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Problems of the Exploitation Policy of Children of Street Beggars In Medan City

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Abstract. The legal umbrella for handling street beggars in Medan City is Regional Regulation No. 6 of 2003 concerning the Prohibition of Vagrant and Begging and Immoral Practices in Medan City. With this legal umbrella, the actors in carrying out their duties are protected by the rule of law. The problems in this study are, how to solve policy problems after the implementation process is carried out, what are the obstacles to evaluating policies in the field of exploitation of street beggars. To obtain the data used descriptive qualitative research methods, in-depth interview research techniques, observation, and document study. The research informants consisted of the Head of the Medan City Social Service, the Head of the Social Rehabilitation Division, the Satpol PP personnel, and the children of street beggars. Based on the research, the problem of exploitation of street beggars in Medan City from year to year has not shown the right solution, the number of exploited children and the variety of begging activities tends to be more diverse. Obstacles in evaluating Perda Number 6 of 2003, mainly because the holders of political and public positions in Medan City, do not have the seriousness to implement it. Until 18 years old, the regulation did not have much positive effect in solving the problem of child exploitation of street beggars. The conclusion is, the settlement of the problem of exploitation of street beggar children by the Medan City Government through the Medan City Social Service has not shown a bright spot. Obstacles to evaluating Regional Regulation No. 6 of 2003 concerning the Prohibition of vagrants and begging as well as immoral practices in Medan City, especially the lack of seriousness of the Medan City Government to implement it, seem limited to a formality. Suggestions are the need for cooperation in handling the exploitation of street beggar children such as Deli Serdang Regency, Binjai City, Langkat Regency. For perpetrators of child exploitation, they should be subject to criminal sanctions and heavy fines, because the impact is very large on the mental development and future of the child.

INTRODUCTION

The problem of exploitation of street beggars is almost comprehensive in Indonesia, including in the city of Medan. The exploitation of street beggars includes, among others, using them to shine shoes, sell newspapers, sell packaged food and drinks, beg for mercy from others, and busking. Locations that are often used for begging activities are shopping centers, traffic light intersections and other crowded centers. In carrying out their begging actions, they often use coercion by bringing themselves closer to people who are the targets of begging, especially women, so that they feel compelled to give some money so that the street beggar's children quickly get away from them.

Based on data from the Ministry of Social Affairs of the Republic of Indonesia, the number of street beggars in Indonesia in 2019 [1] almost reached 4,100,000 children. This number has increased from year to year. That said, every time before the fasting month of Ramadan their numbers tend to increase by 60 percent. Likewise, every New Year their number will increase, although not as much as before the month of Ramadan.

The alleviation of the exploitation of street beggars in the city of Medan is carried out by issuing the Medan City Regional Regulation Number 6 of 2003 concerning the prohibition of homeless people and beggars as well as immoral practices in the city of Medan [2]. This means that the age of Regional Regulation Number 2003 in 2021 has reached 18 years. This is certainly a bad record for alleviating the exploitation of street beggar children, because the practice of exploiting street beggars is still easy to find in the city of Medan. The responsibility for handling the exploitation of street beggar children is certainly not only in the hands of the Medan City Government but also the responsibility of the state as mandated in the 1945 Constitution. Article 34 of the 1945 Constitution (Amendment IV) (2017) states, "The poor and neglected children are cared for by the state". Thus, the state has a direct responsibility for alleviating the problems of street beggar children, including for poverty alleviation through its institutions that have coordinated funds, the power and power to make policies in these fields such as the Ministry of Social Affairs, Provincial Social Service, District Social Service. Therefore, Regional Regulation Number 6 of 2023 concerning, Prohibition of homeless people and beggars as well as immoral practices in Medan City, as a legal umbrella in handling street beggars in Medan City is an urgent matter to be evaluated in accordance with the conditions currently facing the City of Medan. Based on the description above, the author feels interested in writing an article with the title, "The problem of the exploitation of street beggar children in the city of Medan

MATERIAL AND METHODS

This research was conducted from June 2020 to November 2021. The research location is in Medan City, North Sumatra Province. The selection of research locations was based on the consideration that Medan City continues to experience problems handling street beggar children, their number is increasing every day so they need special handling. This research is a qualitative research, the main consideration in data collection is the selection of informants. This study does not use the term population.

