as well as observation and documentation. Data that has been collected the read to learn, good data dipilah-pilah verbal or non verbal to classified data by categories, so finding the patterns that correspond to this research. For clarity of the pictures is seen can be 1:

![Figure 1. Process Data Analysis](image)

3. Results and Discussions

3.1. The factors that affect a person/groups of people became Homeless and Beggars in Medan

Based on the results of research it is known that the factors that affect a person/groups of people become Homeless and Beggars in Medan are due to the following:

a. Internal Factors

Internal factors are factors that affect a person/groups of people based on a boost from within her to choose life vagrancy and work as beggars. The internal factor is the urge in the individual/groups of people that affect the person doing the Act of violation either written or unwritten rules (norms, values, culture, believed to be the truth by people a lot).

The Government has published the local regulation of Medan No. 6 in 2003 concerning the prohibition of begging, vagrancy, street children live and sluttish. It is Government-issued policy city of Medan to handle social welfare Problems (PMKS) in Medan by conducting raids for referred PMKS and submitted to Social Workhouses of Pungai Sejahtera Binjai to do construction and rehabilitation. Whereas the rules, norms, values in public life that are considered by a large part of the community of
Medan that the life of vagrancy and work as beggar is an activity that is not good so it violates the norms, values, rules of grammar of the life of the community.

Based on the results of the study known to internal factors that affect a person/groups of people to a life of vagrancy and work as beggars in Medan as follows:

1. The loss of social function so as to cause a loss of shyness became homeless and beggars;
2. Being Comfortable become Beggars and vagrancy life;
3. Low level of education and skills possessed;
4. The missing social functions so that they are not ashamed to live vagrancy and work as beggars is one of internal factors which give contribution to the emergence of Bums and Beggars in Medan. A shame because of life vagrancy and work as beggars were gone and they feel they enjoy life and work as beggars where the work violates the written rules (according to Local regulation in Medan number 6 Year 2003) and unwritten rules (rules, norms, values in many societies) that assume the life of vagrancy and work as beggars is a job that is not good, a lowly job, and not worth doing someone in person who is still healthy or do not have physical disabilities. Based on the results of the study also noted that not all beggars who are in Medan live vagrancy (as vagrant) most of them have a home or a decent place to live.

A sense of comfort into beggars and live vagrancy is one of internal factors a person/group become a beggar and live vagrancy. The sense of comfort is a strong stimulus to make the choice of the respondents became beggars and live vagrancy. Beginning with the loss of social function that a person does not feel embarrassed to work as beggars and live in vagrancy then it becomes an inherent sense of comfort to work as and live in vagrancy. According to personality psychology (Sigmund Freud) says that the subconscious drives as the catalyst of that influence a person's behavior, thus it also apply to Tramp and Beggar whose behavior is driven by the subconscious so they do not recognize that such behaviour runs counter to the norm and value of the rules in both written and unwritten. Thus the Tramp and Beggar does not feel guilty of being in vagrancy life and work as beggars. They make the work and lives of beggars vagrancy feel like they work "normal" like other human beings.

b. External Factors

External factors are factors that are beyond individual PMKS SPRAWL that cause a person/groups of people become Homeless and Beggars in Medan, external factors become a strong influence to make someone be sprawl due to its dominating influence of compounded external and internal factors as has been mentioned above. External factors are capable of influencing the more dominant to others, according to the theory of Psychology behavioral by Ivan Pavlop, B. F Skiner and others who said that the environment provides a great influence in determining the person’s behavior. The results of this study indicate the magnitude of the influence of external factors or influences that affect the neighborhood of a person/group to be Bums and Beggars in Medan.

The results showed that the external factors that affect a person/groups of people become Homeless and Beggars in Medan are as follows:

1. The magnitude of Medan attraction led to urbanization and the lack of jobs and income in the region of origin.
2. The Insistence Of Economy;
3. Solicitation/inducement of others to be beggars;
4. The magnitude of the earnings results from begging;
5. Environment (housing) that no matter if members of the community there are working to become beggars and live in vagrancy
6. The family do not matter if members of the public there that work as beggars and vagrancy life.

External factors that affect a person/group to be Bums and Beggars in Medan, one of which is the magnitude of the Medan City attraction led to urbanization and the lack of jobs and income in the region of origin. This led to the urbanization of the villagers to seek their works in Medan. If those who do prepare themselves well for urbanization such as by education and skills is certainly not a problem because it is required by the job market in Medan, but the problem when many villagers who did the urbanization without preparing the “capital” to seek their fortunes such as the required skills, education, job market in Medan.

