

# CHAPTER I

## INTRODUCTION

### 1.1. Background

This study demands to investigate the extent of Handling the increase of Homelessness and Beggars (GEPENG) in the Covid-19 Pandemic. According to the Government Regulation of the Republic of Indonesia No. 31 of 1980 concerning the Handling of Homelessness and Beggars, "Homelessness people are the people who live in conditions that do not conform to the norms of decent living in the local community and do not have a permanent residence and occupation in certain areas and live to wander in public places Meanwhile, "Beggars are the people who earn income by asking in public in various ways and reason to expect mercy from others."

In general, beggars are people who ask for mercy by asking for various approaches while homeless people are the people who do not have a place to live, work, and a life that is not worth living (Khairunnisa et al., 2020). Therefore, beggars and the homelessness are one of the social problems that concern economic and educational factors in a particular community or environment.

In this case, the existence of the homelessness and beggars is not without reason. Their existence is due to several factors such as economic, psychological, educational, socio-cultural, and religion (Kencana et al., 2021). The cause of the emergence of homeless and beggars can be analyzed from two factors, namely internal factors in the form of a person's mental condition in the form of mental, physical, psychological then external factors in the form of social, cultural, economic, educational, environmental, religious and

geographical location (Kencana et al., 2021). This situation is not only motivated by physical and mental, but there is a large problem related to the state of powerlessness to meet basic needs, have health vulnerabilities, and the character of independence that erodes (Darmodiharjo & Shidarta, 1995). Poverty is the dominant factor that causes many homeless people and beggars who force someone to make the phenomenon like a job (Maniawasi, 2018).

The problem of homeless people and beggars also arises during the Coronavirus disease 2019 pandemic. (Covid-19) is a collection of viruses that can cause generally mild respiratory infections, such as colds, although some forms of the disease such as; SARS, MERS, and COVID-19 are more deadly (Yunus & Rezki, 2020). The virus is transmitted person-to-person, so normal interaction activities must be restricted and use health protocols if they do not want to aggravate the spread (Hadi, 2020). All the activities of beggars and homeless people and ordinary people in the crowd have the potential to spread Covid-19.

Moral defenders of Homelessness and beggars who are expected to be able to create a deterrent and return to a better life, and some coaching steps to overcome their presence on the streets, namely social protection, social rehabilitation, social empowerment, and social security (Oktaviani, 2020). Therefore, Homelessness and beggars should not be shunned, so the need for concern from the community and serious handling by the government should be considered to restore homeless people and beggars in a dignified life and create public order.

The 1945 Constitution, has explained in the 34 Paragraph 1 that the poor and abandoned children are cared for by the state, and then in the Article 27 Paragraph 2, the

state is obliged for the work and decent life of its people. Article 28H paragraph 1 also makes it clear that everyone has the right to live a prosperous life born and inward, residing, and getting a good and healthy living environment and entitled to health services. From that foundation, there are homeless and beggars who can not only burden the blame on those on the streets but as citizens, the government has a great obligation to take care of every citizen.

In the city of Yogyakarta, the problem of beggars and homelessness has been regulated in the Regional Regulation No. 1 of 2014 on Handling homelessness and beggars to advance the welfare of the people of Yogyakarta City (Mirsanti & Jayanti, 2020). The regulations consider that the government should ensure and advance the welfare of every citizen and protect vulnerable groups of people. This is in line with the Government Regulation of the Republic of Indonesia Number 31 of 1980 on Countering Homeless and Beggars.