According to Suyanto research mechanisms on research informants include several types, namely key informants, main informants, and additional informants [3]. In this study, the informants consisted of:

1. Key Informant: Head of the Medan City Social Service
2. Main Informant : Head of Department. Social Rehabilitation, Kasie. Children's Social Rehabilitation, Head of Section. Social Tuna Rehabilitation.
3. Main Informant : Head of NGO in the field of street children.
4. Main Informants: Groups and individuals who exploit children of street beggars, children who are used as perpetrators of street beggars both on a family and group basis.
5. Additional Informants: Residents who know the object being researched include religious leaders, community leaders, youth leaders and traditional leaders. The selection of informants used the snowball throwing technique. If the object asked to the informant is the same, then the interview process will be stopped.

To obtain accurate data, a qualitative historical approach is used, in which the research process is carried out with a natural or natural background, the process forms a cycle that focuses on understanding the object being studied using field research and the research team's farm of reference. In carrying out the field research, the following data collection techniques were used:

1. Direct observation, namely "is an observation technique that is carried out by researchers directly in the situation under study". With direct observation, researchers will be able to see factually the condition of street children in the field. In direct observation, the author will be involved with the object being studied to see the real facts at the research site [4].
2. In-depth interviews, namely "a method of collecting data that is carried out directly face to face with informants with the aim of getting a complete picture of the subject that is carried out carefully and repeatedly"[5].
3. Focus Group Discussion (FGD), which is a method carried out by inviting religious leaders, youth leaders, community leaders, Non-Governmental Organizations (NGOs) to discuss the implementation of policies related to the exploitation of street beggars in Medan City. By collecting this data, views from various competent parties can be obtained about the condition of street beggar children in the city of Medan.
4. Literature study, which is to obtain secondary data to explain the condition of the research taxis. The secondary data sources include official documents from government agencies such as the Medan City Social Service, Satpol PP, Medan Mayor's Office, the Police, and NGOs related to street beggars.

With the data collection mechanism, data analysis is carried out through three steps, namely data reduction, data display, and drawing conclusions as follows:

1. Data reduction, namely selecting relevant and meaningful data, focusing data that leads to problem solving, discovery, meaning or to answer research questions. Then simplify and compile it systematically and describe the important things about the findings. In the data reduction mechanism, only data findings relating to research problems are reduced. Meanwhile, unrelated data will be discarded, making it easier for researchers to draw conclusions.

2. Presentation of data, which can be in the form of writing or words, pictures, graphs and tables. With the aim of combining information so that it can describe the situation that occurs. In this case, so that researchers have no difficulty in mastering information either as a whole or certain parts of the research results, the researchers make narratives, matrices or graphs to facilitate the mastery of information from the data. In this way, the researcher can stay in control of the data and not sink into the conclusions of information that can be boring.

3. Withdrawal of conclusions/verification, which is carried out during the research mechanism as in the case of data reduction mechanisms, after the data is collected and sufficient, then temporary conclusions are drawn and after the data is completely complete, the final conclusions are drawn.

RESULTS AND DISCUSSION

Exploitation Problems of Street Beggar Children related to implementation

Medan City is the capital city of North Sumatra Province, which has a very important role not only as a government center, industrial center, trade center, entertainment center, but also as a liaison for the surrounding areas. As the capital city of North Sumatra Province, Medan City has become one of the targets for urbanites from various regions to try their luck in finding new jobs and continuing education for graduates, especially high school and equivalent levels. Those who are not able to compete and adapt to the life of Medan City, often choose to become street beggars.

Street children are a social problem that exists in society. Social problems occur when a person's social status is disturbed and social functions do not work well and this is related to roles that are lost or even eliminated. The location of street children as a social problem is because by becoming street children they have lost their rights such as the right to school or get an education [6].

Subhan, M journal of Communication and Culture of the College of Social and Political Sciences (STISIP) Bima witThe exploitation of street children in Amahami Beach is caused by many factors, ranging from cultural, economic factors. to psychological factors. economic factors, namely poverty, unemployment and low income of parents. Cultural factors are parents' perceptions of children's values, instilling a work ethic from an early age in children[7].

