

## Implementation of Bone Regency Regional Regulation Number 13 of 2016 on Public Order and Community Peace in Controlling Beggars

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### Abstract

*The presence of beggars in public spaces poses a persistent challenge to social order in many Indonesian regencies, including Bone Regency. This study examines the implementation of Bone Regency Regional Regulation Number 13 of 2016 on Public Order and Community Peace, with a focus on enforcing provisions related to begging. The study pursues two objectives: to analyze how the Civil Service Police Unit (Satpol PP) implements this regulation in controlling beggars, and to identify the inhibiting factors that hinder effective implementation. An empirical legal approach is adopted, combining normative-juridical and empirical juridical methods. Data were gathered through field observations, semi-structured interviews with Satpol PP officers, Dinas Sosial social workers, and community members, as well as documentary analysis of relevant laws and regulations. The findings indicate that Satpol PP has performed its duties in accordance with the Standard Operating Procedures (SOP) established under Bone Regent Regulation Number 11 of 2022, encompassing routine patrols, early detection activities, public complaint intake, direct enforcement, and coordination with Dinas Sosial for the repatriation and reunification of beggars. Sanctions are applied in a non-judicial, humanistic manner primarily through written statements and formal warnings before escalating to a maximum fine of IDR 1,000,000 for repeat offenders. Nevertheless, implementation remains suboptimal owing to five structural inhibiting factors: inadequate rehabilitation facilities and budget constraints; the influx of beggars from outside Bone Regency; entrenched structural poverty; low community participation driven by a culture of sympathy toward beggars; and the increasingly diverse and modern methods employed by beggars, including sticker selling, fraudulent donation collection, and street performing. These findings underscore the need for a comprehensive, multi stakeholder approach that addresses the root causes of poverty rather than relying solely on punitive enforcement.*

**Keywords:** Implementation; regional regulation; public order; community peace; beggars

### Abstrak

*Kehadiran pengemis di ruang publik merupakan tantangan yang persisten terhadap ketertiban sosial di berbagai daerah di Indonesia, termasuk Kabupaten Bone. Penelitian ini mengkaji implementasi Peraturan Daerah Kabupaten Bone Nomor 13 Tahun 2016 tentang Ketertiban Umum dan Ketentraman Masyarakat, dengan fokus pada penegakan ketentuan terkait penertiban pengemis. Penelitian ini bertujuan untuk menganalisis mekanisme implementasi yang dijalankan oleh Satuan Polisi Pamong Praja (Satpol PP) serta mengidentifikasi faktor-faktor penghambat efektivitasnya. Penelitian ini menggunakan pendekatan yuridis empiris dengan metode pengumpulan data melalui observasi lapangan, wawancara semi terstruktur dengan aparat Satpol PP, pekerja sosial Dinas Sosial, dan masyarakat, serta analisis dokumen regulasi yang relevan. Hasil penelitian menunjukkan bahwa Satpol PP Kabupaten Bone telah menjalankan tugasnya sesuai Standar Operasional Prosedur (SOP) sebagaimana diatur dalam Peraturan Bupati Bone Nomor 11 Tahun 2022, mencakup patroli rutin, deteksi dini, penerimaan laporan pengaduan masyarakat, penertiban langsung, dan koordinasi dengan Dinas Sosial. Penerapan sanksi bersifat non yustisial dengan mengedepankan pendekatan humanis berupa surat pernyataan dan teguran, sebelum dijatuhkan denda maksimal Rp 1.000.000,00 bagi pelanggar berulang. Namun demikian, implementasi belum berjalan optimal akibat lima faktor penghambat utama: keterbatasan fasilitas rehabilitasi dan anggaran; masuknya pengemis dari luar wilayah Kabupaten Bone; kemiskinan struktural; rendahnya partisipasi masyarakat akibat budaya kasihan; dan keberagaman metode pengemis yang terus berkembang, termasuk penjualan stiker,*

*penggalangan sumbangan fiktif, dan pengamen. Temuan ini menegaskan perlunya pendekatan komprehensif yang melibatkan berbagai pemangku kepentingan untuk mengatasi akar permasalahan kemiskinan, bukan semata-mata penegakan sanksi.*

**Kata Kunci:** Implementasi; peraturan daerah; ketertiban umum; ketentraman masyarakat; pengemis

## Introduction

The rule of law, as mandated by Article 1(3) of the 1945 Constitution of the Republic of Indonesia, places law as the principal foundation for social and governmental life. One logical consequence of this principle is the government's obligation to guarantee public order and community peace as a prerequisite for social welfare (Supena, 2023).