Beggars and bums in Medan by themselves are dominated by entrants from outside the region. As many as 51% of the respondents in this study is that SPRAWL commuting from outside area of Medan. The supposition that Medan is central to the economy of the island of Sumatra has become the attraction
towards migrants. In addition to the population density of activity become one of the reasons why they (the SPRAWL) choose the terrain as their goal. The appeal of Medan as a Metropolitan City and a lack of job/income in their regions of origin makes a lot of people come to seek their fortune in Medan, they are successfully struggling in Medan to live with viable and do not violate the rules of written and unwritten one, while those who compete of course will be a "social problem" for the people and the Government of Medan due to have broken the rules. The most astonishing Thing is that the data research results indicates that before becoming a SPRAWL, they have jobs that are run by society generally. Before becoming Homeless and Beggars (SPRAWL), their previous work are mostly students as much as 36%, self-employed as much as 25%, and labour and the miscellaneous as much as 13%. Based on these data also noted that the respondent's Bums and Beggars (SPRAWL) in this study are generally children and teenagers who was as students, but because one thing they decided to work as Beggars and vagrancy life. Likewise with respondents who had previously had an entrepreneurial job says, his business went bankrupt and there are offers to work become "actors" (beggar) with a great income and quite promising so they decided to work as beggars and vagrancy life. There is also a part of choosing business went bankrupt and there are offers to work become "actors" (beggar) with a great income and vagrant life. Likewise with respondents who had previously had an entrepreneurial job says, his children and teenagers who was as students, but because one thing they decided to work as Beggars and these data also noted that the respondent’s Bums and Beggars (SPRAWL) in this study are generally children and teenagers who was as students, but because one thing they decided to work as Beggars and vagrans. The urge of economic factors is a continuation for the failure of "urbanization" performed the villagers causing "social problems" in the city Field i.e. Vagrant and Beggar. The insistance of the economy inevitably demanded them to meet the needs of daily life during his stay in Medan, while to return to their village they feel shame. The work as a beggar becomes a reasonable option and promising that some families live as beggars in Medan. By working together they assess that the income they get enough for them to “survive” and often earning larger if compared with other jobs. The study also found not much. Economic factors that are difficult and the magnitude of the income into "actors"/pengemis makes part the respondent leave the job and decided to become a beggar.

Based on the results of the study also note the existence of the solicitation of others to work as beggars. As an organization that was compiled and designed well, the assembled call seems a magnet from the helplessness of people who compete in “pitted the fate” in Medan, absence of educational skills, which can be used to get the earnings utilized by persons-persons who are not liable to invite and “organizing” them to begging. From the observations of the researchers’ found every morning in the intersection way of Jamin Ginting (3 posts) at the traffic light of JL. HM. Yamin, JL. Abdul Haris Nasution, in front of Carrefour and various other strategic locations of anyone organizing (dropping off morning and afternoon pick up) beggars to work in strategic locations. Usually the person send the beggar away by pedicab, pick-up car (car open backs) to do their work and then, at late afternoon pick them up at a location agreed. Pick-up is usually done at the point of delivery in the morning and at other locations. Researchers suspected this is done to trick the police so that the location of the points of delivery and pick-up is still unknown and does not do raids. The magnitude of the revenue from being beggars become boosters from working as PMKS beggar so far in Medan, based on the results of the research, it is known that a minimum daily income of beggars reached Rp. 100,000 net, and already issued charge other needs such as eating, drinking, smoking, and other necessities. It is also known from the research that they deposit money to the people who deliver and pick them up so that these activities can be mutualisme symbiosis between people because of beggars who get shuttle facilities, so that the activities of begging can be encountered every day in strategic locations such as intersection traffic light that many riders or impassable road users, mall or market, and not a few who often come to the homes of residents in Medan with a proposal or read out the verses of the Holy quran as “merchandise” they are begging.