The problem of exploitation of street beggars in Medan City from year to year has not shown the right solution, the number of exploited children and the variety of begging activities tend to be more diverse. The difficulty of finding a way out to overcome the problem of street beggars is mainly due to the absence of a regular schedule from the relevant agencies to carry out raids, the shelter for street beggar children caught in the raids is not yet available, there is no pattern of skill development from the relevant agencies to be a provision for the lives of beggar children. the street, the seriousness of the relevant agencies and the actors involved in implementing the contents of the Regional Regulation Number 6 of 2003 concerning the Prohibition of Begging, the homeless and immoral practices in the city of Medan is still low, so that the handling seems limited to a formality.

To obtain information about the problem of exploitation of street beggars in Medan, the author held a Focus Group Discussion (FGD) via zoom by inviting 20 participants consisting of academics, public policy observers, youth and religious leaders. Of the 20 people who were invited, 11 participants attended, while 9 others were unable to attend. The policy for implementing FGDs through zoom is based on the consideration that Medan City is still classified as a red zone that is prone to being contaminated by the Covid 19 outbreak. Of the 11 people present, 5 participants gave their views and experiences regarding the problem of exploitation of street beggars in Medan City.

The first participant who gave his views on the problem of child exploitation of street beggars related to policy implementation at the FGD event was Dr. Nina Siti Salmaniah Siregar, MSi who has a background as a lecturer in Communication Studies. According to him, "there are 2 weakness factors in handling street beggar children, namely, internal factors and external factors [8]. Internal factors such as, the Government and the Social Service do not have a structured schedule for conducting raids, facilities and coaching facilities are not optimally available. Regarding the raids, there are times when information has been leaked before the officers arrived at the location, so that there are no more squatters who will be brought under control. This indicates that someone has leaked raid activities to certain people. Regarding the facilities and facilities for fostering street beggar children until 2021, the Medan City

Social Service does not yet have them so that street children caught in raids will be released usually 2 days later. So, this activity seems to be just a formality without any continuation of the raid that was carried out together with the PP Civil Service Police Unit and the police from the Medan City Police Resort.

While external factors such as the task of extension workers are not adequate, the involvement of the campus is still minimal, community participation is still low, as well as the synergy of related agencies is still low".

Thus, if you want maximum results in handling the exploitation of street beggars, the internal and external factors must be improved. Handing over the problem of exploitation of street beggars to the government is certainly not the best way, but it requires the participation of the whole community. Therefore, the presence of the community, Non-Government Organization (NGO) to help solve the problem of child exploitation of street beggars is very necessary.

The second Focus Group Discussion (FGD) participant, Taufik Wal-Hidayat, S.Sos, MAP, who has a background as a mass media journalist and lecturer, has the view that, "political policy has a very big influence in handling homeless people and beggars in Medan City. For example, when the leadership of Medan City was in the hands of Abdillah, MBA maybe he had the desire to bring order to the slums in Medan City, but in the next leadership he did not have the same desire, especially in some of the leadership of the Mayor of Medan in the next period involved in corruption cases so that could not finish his term of office. With the corruption case that shackled the Mayor of Medan starting from Abdillah, MBA, then followed by Drs. Rahutman Harahap, then Dzulmi Eldin, the handling of flats related to the mandate of Regional Regulation Number 6 of 2003 has been neglected".

Furthermore, Taufik Wal-Hidayat, S.Sos, MAP added, "Medan is not a stand-alone city but has relations with several other buffer areas such as Deli Serdang Regency, Binjai City, Langkat Regency, Serdang Bedagai Regency. Thus, the urban problems faced by the city of Medan, including the handling of the exploitation of street children, must be carried out in collaboration with some of these buffer areas. From several cases that have been found that, the beggars who do begging in the Medan City area are from Deli Serdang Regency, so that the handling is often incomplete because the Medan City Government does not feel responsible for handling them because they are domiciled in Deli Serdang Regency, while the Deli Serdang Regency Government feel that it is not their responsibility because they are begging not in their working area. Such throwing of responsibilities often occurs so that the practice of begging continues with increasingly varied dynamics in evoking the desire of the benefactors to give sadaqah.