Regional autonomy, recognized under Article 18(6) of the 1945 Constitution, grants local governments the authority to enact regional regulations to administer local affairs. In this context, regional regulations serve as strategic policy instruments that guide the exercise of regional autonomy while protecting local community interests (Siallagan & Siregar, 2023). The effectiveness of regional regulations depends heavily on the quality of their field implementation, which involves government apparatuses, community participation, and the availability of supporting resources.

One persistent social problem that consistently disrupts public order across Indonesia is the presence of beggars in public spaces. This phenomenon not only reflects economic inequality but is also associated with weak coordination of social policy among stakeholders (Rahmadanita, 2019). Government Regulation Number 31 of 1980 on the Control of Vagrants and Beggars defines beggars as individuals who obtain income by soliciting from the public in various ways and for various reasons.

Bone Regency, a strategically located area on the eastern coast of South Sulawesi Province with a population of 827,400 people based on 2025 data from the Bone Regency Central Bureau of Statistics (BPS), faces a similar challenge. Preliminary observations for this study identified beggar activity at several strategic locations, including the Mappanyukki Statue Intersection, Jalan Ahmad Yani, and Jalan Jenderal Sudirman. Furthermore, the modus operandi of beggars has grown increasingly diverse, ranging from street performing and sticker selling to fraudulent donation collection in the name of charitable foundations.

In response to this issue, the Bone Regency Regional Government enacted Bone Regency Regional Regulation Number 13 of 2016 on Public Order and Community Peace. Article 29(1) of this regulation explicitly prohibits begging activities on roads, in markets, in public vehicles, in residential areas, in hospitals, schools, offices, houses of worship, and other public places. Violations are subject to a maximum fine of IDR 1,000,000 (one million rupiah). As the regional apparatus responsible for enforcing regional regulations, the Civil Service Police Unit (Satuan Polisi Pamong Praja / Satpol PP) bears the obligation to implement these provisions.

However, field evidence indicates that beggar activity in Bone Regency continues despite routine enforcement operations. On 10 April 2023, Bone Regency Satpol PP apprehended eight clown costumed beggars operating at traffic intersections, most of whom originated from Pangkep Regency (Kabarbonate.com, 2023). This situation suggests that the implementation of existing regulations has not

been fully effective, thereby necessitating a thorough academic examination of its implementation dynamics.

Previous research by Suharyana et al. (2022) on the implementation of vagrancy and begging control policies by The Civil Service Police Unit (Satpol PP) in Badung Regency found that enforcement effectiveness is strongly influenced by budget availability, cross institutional coordination, and the level of public awareness. Meanwhile, Pontoh and Amelia (2022), in their study of Palu City, concluded that an enforcement only approach without a comprehensive rehabilitation program is incapable of resolving begging problems permanently. The present study complements the existing literature by providing a case study of Bone Regency, which has distinct sociodemographic characteristics and regulatory challenges.

Based on the foregoing background, this study aims to: (1) analyze the implementation mechanism of Bone Regency Regional Regulation Number 13 of 2016 on Public Order and Community Peace in controlling beggars; and (2) identify and analyze the inhibiting factors that impede the effective implementation of this regulation. The findings are expected to contribute to the development of more comprehensive and sustainable beggar control policies, as well as to advance theoretical understanding of local regulatory policy implementation.

## **Methods**

This study employs an empirical legal approach, which examines the implementation of legal norms directly in the field while considering actual social conditions (Soekanto & Mamudji, 2001). This approach was selected because the study focuses on how legal provisions specifically Bone Regency Regional Regulation Number 13 of 2016 are applied in practice by the Bone Regency Civil Service Police Unit.