***Table 1.1***

People with Social Welfare Problems and Social Welfare Facilities 2018-2021

No	SUB ELEMENT	YEAR				UNIT
		2018	2019	2020	2021	
1	Homeless	190,00	197,00	n/a	123,00	Person
2	Beggars	134,00	147,00	n/a	111,00	Person

*Source: Official Website BAPPEDA DIY (bappeda.jogjaprov.go.id)*

As recorded during Covid-19, the poor have increased by 2.7 million people (Wijaya, 2021). In 2021, some areas experienced an increase in the number of

homelessness and beggars, such as in Central Jakarta which raided 975 people (Dewi, 2020). In the city of Bandung, there was an increase of 25% and had raided 227 people in the Covid-19 Pandemic (W. Putra, 2020). The influence of pandemics that increased poverty also affected to the increase in the number of beggars in Yogyakarta (Aditya, 2020). In the same year, Jogja recorded 344 homeless people and beggars, this figure is not included elderly displaced numbered 37,442 people and abandoned children numbered 9,607 people scattered on Yogyakarta street (Bappeda Provinsi Jogja, 2021). The figures explain the complex problem of *GEPENG* that can endanger the health of people who make a living on the streets. Therefore, in the Covid-19 pandemic, this problem is necessarily required special attention.

Social problems still exist and require more serious handling of homeless people and beggars who decorate the streets in the city of Yogyakarta. The Social Service must map areas prone to homelessness and beggars which will then be used as a program and policymaking that must be quickly acted upon. Especially, in pandemic situations, those have the potential to threaten the health of the homeless and beggars. Therefore, the researcher was interested in seeing the policy implementation of the local regulations in the Special Region of Yogyakarta Number 1 of 2014 on handling homelessness and beggars amid the covid-19 pandemic which used a case study of Yogyakarta city in 2021.

## **1.2. Research Questions**

Based on the explanations above, the researcher found the problem which the covid-19 pandemic has an impact on the welfare of the community so that there is an increase in the number of poor families during the covid-19 pandemic. Thus, they become beggars and homelessness, so it causes social problems in the city of Yogyakarta.

Therefore, this study investigates how the policy of the local regulations number 1 of 2014 on handling homelessness and beggars amid the covid-19 pandemic implemented in the city of Yogyakarta 2021.

### **1.3. Research Purpose**

Based on the formulation of the problem, the purpose is to find out the policy implementation of the local regulations number 1 of 2014 concerning on handling homelessness and beggars in the midst of the covid-19 pandemic in the city of Yogyakarta in 2021.

### **1.4. Research Benefits**

Based on the purpose in this study, it is expected to provide the following benefits:

#### **1.4.1. Theoretical Benefits**

1. The research is expected to increase knowledge and development of government science related to handling the increase of homeless people and beggars during the Covid-19 pandemic.
2. This study provides resources about the success of the Policy implementation of Handling Homeless and Beggars.

#### **1.4.2. Practical Benefits**

1. The research is expected to contribute directly to the City of Yogyakarta to see the extent of the successful handling increase of the number of Homeless and Beggars during the Covid-19 pandemic.
2. The study is expected to give a source of policy-making strategies for the increase of the number of Homeless and Beggars that are effective and

appropriate, so it can be used to find the best solution or possibility in solving social problems.

3. This research is expected to provide the information for the public about handling the increase of the number of homeless and beggars during the Covid-19 pandemic.

### 1.5. Literature Review

Reviewing the previous research was conducted to find out the related studies that have been done before. The following table presents the review of related studies.

**Table 1.2**

*The list of Literature Review*

No	Author	Title	Reviews
1	(Kencana et al., 2021)	<i>Effectiveness of Social Welfare Local Regulations in Palembang City: Case Studies of Street Children, Homeless people, and Beggars in the Covid-19 Pandemic</i>	The results of this study explain about social problems that still exist and require more serious treatment are about homeless people, beggars, and street children who crowd the streets of major cities. The Regional Regulation No. 12 of 2013 on The Development of Street Children, Homelessness and Beggars in Palembang City has an impact on the social welfare of the people of Palembang City. If the activities carried out by street children, homeless people, and beggars are not acted firmly by the Palembang City Government following existing rules, it means that the rule of law has not run optimally (effectively). The social impact that arises for the community is in the form of increasing criminality and promiscuity among them. This illustrates that the people of Palembang city do not have social welfare. Similarly, there will be many more people in Palembang city who