According the Government of Medan through Local Regulation Number 6 Year 2003 concerning the prohibition of begging, vagrancy, and prostitute hanging around in Medan was not impacted much in reducing number of bums, beggars, vagrant children, homeless troubadours that are considered to disrupt the serenity, discipline and beauty of the capital. Service and capturing system and the rehab which carried by units of the police and social rehabilitation UNIT in UPTD Pungai Sejahtera in reducing and eliminating the SPRAWL is not effective. The social function of the SPRAWLS (PMKS) does not become normal again and economic empowerment through training dan outreach does not have an impact on the economic life of SPRAWLS (PMKS) [7].
3.2. Attempt to cut off the current Tramp and Beggar in Medan

Based on the above results, to restore social functions beggars and bums empowers its economy after exit from the workhouses as well as NGO/NGO. The first step that needs to be undertaken stakeholder is issue the policies to provide legal sanction for persons or persons who facilitate the beggar in Medan. Because all this time they escaped the attention of stakeholders and the ones that are always captured in raids is PMKS SPRAWL, street children, WTS etc. It Should have required a new policy by the efforts of the law to provide criminal sanctions for the people who organized the PMKS SPRAWL, because their activities is not only to perpetuate the activities of begging, but also there are criminal elements trafficking that is taking such individual advantage and facilitating the activities of others as beggars. The existence of laws that regulate such matters can cut off the distribution chain of SPRAWL or beggars in Medan, because of the massive call from the person or persons who facilitate that is huge to the communities that exist in areas outside of Medan to work as beggars.

Seeing the country’s capital, DKI Jakarta has issued the ban and sanctions for people who give money or aid to the beggar. The prohibition is found the anticipation rise of bums, beggars, street children in the capital. DKI Jakarta Local Regulation No. 8 Year 2007, this regulation give sanctions in criminal with fine and/or jail for people to give money to beggars. The provincial Government of DKI’s breakthrough of course experienced pros and cons from community, parsons, academics and others. However, looking at the condition of the current city of Jakarta could not be said to be free of Homeless, beggars, street children, a Prostitute and the other being of PMKS social issues as the impact of uneven development in the capital with other areas.

Chain of distribution of the beggar to the capital is uninterrupted because there are still people or groups of people who recruit to work as beggars in the capital city, while not exactly a given social welfare service from Government of the Ministry of the social through implementing UPTD, technically and there are still many programs empowered by NGOs/NGO which is not effective in restoring social functions and economic empowerment PMKS, particularly the beggars. Awarding penalties or criminal sanctions to those groups/people who organized other people to become beggars need to be considered and conducted by stakeholder as city policies implementator. By cutting off chain and providing sanctions for the person because they make other people become beggars will hopefully break the chain of distribution of the beggar from other areas to Medan.

Looking at the reviews about external factors that make someone be sprawling, it is hard indeed to create a solution in the midst of such a complex problem of SPRAWL in Medan. Not to mention the involvement of many parties that causes the empowerment efforts both private as well as Government always deadlock. Among 25% of respondents claiming to have ever received social services of NGO/NGOS as well as government agencies, 80% of them choose to return to being sprawling out of the empowerment institution. Yet again the economic factor and the environment become strong driving forces so that they return to being sprawling.

SPRAWLS (PMKS)s that become clients of rehabilitation do not feel empowered, being built or restored the social function through programs of social welfare services provided by NGOs such as KKSP, PKPA Medan and UPTD Pungai Binjai. It can also be one of the factors is not effective and efficient of social welfare services programs in the social and economic functions to empower the SPRAWLS (PMKS) that are rehabilitated in UPTD Pungai Sejahtera Binjai.

The distribution chain to the beggars in Medan is not cut off because there are still people or groups of people who make them work as beggars in the Medan City, in addition to Ministry of social welfare government agencies that hasn’t given the exact community service through implementing UPT, technically, and there are still many programs of empowerment by NGOs which are not effective in restoring social functions and economic empowerment PMKS particularly beggars. Awarding penalties or criminal sanctions to those groups/people who organized other people to become beggars need to be considered and conducted by stakeholder as city policies implementator as Medan. By cutting off chain and providing sanctions for the person because other people become beggars will hopefully break the chain of distribution of the beggar from other areas to Medan.

In addition the program of re-function of social and economic empowerment of the social Ministry conducted through social UPTD Pungai Sejahtera Binjai and NGOs that focuses on empowerment of communities such as Urban social work Commission (KKSP) Medan and child protection study center.
Medan need to consider aspects other than the courses conducted during these events, such as religious counseling skills by providing venture capital, and conduct monitoring and evaluation to the client (small-scale) after their exit from the social Workhouses and NGO. This is due to the programmes does not impact to the repayment of the social and economic empowerment functions of SPRAWL.