The research design is descriptive qualitative, aimed at describing and analyzing the phenomenon of beggar-control policy implementation in depth and contextually. Primary legal materials include: the 1945 Constitution of the Republic of Indonesia; Government Regulation Number 31 of 1980 on the Control of Vagrants and Beggars; Bone Regency Regional Regulation Number 13 of 2016 on Public Order and Community Peace; Bone Regent Regulation Number 11 of 2022 on Standard Operating Procedures for the Bone Regency Civil Service Police Unit; and Bone Regent Regulation Number 21 of 2023 on the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Civil Service Police Unit. Secondary legal materials consist of academic literature, including books, journal articles, theses, and other scientific writings relevant to the topics of regional regulation implementation and beggar management.

Primary data were collected through three techniques. First, field observation was conducted at strategic locations in Bone Regency identified as beggar congregation points, as well as at the Satpol PP Office and the Dinas Sosial Office of Bone Regency. Second, semi-structured interviews were conducted with key informants selected through purposive sampling. Third, documentary analysis of relevant regulations, SOPs, and institutional reports was performed. The collected data were analyzed using the interactive analysis model of Miles and Huberman

(2014), which comprises four stages: (1) data collection; (2) data reduction through selecting, simplifying, and focusing relevant information; (3) data display in the form of descriptive narratives and analytical matrices; and (4) drawing and verifying conclusions. Data validity was ensured through source triangulation, cross-checking data from interviews, observations, and documentation to confirm the consistency of findings.

## Results and Discussion

### 1. Implementation of Bone Regency Regional Regulation Number 13 of 2016 in Controlling Beggars

Bone Regency Regional Regulation Number 13 of 2016 on Public Order and Community Peace constitutes the primary legal foundation for beggar-control efforts in Bone Regency. Article 29(1) explicitly prohibits any individual from engaging in begging activities in public spaces, and further prohibits the exploitation of children as beggars or street performers. Article 35, in turn, obligates the regional government to carry out enforcement and guidance activities targeting homeless individuals, street children, vagrants, and beggars.

Within the framework of policy implementation theory, George Edward III (1980) identifies four critical variables that influence the success of policy implementation: communication, resources, disposition, and bureaucratic structure. Drawing on this theoretical framework, the findings of the present study are analyzed to assess the extent to which the implementation of Regional Regulation No. 13 of 2016 has been effective.

#### *a. Beggar Control Mechanism by Bone Regency Satpol PP*

Bone Regency Satpol PP has established a structured enforcement mechanism based on Bone Regent Regulation Number 11 of 2022 on the Standard Operating Procedures (SOP). This mechanism encompasses four principal stages. The first stage is Monitoring and Early Detection. Members of Satpol PP from the Supervision Section routinely conduct surveillance and spatial mapping of Bone Regency to identify the presence of beggars. Monitoring results are then reported to the operations commander for follow-up action. This is consistent with the statement of a key informant:

*"Currently, Satpol PP has an updated SOP. In enforcement operations, we use what is called early detection (intelligence), carried out by the Supervision Section. This unit monitors the Bone area, and upon identifying a violation, immediately files a report stating that a violation has occurred in that area." (Interview, March 2025)*

The second stage is Complaint and Report Reception. Bone Regency Satpol PP receives reports through two channels: public complaints (submitted via WhatsApp, Telegram, or direct telephone) and internal reports from Satpol PP personnel. This dual-reporting system enables a more rapid response to potential public-order disturbances.

The third stage is Direct Enforcement. Upon receiving a report, officers deploy to the field to apprehend beggars, record identification data, and obtain signed

statements. This process is carried out with a humanistic approach, as expressed by a Satpol PP officer:

*"Once a report comes in, we act immediately and go to the field. We then secure the individual, record their data, and prepare a written statement. We subsequently coordinate with Dinas Sosial to have them returned to their respective home areas."*  
(Interview, March 2025)

The fourth stage is Coordination with Relevant Agencies. Apprehended beggars are handed over to the Bone Regency Dinas Sosial (Social Services Agency) for further handling. For beggars who are residents of Bone Regency, a family reunification process is conducted, accompanied by a social assistance needs assessment. For beggars originating from outside Bone Regency, repatriation to their home areas is performed. This procedure is consistent with Article 36(2) of Bone Regency Regional Regulation Number 13 of 2016, which obliges the regional government to facilitate the return of beggars to their places of origin.