			switched similar professions for their survival.
2	(Christy, 2021)	<i>Social Service Policy in Overcoming The Problem of Homeless and Beggars in the City of Palangka Raya</i>	From the results of the discussion, the issue of social welfare is homework that has not been resolved by both the central government and local governments, especially homeless people and beggars. This research aims to examine how the phenomenon of homeless and beggars in the city of Palangka Raya. The results of the study concluded that the phenomenon of homeless and beggars in the city of Palangka Raya was caused by two factors, namely the poverty factor and the laziness factor of the individual concerned. The policy efforts of the Palangka Raya City Social Service in dealing with homeless people and beggars following Regional Regulation No. 09 of 2012 are preventive, response efforts, and rehabilitative efforts.
3	(Jannati & Sutoyo, 2017)	<i>Results and Impact of Coercive Efforts in Enforcement of Yogyakarta Special Region Regulation No. 1 of 2014 concerning Handling of Homeless and Beggars</i>	The existence of homeless people and beggars in the Special Region of Yogyakarta is considered to reduce the comfort of tourists visiting Yogyakarta and then encourages the provincial government of Yogyakarta Special Region to issue the regional regulation number 1 of 2014 on handling homeless people and beggars. Coercive efforts became an alternative used by the government in handling homeless people and beggars in Yogyakarta Special Region Province after preventive efforts could not be carried out. However, precisely the negative impact arises from the implementation of this regional regulation evidenced by the criticism received against the implementation that is considered unprepared. The emergence of criminalization of community groups with certain attributes becomes a thing that often occurs through cases of wrongful arrest.
4	(Khairunnisa et al., 2020)	<i>Smart Urban Service</i>	This research aims to find out how the Yogyakarta City government in dealing

		<i>Rehabilitation and Preventive Efforts of Beggars and Homeless People in Yogyakarta City</i>	with the homeless and beggars who exist due to high levels of urbanization in urban areas. This certainly causes various impacts so it needs proper handling to overcome urban areas with good management. Therefore, the implementation of preventive efforts carried out by the Yogyakarta City Social Service has been going quite well, but the less enthusiasm of homeless people and beggars sometimes leads to an obstacle in its implementation and lack of human resources, such as psychologists, lack of program innovation that eventually, as well as the lack of support from the public against government regulations on the prohibition of giving money to beggars indirectly inhibits the implementation of this empowerment program.
5	(Ramadhan, 2019)	<i>Effectiveness of Yogyakarta Special Region Regulation No. 1 of 2014 concerning Handling of Homeless and Beggars in Sleman Regency</i>	The purpose is to find out the Effectiveness of Yogyakarta Special Regional Regulation No. 1 of 2014 on Handling Homeless and Beggars, Sleman Social Service, and Pamong Praja Sleman Police Unit. The effectiveness can be measured by using benchmarks of effectiveness, namely (1) Increase or decrease in homeless and beggars: counseling to the community, installation of billboards or planks, and community participation (2) Implementation of sanctions (3) Adaptation: improvement of capabilities, facilities, and infrastructure.
6	(Sagita, 2019)	<i>Implementation of Yogyakarta Special Region Regulation No. 01 of 2014 concerning Handling of Homeless and Productive Beggars (Case Study at Bina Karya and Laras Rehabilitation Center)</i>	The results explain the effectiveness of the implementation of the Yogyakarta Special Region Regulation No. 01 of 2014 on handling homeless people and productive beggars at BinaKarya and Laras Rehabilitation Center. The city of Yogyakarta also has an attraction for citizens to look for life opportunities in the city. Underprivileged people from rural areas either still within the Special Region of Yogyakarta or from other