Thus, Perda Number 6 of 2003 concerning, Prohibition of Begging, Homeless and Immoral Practices in Medan City, needs to be evaluated both in its content and implementation. implementation process as actions carried out either by individuals/officials or government or private groups directed at achieving the goals outlined in policy decisions [7]. Furthermore, the meaning of implementation is, "understanding what actually happens after a program is declared valid or formulated is the focus of attention on policy implementation, namely events and activities that arise after the ratification of public policy guidelines that includes both efforts to administer it and to cause real consequences/impacts on society or events". Regarding the evaluation of material related to inter-regional cooperation, especially the buffer zone of Medan City, the punishment for exploiters who are considered light with a fine of Rp. 6,000,000 (six million rupiah) as stated in Article 7 of the Regional Regulation needs to be increased so that it can provide a deterrent effect for perpetrators of child exploitation of street beggars [9].

Basically homeless and beggars are not the same as poor people. Taufik Wal Hidayat, S.Sos, MAP said Gepeng does not necessarily come from poor families, because some of them have incomes above the Regional Minimum Wage (UMR) of Medan City, while poor people consist of people who are unable to meet their daily needs. -day. According to Siagian [10], "when viewed from the parties who question poverty, then poverty is a personal problem, family, community, country and even the world". Poverty is synonymous with a disease, therefore the first step in overcoming it is to explore poverty as a problem.

Gepeng who carry out begging activities usually have a minimum income of Rp. 40,000 per day, so they are increasingly spoiled by the profession of being a beggar. Now they don't just hang out at traffic lights at red light intersections or from house to house, but also start visiting cafes. Based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 08 of 2012 concerning Guidelines for Data Collection and Data Management of Persons with Social Welfare Problems and Potential and Sources of Social Welfare that, "what is meant by beggars are people who earn income by begging in public in various ways and reasons to expect mercy of others".

As the highest policy makers in the city of Medan, of course, the role of the mayor of Medan and the DPRD of Medan is very important to establish policies for the exploitation of street beggar children, including the implementation of their policies. If you only make it a formality, then the policy of alleviating the exploitation of street children is only a discourse. In fact, every year their number is increasing with variations in the way of

begging that continues to change. Like the silver man phenomenon, initially this way of begging came from abroad, such as Singapore, which was considered to have artistic value to inspire people who saw it to give money, as well as wearing clown equipment which was considered to have a humorous value.

Dr. Dedi Syaputra, MSi, a senior journalist from the Waspada newspaper who was present at the Focus Group Discussion (FGD) event saw the difficulty of alleviating the exploitation of street beggars from three aspects, namely, religious aspects, political aspects and cultural aspects”.

The review from the religious aspect is, there is a conflict of opinion among scholars about the prohibition to give sadaqah to beggars. Some of the scholars are of the opinion that it is forbidden for someone to give charity, while some of the scholars say that it is not forbidden. Regarding the prohibition on giving sadaqah to beggars at traffic lights and pages of houses of worship, there has been discourse on issuing a Draft Regional Regulation. However, after going through debates and hearings from various parties, the discourse on the Draft Regional Regulation was not submitted to become a Regional Regulation. Not a few of the beggars who do begging methods with deception, for example pretending to be blind, pretending to have leg defects. However, several times, when patrolling the Medan City Social Service, the Civil Service Police Unit assisted by Police officers from the Medan Poltabes arrived at the location, they spontaneously became normal and fled from the raids that were carried out. Many sprawl position themselves as disabled people even though in reality this is not the case.

A review of the political aspect in the form of political interests among office holders in Medan City, for example, during a political campaign conveying a program to eradicate street children in Medan City, but after being elected among these office holders there were those who were involved in corruption cases so that the promised program was not completed. It is possible that homeless people and beggars are used as commodities to gain votes in general elections, regional head elections and legislative elections. This condition is structured in such a way, so that the homeless and beggars are increasingly difficult to get out of their profession and even more they like the profession, by raising their hands to get money.