Sanctions against beggars in Bone Regency are applied in a graduated, non-judicial manner. The sanction mechanism comprises three stages. First, the offender signs a written statement agreeing to comply with the regulation within 15 days. Second, should the beggar repeat the violation, a fine of IDR 1,000,000 is imposed, as stipulated in Article 29(1) of Regional Regulation No. 13 of 2016. Third, if the offender fails to comply with the warning, the case is referred to the Civil Service Investigator (Penyidik Pegawai Negeri Sipil/PPNS) for processing in accordance with applicable legislation.

These findings demonstrate that Bone Regency Satpol PP prioritizes the principle of humanity in law enforcement. This approach is consistent with restorative justice theory, which emphasizes the restoration of social relationships over punitive measures alone (Braithwaite, 2002). Nevertheless, the absence of a consistent and measurable sanction mechanism risks undermining the deterrence effect of the existing regulation.

### ***b. Public Socialization and Community Guidance***

Bone Regency Satpol PP also carries out a community guidance function through its Community Guidance Division (Bimbingan Masyarakat/Binmas). Socialization activities are conducted through two channels: (1) a formal channel involving direct engagement with community members or legal entities identified as guidance targets; and (2) a non-formal channel comprising social media publications and door-to-door visits. Community guidance covers explanations of the prohibition on giving money to beggars in public spaces, along with encouragement to channel donations through officially registered institutions.

This ongoing socialization effort represents an effective form of policy-communication implementation. As argued by Jumadil et al. (2022), the effectiveness of public order and community peace enforcement by Satpol PP is heavily dependent on the intensity of socialization activities and the quality of communication between government apparatuses and the community.

## **2. Inhibiting Factors in Policy Implementation**

Although the implementation mechanism has been carried out in accordance with the established SOP, five structural factors inhibit the effectiveness of beggar-control enforcement in Bone Regency.

***a. Inadequate Rehabilitation Facilities***

The most fundamental inhibiting factor is the absence of adequate social rehabilitation facilities to accommodate beggars apprehended during enforcement operations. Without such facilities, apprehended beggars can only be provided with temporary guidance in the form of socialization sessions and warnings, before being released without any meaningful follow-up program.

Budget constraints are the root cause of this problem. Without sufficient budget allocation, a comprehensive rehabilitation program—encompassing vocational training and economic empowerment—cannot be realized. This finding is consistent with the conclusions of Suharyana et al. (2022), who identified fiscal resource limitations as the primary obstacle to the effectiveness of vagrancy and begging-control enforcement.

***b. Beggar Mobility from Outside the Region***

The research findings reveal that the majority of beggars apprehended in Bone Regency originate from outside the area, including Pangkep Regency, Pare-Pare City, Sidrap Regency, Gowa Regency, and even from West Nusa Tenggara and East Nusa Tenggara Provinces. This was evidenced by the April 2023 enforcement operation, which apprehended eight clown-costumed beggars from Pangkep Regency operating in an organized manner at traffic intersections.

This phenomenon indicates the existence of an organized inter-regional beggar mobility network. This situation exceeds the capacity of Bone Regency Satpol PP to resolve independently, thereby necessitating coordination and cooperation across local governments. As a strategically located transit area in eastern Indonesia, Bone Regency has become a potential destination for beggars from various regions; consequently, an enforcement approach based solely on administrative boundaries is insufficient.

***c. Structural Poverty***

Economic factors are the primary driver compelling individuals to choose begging as a survival strategy. An interview with the parent of a child beggar revealed the poverty conditions that led the child to voluntarily assist her mother in seeking income:

*"I did not tell my child to beg, but she wanted to do it herself. I had already forbidden her from begging, but she said, 'Mama, I want to help you earn money.' It was truly her own wish." (Interview, March 2025)*

The interview with the child beggar further confirmed this economic motivation: "Yes, I want to help my mother earn money." These findings affirm that begging is often a rational response to acute poverty rather than a mere lifestyle choice. Irwan et al. (2016) argue that begging as a form of work represents a social construction shaped by prolonged economic pressure and the absence of viable livelihood alternatives.