			provinces come to Yogyakarta. But, many of those whose lives remain poor even become homeless and beggars, becoming one part of other street communities. The procedure operational standards become a guideline for each implementer in acting. In this study, the researcher proposed the suggestions in handling homeless people and beggars directly, there needs to be an increase in the number of social workers directly involved in rehabilitating homeless people and beggars.
7	(M. Laksmana Putra, 2019)	<i>Implementation of Regional Regulation No. 1 of 2014 concerning The Handling of Homeless and Beggars in Yogyakarta Special Region</i>	This research aims to find out the implementation of Regional Regulation No. 1 of 2014 on Homeless and Beggars in the Perspective of Sociological Law in the Yogyakarta Special Region. The supporting factors that play a role in the handling of homeless and beggars are the Regulation (Regional Regulation No. 1 of 2014), There were the establishment of cooperation between the DIY Government and private companies, the availability of adequate resources to foster homeless people and beggars in DIY, the availability of facilities and infrastructure that support the development of homeless and beggars in DIY and Adequate Budget. While, the inhibiting factors are Modernization, Industrialization, Urbanization, Poverty, Social Change, and Social Conditions.
8	(Maniawasi, 2018)	<i>Social Service Policy in Handling Homeless And Beggars in Yogyakarta City Special Region of Yogyakarta</i>	This research provides an overview of Social Service Policy in Handling Homeless and Beggars in Yogyakarta City. The implementation of policies in The Homelessness and Beggars follows the main duties and functions carried out by the Social Service through social welfare development activities. The purpose of this study is to reveal social phenomena clearly and carefully in managing social symptoms that occur in the community through government programs, but so far the government still

			has many obstacles in overcoming social problems that occur in the community.
9	(Hidayah, 2017)	<i>Social Security Against Homeless and Beggars (Study of Implementation of Yogyakarta Special Region Regulation No. 1 of 2014 concerning Handling Homeless And Beggars in D.I.Yogyakarta Social Service)</i>	This research discusses the DIY Government has a responsibility in tackling homeless people and beggars. This is to deal with this matter that has the authority of the DIY Social Service. Homeless people and beggars will be managed by social services in shelters. The homeless and beggars will be given social security in their home. DIY Social Services has provided coaching and training to homeless people and beggars who netted raids in the Social Protection House (RPS), the coaching and training is provided with the aim that homeless people and beggars can open businesses, have decent jobs, and become independent so that they stop being homeless and beggars.
10	(Zefianningsih et al., 2016)	<i>Countermeasures of Homeless and Beggars By Social Home Bina Karya "PangudiLuhur" Bekasi</i>	From the results and the discussion, Homeless and beggars are pockets of poverty living in the city, the cause of large gaps in the uneven economic factors that the social gap between the rich, and the high poor especially in big cities. Therefore, the solutions of the problem should include two aspects, namely: (i) conditions in the area of origin; (ii) the condition of the destination area. The principle is that prevention efforts are carried out in the area of origin so that they are not encouraged to leave their village and earn income in the city by opening jobs in the village. On the other hand, the principle is countermeasures that are at the destination "must be" handled or handled so that they are no longer interested in becoming <i>GEPENG</i> in the city, because they will not earn anymore income.

Source: Organized by the Researcher, 2021

Overall, this study is different from the above related studies. In This study focuses on the policy implementation of the local regulations in the Special Region of Yogyakarta number 1 of 2014 on handling homeless and beggars in the midst of the covid-19 pandemic which used a case study in the city of Yogyakarta in 2021. addition, the process of handling homeless people and beggars during the Covid-19 pandemic is the main concern of this study that differs from the literature review. The previous research above has different concerns from each other. The concerns can infer how the process of handling improvements and how to countermeasures.

## **1.6. Theoretical Framework**

### **1.6.1. Policy Implementation**

Policy implementation is an activity that is seen after the issuance of a valid directive of a policy that includes efforts to manage inputs in producing outputs or outcomes for the community (Maniawasi, 2018). The implementation phase of the policy can be characterized and distinguished by the policy-making stage. Policy making on the one hand is a process that has the bottom-up logic, in the sense that the policy process begins with the delivery of aspirations, requests or support from the community. The implementation of policies on the other hand has top-down logic, in the sense of decreasing alternative policies that are abstract or macro into concrete or micro actions (Samudra, 1994).

According to (Grindle, 1980), the success of policy implementation is influenced by two major variables, namely the content of policy and the context of implementation. A general understanding of policy implementation can be obtained from Merilee S Grindle statement in (Winarno, 2007) explaining that the task of

implementation is to form a link that facilitates policy objectives can be realized as a result of government activity. This means that implementation activities related to policies taken by the government must clarify and facilitate the achievement of established goals. If not, then there is an error in his policy analysis.