A review of the socio-cultural aspects in the form of the pattern of life of those who are accustomed to begging from an early age. Based on a review of media coverage that has been done that, not a few of the flattened since the baby has been brought to beg, so when they grow up they are used to doing this work. To change the habits that have been attached from an early age as a beggar, of course, it will be difficult to change it. It takes a long time, unlike turning the palm of the hand. In this case, the participation of psychologists and universities is needed to provide therapy for flattened people so that they can get out of wrong thinking patterns. With so long they have been in the profession as vagrants and beggars, there are times when they have the view that the profession is a normal thing and does not conflict with religious norms and social norms that apply in the midst of society. Therefore, homeless and adult beggars who involve children in begging need to be given severe, clear and firm criminal sanctions, because the impact is very large on the future of the child. This phenomenon is like a knife stabbed into the heart, even though it heals, it will forever have scars.

The next Focus Group Discussion (FGD) participant is Beby Masitho Batubara, S.Sos, MAP who works as a lecturer. According to him, “overseas like in Singapore there are also beggars, but their way of begging is different from that in Indonesia. Homeless people like Singapore, they continue to work, such as cleaning grass, cleaning services, trench matches, only they don't have residential houses, so some beg by playing violin music in crowded places, playing guitar in the hope that someone will give them money. The beggars abroad generally do not involve minors.”

With the characteristics and social conditions of the homeless and beggars in Indonesia, including in the city of Medan, there is a need for coaching and capital assistance as well as product marketing. This activity needs to be emphasized in the Regional Regulation that regulates this so that the discourse to help the homeless and beggars in Medan City is not limited to euphoria. Provision of skills, for example, to make rice hoods, souvenirs and other culinary delights. After they succeed in making the product, they need assistance to market it, for example in collaboration with non-profit organizations. With adequate income and work, these street beggar children will feel reluctant to return to the streets to carry out begging activities.

Participants who have a background as a social observer who is also a lecturer in Communication Studies, Drs. Bahrum Jamil, MAP said, “The mentality of the homeless and the homeless has been damaged, the orientation is to earn money even by begging without shame. He once witnessed, the diet of homeless and beggars is quite luxurious, they are used to eating rice boxes at Garuda restaurant. Therefore, the Medan City government must firmly take a policy, if necessary, demolition of the slum houses they occupy around the Tamrin Road Railway, the Train Station and its surroundings. However, the government must of course distinguish how to handle homeless people and beggars who have homes and those who do not. For flats who already have a house, it is said that having more than

1 (one) wife must be given strict action. Strict action can be taken, for example by carrying out body detention or fines in order to provide a deterrent effect.

In the reality of implementing policies in the field of overcoming the exploitation of street beggars, the Medan City government has not shown its seriousness. Since the leadership period of the Mayor of Medan, Drs. Abdillah, MBA, Drs. Rahutman Harahap, Dzulmi Eldin, MSi, Ahyar Nasution, to the leadership of Bobby Nasution when he entered 100 days of his reign, children of street beggars are increasingly easy to find in Medan City. This is the additional expression conveyed by Drs. Bahrum Jamil, MAP. Without the seriousness of the power holders to carry out a policy that has been determined by the previous leadership, the results will not be maximal. Changes in leadership in an organization, including the change in the leadership of the Medan City Government, should be a common thing, this could be due to the expiration of the term of office, being involved in a corruption case, or resigning from the position. However, the system that was built previously must run in accordance with the previously determined provisions.

The next Focus Group Discussion (FGD) participant who gave his views on the problem of exploitation of street beggars in Medan City was Dadang Dermawan, S.Sos, MSi who is an observer of public policy in North Sumatra. According to Dadang Dermawan, S.Sos, MSi that, "the role of the Medan City Government in alleviating various public problems is very small. Political actors and bureaucrats seem busy with their respective affairs without seeing the real public interest. A policy should be the decision of the holders of public office which should be the legal umbrella for all citizens. If the policy is not implemented, it will reduce public confidence in these public office holders. In this case, Regional Regulation No. 6 of 2003, concerning the prohibition of homeless people and begging as well as immoral practices, which is already 18 years old without showing results in the form of fewer homeless people and beggars roaming the streets causes public trust in the Medan City Government to be getting smaller, so that in the context of Pilkada and legislative elections, public participation is small compared to the number of voters".