#### *d. Low Community Participation*

Sociocultural factors—particularly the culture of excessive sympathy (empathy overextension) among community members toward beggars constitute a significant impediment to enforcement effectiveness. An interview with visitors at Bajoe Port revealed the dilemma faced by the public:

*"I feel sorry for them and want to give a small donation that might help them. However, their presence is uncomfortable because they sometimes come back repeatedly to perform, even after they have already been given money." (Interview, March 2025)*

Conversely, street performers at Bajoe Port reported earning between IDR 400,000 and IDR 500,000 per day shared among three individuals making street performing an attractive source of income. The direct provision of money by the public to beggars and street performers reinforces dependency cycles and weakens enforcement efforts. This condition reflects low community participation in supporting policy implementation, identified by Tanggono et al. (2023) as one of the primary challenges in the formation of quality regional regulations.

#### *e. Diversity and Modernization of Begging Methods*

The increasingly diverse and adaptive evolution of begging methods presents a distinct challenge for law-enforcement officers. At least three modern methods have been identified in this study. First, sticker selling with voluntary payment. This practice exploits a legal loophole by simulating a commercial transaction when, in essence, it constitutes solicitation. Bone Regency Satpol PP has categorized this practice as a begging activity. Second, fraudulent donation collection in the name of foundations. This method involves the use of unlawfully obtained organizational authorization documents to deceive the public. Addressing this method requires investigative expertise and coordination with the agencies authorized to issue such permits. Third, coercive street performing. Despite the appearance of an artistic performance, some street performers employ social pressure tactics to extract payment from the public.

The diversity of these methods complicates the identification and categorization of violations and requires continuous adaptation of enforcement strategies. Diza (2023), in a study on the implementation of public-order regulations, found that the diversification of modern begging methods represents a challenge that has not been anticipated in regulatory design, thereby creating legal loopholes that perpetrators exploit.

### **3. Synthesis: Implementation Effectiveness and Policy Implications**

Based on the foregoing analysis, the implementation of Bone Regency Regional Regulation Number 13 of 2016 in controlling beggars has been procedurally consistent with the established mechanisms. However, its substantive effectiveness remains limited because the five inhibiting factors are structural in nature and mutually reinforcing; partial remediation will therefore fail to produce significant or sustainable change.

Drawing on the policy implementation theory of Ripley and Franklin (1986), successful implementation is measured not only by procedural compliance but also by the achievement of intended outcomes—in this case, a significant and sustained

reduction in the number of beggars. In this regard, Bone Regency remains at the compliance stage without having attained optimal policy outcomes.

The following policy implications are recommended: dedicated budget allocation for the construction of social rehabilitation facilities for beggars; establishment of a cross-regional coordination forum to address inter-regional beggar mobility; integration of economic empowerment and vocational training programs into beggar-management efforts; comprehensive public education campaigns on the negative consequences of giving money directly to beggars; and revision or strengthening of the Regional Regulation to accommodate modern begging methods not yet covered by existing provisions.

## **Conclusion**

This study yields two principal conclusions. First, Bone Regency Civil Service Police Unit (Satpol PP) has implemented Bone Regency Regional Regulation Number 13 of 2016 on Public Order and Community Peace in controlling beggars through a structured mechanism that encompasses monitoring and early detection, complaint and report reception, direct enforcement with a humanistic approach, and coordination with Dinas Sosial for the reunification and repatriation of beggars. Sanctions are applied in a graduated and non-judicial manner, prioritizing community guidance and prevention through socialization activities conducted via social media and direct community outreach.

Second, five structural factors inhibit the effectiveness of this policy implementation: limited social rehabilitation facilities resulting from budget constraints; the organized and cross-regional mobility of beggars from outside Bone Regency; structural poverty that drives individuals and families to adopt begging as a survival strategy; low community participation driven by a culture of sympathy that indirectly perpetuates beggar dependency cycles; and the increasing diversity and modernization of begging methods that exceed the scope of existing regulations.

The findings of this study affirm that the beggar problem cannot be resolved solely through an enforcement approach. Rather, a comprehensive strategy is required that integrates law enforcement, social rehabilitation, economic empowerment, community education, and cross governmental coordination. This study recommends that the Bone Regency Government revise and strengthen existing regulations, enhance the institutional capacity of the Civil Service Police Unit and the Department of Social Affairs, and develop sustainable economic empowerment programs for vulnerable groups as a long term solution

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