According to Van Meter and van Horn in (Winarno, 2007), understanding the policy implementation is the actions taken by governmental or private individuals or groups directed towards achieving the objectives set out in previous policy decisions. It includes efforts to turn decisions into operational actions within a certain period or to continue efforts to achieve the big and small changes set by policy decisions.

From the various opinions above, it can be drawn the common thread that policy implementation is an activity to carry out policies, aimed at target groups, to realize policy objectives.

### **1.6.2. Policy Implementation Approach**

The policy implementation approach aims to understand the implementation of public policy. By understanding the implementation of public policy, information will be obtained about the success factors and constraints. In the implementation study, there are two approaches used to understand and explain the problem of implementation, namely the top-down approach and the bottom-up approach (Purwanto & Sulistiyastuti, 2012).

In a top-down approach, implementation studies use logic thinking from above, and then mapping down to see the success or failure of the implementation of a policy. This approach is also often referred to as "policy centered" because the

focus of the researcher's attention is only on the policy and seeks to obtain the facts of whether the implemented policy can achieve the goal or not (Purwanto & Sulistiyastuti, 2012). The top-down approach was criticized for ignoring the complexity of the problem and paying only attention to the effectiveness of policy implementation (Handoyo, 2012).

Implementation studies that use a bottom-up approach are useful to find out the implementation network involving actors of various levels and map the political-economic motives of these actors (Handoyo, 2012). The advantage of this bottom-up approach is the intensive interaction between bureaucrats as decision-makers at the top level with the actors below (grass-root) and the target group. The downside is that the actors below will advance their interests and their groups if there is no strict oversight mechanism by top-level actors and organizations outside the group involved in the implementation of the policy.

### 1.6.3. Stages of Policy Implementation

Principally, policy implementation is a way that a policy can achieve its goals (Nugroho, 2009). These experts further view public policy as decisions of governments that have a specific purpose or purpose, and those who think public policy has a predictable impact. According to (Nakamura & SmallWood, 1981), representing the group looks at public policy in all three environments:

1. Policy formulation environment (Formulation)
2. Implementation environment (Implementation)
3. Environmental assessment (Evaluation policy)

In the three stages of implementation, those are essential. In its implementation, without the formulation of policy, it will not be established the implementation environment, and without evaluation of devaluation, it will not provide improvements in implementation, Thus, all three become the main basis in the implementation stage.

#### 1.6.4. Policy Implementation Model

The Grindle model in (Nugroho, 2009) emphasizes several variables to achieve the success of an implementation, and the success rate includes indicators of those variables between the context of the policy and the policy environment, the context in the policy whether it is appropriate or not, and the policy environment whether it supports or not as well as the process of success of a policy. In the Grindle model, the success rate is largely determined by the degree of Implementability of the policy.

Furthermore, the Policy Implementation refers to the Model of Van Meter and van Horn (Handoyo, 2012). This model assumes that policy implementation runs linearly from public policy, implementation, and public policy performance. Some of the variables that affect public policy are implementation and communication activities between organizations, characteristics of implementers, economic, social, and political conditions, and implementing tendencies.

According to Hogwood and Gunn in (Nugroho, 2009), implementing the policy properly required certain conditions. First, there is a guarantee that external conditions faced by the institution or implementing body will not cause major problems. Second, it is available adequate resources, including time resources.

Third, it does the necessary mix of resources existence. Public policy is a multidimensional and complex policy of its nature, so its implementation requires a variety of sources, both resources and actors.

#### 1.6.5. Local Government

Local Government is the implementation of government affairs and the regional people's representative council according to the principle of autonomy and assistance duties with the principle of autonomy as wide as possible in the system and principles of the Unitary State of the Republic of Indonesia as referred to in the 1945 Constitution of the Republic of Indonesia. The implementation of local government is directed to accelerate the realization of community welfare through improving services, empowerment, and community participation, and increasing regional competitiveness by taking into account the principles of democracy, equality, justice, and peculiarities of a region in the system of the Unitary State of the Republic of Indonesia (Moenta, 2017). Local government has the right to place local regulations and other regulations to carry out autonomy and assistance duties. Local government is an element of organizing local government consisting of governors, regents, or mayors, and regional devices (Soejito, 1990).