Thus, every policy always needs to be analyzed and adapted to the actual conditions in the community. Basically policy analysis is carried out to create critically assess, and communicate policy-relevant knowledge in one or more stages of the policy-making process. These stages reflect ongoing activities that occur over time. Each stage corresponds to the next stage, and the last stage (policy assessment) is associated with the first stage (agenda setting), or the middle stage, in a non-linear circle of activity. The application of procedures can produce policy-relevant knowledge that directly influences assumptions, decisions, and actions in one stage, which then indirectly affects the performance of the following stages. The activities included in the application of policy analysis procedures are appropriate for certain stages of the policy making process, as shown in the rectangles (policy-making stages) and darkened ovals (policy analysis procedures). There are a number of ways in which the application of policy analysis can improve the policy-making process and its performance.

According to Dadang Dermawan, S.Sos, MSi that, "Regional Regulation No. 6 of 2003 concerning the prohibition of vagrants and begging as well as immoral practices in Medan City which was promulgated during the New Order government, is only a formality without any sincerity and willingness to carry it out seriously. serious. Furthermore, he described that, in remote villages that are far from adequate educational facilities and facilities, many of the children from these villages have succeeded in achieving their dreams of becoming successful people, both in their careers and in their education. This success is certainly due to their sincerity to get out of poverty and broaden their horizons".

Obstacles in evaluating policies in the field of Exploitation of Street Beggars

Regarding the constraint factors in evaluating the policy of Regional Regulation Number 6 of 2003 concerning the prohibition of homeless people and begging and immoral practices in Medan City, mainly because the Medan City Government does not have the seriousness to implement it, community participation is low, wide working area covers 21 sub-districts.

Political and public office holders in Medan City, do not have the seriousness to implement Regional Regulation Number 6 of 2003. Until the age of the Regional Regulation reaches 18 years, there is no positive effect on solving the problem of exploitation of street beggar children in Medan City. Problems in the social field are allowed to just happen without any solution to elevate the status of the homeless and beggars who are increasingly polluting city parks.

Regarding community participation in helping the government to overcome the problem of homeless people and beggars in Medan City, it is still low. The Medan City Government and the North Sumatra Provincial Government have conveyed a discourse to make a Regional Regulation related to the prohibition of giving sadaqah or money to

beggars on the roadside or in the yard of houses of worship. However, this discourse is widely opposed by scholars and other community members because it is considered to prevent people from giving alms. With the response of several scholars in Medan City to the discourse, the Draft Regional Regulation has no continuation.

With the working area of Medan City consisting of 21 sub-districts, it becomes a factor of difficulty in supervising the activities of homeless and beggars by the relevant agencies, namely the Medan City Social Service and the Civil Service Police Unit. Street beggar children who beg in various places in Medan City have different characteristics from children who live with their parents who are the same age as them.

Based on the results of the observations that the author made in several places that are often used as homeless people and beggars to beg, such as the surrounding Amplas Terminal, the surrounding Pinang Baris Terminal, the traffic light on the Halat/Singamangaja road, the traffic light on the Singamangaraja/AH road. Nasution, the traffic light Jalan Juanda/Brigjen Katamso, the traffic light Jalan Gagak Hitam/Jalan Gatot Subroto and the nearby Fish Tax show that, "children who are involved in begging are very agile compared to people their age, these children are used to insisting on and argue with adults who reprimand him. The attitude of the children seemed rude, their way of speaking was curt and had no fear of their surroundings. At the age of 4-6 years, they are used to crossing a busy road with vehicles while asking for some money from passing drivers. When they are reprimanded for bad behavior, they seem indifferent." To overcome these problems, the Medan City Government should not stand idly by. Regional Regulation No. 6 of 2003 concerning the prohibition of homeless people and begging as well as immoral practices in the city of Medan, is an urgent matter for evaluation. The items evaluated, including the implementation content of fostering street beggar children, giving sanctions to perpetrators of child exploitation of street beggars are emphasized, cooperation between regions such as the Medan City Government and Deli Serdang in handling street beggar children needs to be explored.

CONCLUSION

The resolution of the problem of exploitation of street beggars by the Medan City Government through the Medan City Social Service is still limited to the discourse of conducting guidance without any realization until 18 years of age. Obstacles to evaluating Regional Regulation No. 6 of 2003 concerning the Prohibition of vagrants and begging as well as immoral practices in Medan City, especially the lack of seriousness of the Medan City Government to implement it, seem limited to a formality. On the other hand, some scholars and the community are less participative in supporting the Draft Perda which contains prohibitions and fines for people who give money to beggars.

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