Environmental factors became one of the factors that cause a person/group of people became homeless and beggars in Medan. The Environment in this research are the neighbors, family, husband/wife, kids that also work as beggar which is a factor one becomes homeless and beggars. Note that not all beggars will have brought his family to participate become beggars or vagrancy life, however there are respondents who took the child or husband/wife to work as beggars. The family was supposed to be a refugee and build the future of children, ranging from embedded values, rules both written and unwritten ones for the future. Thus if it has already inculcated in the family values, rules, written and unwritten norms then families will prevent or other family members to work as beggars.

Loss of control of the social environment of the communities dwelling place is also one of the factors a person/group of people become beggars and live in vagrancy, it can be seen from the results of research where 51% of the respondents replied that they ignore the environmental work that they undertake now. The respondent's place of residence environment has no matter if there are community members who are working as become beggars, a loss of social control of society causes the respondent indirectly perpetuate pekerjan became beggar is a good job (does not violate the norms, values, rules, community).

Social control is part of the local wisdom of our society that had been used and was instrumental in establishing and regulating the behavior of surrounding communities. The existence of social control can be a role model or a rule that should be mutually agreed and given a community sanctions for breaking. The activities of begging is certainly violating values, norms, rules for the general public, but due to the weakness of social control in urban community characterized by high attitude of no matter with others, perpetuate the activities of begging to become a mediocre job in community.

The existence of strong social control in society using the local wisdom of local people person/groups of people working to become a beggar will arise in the water taste, and surrounding communities also provide the attention and assistance that can empower their social and economic functions. So they are no longer a beggar on the streets. For example utilizing local organizations such as Community Help (STM), village public security Agencies (LKMD), midshipman, youth organizations, youth mosque, the State Agency of Amil Zakat Mosques, etc. By providing venture capital assistance, training and skills so that the burden of workhouses and NGOs in providing social welfare services can be reduced with active social control of society and prevent a person/groups of people working to become a beggar, vagrancy, street children, the prostitute and the other being the PMKS "social issues" surrounding communities [6].

Conclusions
Based on the results of research and discussion, as well as to answer questions in this research then the research conclusions are as follows:

1. Factors that affect a person/groups of people became Homeless and Beggars (sprawl) in Medan is divided into two: internal and external.
   a. The loss of social function so as to cause a loss of shyness became homeless and beggars;
   b. A sense of comfort into Beggars and live vagrancy;
   c. Low level of education and skills possessed

   External factors, namely:
   a. The magnitude of the Medan City attraction led to urbanization and the lack of jobs and income in the region of origin;
   b. Desakan Economy;
   c. Solicitation/inducement of others became beggars;
   d. The magnitude of the earnings results from begging;
   e. Environment (housing) that no matter if members of the community there are working to become beggars and vagrancy life;
   f. The Family no matter if members of the public there that work as beggars and vagrancy life.
2. The factors that cause a person/clogs p ok back to the streets and work as beggars in the City field is divided into two, namely internal and external.
   Internal factors are:
   a. No expertise, skill, and enough venture capital to survive after getting out of The Social UNIT for the prosperous Pungai Binjai and NGO KKSP and PKPA Medan city that provides services to homeless and beggars;
   b. A sense of comfort into a beggar than other jobs.
   External factors, namely:
   a. Solicitation of others to work as beggars and vagrancy life;
   b. The magnitude of the earnings from begging;
   c. Loss of control of the social community environment no matter to members of society who are working to become beggars.

3. Model of Social welfare service in handling social welfare of Bums and Beggars in Medan to develop the system and non system of nursing, namely: 1) issue a policy in the form of rules of Medan to deliver criminal fines and sanctions for the community who give money to beggars in Medan as well as provide sanctions fines/criminal to the person/groups of people that are organizing others to work as beggars in Medan; 2) enable the role of community-based social welfare (WKBSM) as a social control of society by applying local wisdom in Medan; 3) Invite businesses and Department of Trade and Industry to supply PMKS into the world of work and to transmit the works of the PMKS assisted by UPTD PUNGAI Sejahtera Binjai as well as NGOs that focus on administering social welfare services through empowerment programs; 4) conduct monitoring and evaluation via the mentoring to Sprawls (PMKS) that has come out of the UPTD Pungai Sejahtea Binjai as well as NGOS/NGO Medan city in order not to return to street.

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