The purpose of local government according to the Law No. 23 of 2014 as stated in the section weighing the Law is the realization of community welfare through improving services, empowerment, and community participation, as well as increasing regional competitiveness with regard to the principles of democracy, equality, justice, and the peculiarities of an area in the system of the Unitary State of the Republic of Indonesia. The purpose of the local government in Law No. 23 of

2014 is considered to be in accordance with one of the objectives of the Unitary State of the Republic of Indonesia listed in the fourth paragraph of the Opening of the 1945 Constitution of the Republic of Indonesia year 1945, namely advancing the general welfare.

Based on Law No. 23 of 2014 on Local Government, the duties or affairs of local government can be divided into 3 (three), namely absolute government affairs, concurrent government affairs and general government affairs. Absolute Government Affairs is a matter that is included in the function of government having authority over the central government (principle of centralization). However, there are times when the central government can give this authority to the local government both to the regional head and the regional device agency.

#### 1.6.6. Homelessness and Beggars

In the local Regulation in Special Region of Yogyakarta No. 1 of 2014 concerning the Handling of Homeless and Beggars, Homeless people are the people who live in conditions that do not conform to the norms of decent living in the local community and do not have a permanent residence and work in certain areas and live wandering in public places. The Homelessness and beggars are people who earn an income by asking in public in various ways and reasons to expect mercy from others.

Homeless and beggars are vulnerable people who live in poverty, deprivation, limitations, inequality and unworthy and undignified lives, so handling homeless and beggars needs to be done with effective, integrated, and sustainable



measures and have legal certainty and pay attention to the dignity and dignity of humanity, to realize social welfare and public order.

The criteria of homeless according to the special regional of Yogyakarta regulation Number 1 of 2014 concerning the handling of homeless and beggars, which are listed in Chapter II article 5 and article 6 a) without Identity Card (KTP); b) without a definite place to live or remain c) without a fixed income d) without a future plan of his children or himself. Beggars are the people who have the criteria, namely; a) his eyes depend on the mercy of others b) dressed shabbily, tattered and not proper: c) in public places; d. use others to stimulate the mercy of others.

Some factors that cause the emergence of homeless and beggars show the strength of traditions and habits that are not appropriately used as guidelines for life because it is feared that it will cause problems in people's lives. These attitudes and habits are called culture in contributing to the increasing poverty that exists in society. Cultural poverty that is justified as a truth will make it difficult for various parties to reduce poverty, especially the management of the problem of homeless people and beggars.

### **1.7. Conceptual Definition**

The conceptual definition is the limit of research conducted in the field, which contains problems that are used as guidelines in research. Conceptual definitions are used to better understand and facilitate in describing or interpreting theories into research in the field. Thus, there will be several conceptual definitions that have a close relationship with the problem to be examined.

### 1.7.1. Policy Implementation

Implementation is the implementation in a policy in which there are actions and process activities in this case implementation is an important side in a policy process in its implementation the success rate of a program can be reviewed according to its implementation.

### 1.7.2. Local Government

Local government is a government body or organization at the regional level that has autonomy in the sense of self-government, which has rules making authority and rules application for the interests of the local community according to its own initiative. The public administration terms in each of these authorities are commonly called policy making authority and policy executing authority. Local governments may examine the widest autonomy except government affairs based on legislation and determined as the affairs of the central government. Therefore, the implementation of government carried out by the local government is still based on the central government law.

### 1.7.3. Homeless and Beggars

Homeless and beggars are a condition in which a person or group of people who does not have the power in life such as capital, shelter and others as such, thus forcing them to live their level of life. The lives of homeless and beggars often move around based on the potential sources they expect to be a staple of livelihood, such as markets, terminals and stations. Homeless people and beggars get a livelihood from others by begging.

## 1.8. Operational Definition

The research on The Policy Implementation of the local regulations in the special region of Yogyakarta number 1 of 2014 on handling homelessness and beggars in the midst of the covid-19 pandemic (case study of Yogyakarta city in 2021), refers to the Grindle's theory which has two variables that are used as policy indicators, namely:

**Table 1.3**  
*Operational Definition*

No.	Variable	Indicator
1.	Content of Policy	<ol style="list-style-type: none"><li>1) Interests affected</li><li>2) The Type of benefits</li><li>3) The Extent of change envision</li><li>4) Site of decision making</li><li>5) Program implementor</li><li>6) Resources committed</li></ol>
2.	Context of Implementation	<ol style="list-style-type: none"><li>1) Power, interests, the strategy of actors involved</li><li>2) Characteristics of institutions</li><li>3) Compliance and responsiveness</li></ol>

## **1.9. Research Method**

### **1.9.1. Type of Research**

The paradigm that will be used is the qualitative paradigm. Qualitative research methods are studies whose findings are not obtained using statistical procedures or other counts (Gunawan, 2013). Therefore, qualitative research usually uses interview methods, observations, and utilizes documents (Argueso et al., 2019). This qualitative research is the collection of data on a natural background where the researcher is the main instrument in interpreting phenomena that cannot be quantified, so the phenomenon is interpreted in words to see the symptoms that occur in the overall perspectives (Albi dan Johan, 2018).

The type of research selected is also presented descriptively. Qualitative descriptive research is aimed at describing and describing existing phenomena, both natural and human engineering, which pay more attention to characteristics, qualities, interrelationships between activities (Soendari, 2012). In addition, descriptive research does not provide treatment, manipulation, or alteration of the variables studied, but rather describes a condition as it is.

### **1.9.2. Research Location**

The location of this research is in Yogyakarta City, the Special Region of Yogyakarta. The researcher selected this setting because the city of Yogyakarta is an area that has an Increase number of homeless people and beggars during the Covid-19 pandemic.

### 1.9.3. Unit Analysis

A data analysis unit is a section that is observed, recorded, and considered as data such as the activity of an individual, group, object, or social background as a subject then separates according to its boundaries and identified for analysis(Akbar, 2015). The unit of analysis is the part of the context that will be further researched which is then simplified. So, the analysis unit in this study is the Yogyakarta Social Service and Civil Service Police Unit in Yogyakarta City (SATPOL PP).

### 1.9.4. Type of Data

In this study, the researcher used primary and secondary data types. Primary data is used as the latest data to be supported and compared with secondary data on the same research results.

#### a. Primary Data

Primary Data is a data source that directly provides data to data collectors (Sugiyono,2012). Primary data is obtained through interviewing participants who have related problems. Thus, to get the data, the researcher conducted in-person interviews at the research site.

***Table 1.4***

*Research Primary Data*

N o	Name Data	Source of the Data	Position	Data Collection Technique s
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1	Policy, empowerment strategies, and procedures for handling homeless people and beggars	Social Service of Manpower and Transmigration of Yogyakarta City	1. Head of Labor and Transmigration Social Services Yogyakarta City 2. Head of Social Protection and Social Security of Labor and Transmigration Services	Interview
2	Enforce local regulations and handling in the field	PamongPraja Police Unit of Yogyakarta City (SATPOL PP)	1. Head of Police Unit PamongPraja Kota Yogyakarta (Satpol PP)	Interview
3	Background becomes Gepeng, the impact of the regulation on gepeng activity and the situation of gepeng in the midst of the covid-19 pandemic	Homeless and Beggars in Yogyakarta City	1. Homeless (2 person) 2. Beggars (2 person)	Interview

*Source: Organized by Researcher 2021*

b. Secondary Data

Secondary data sources are the data that do not provide information directly to the researcher. Secondary data used was a supporter of primary data foundation that can be literature, or data supporting the results of primary data processed following the research topic. With this secondary data, the researcher searched for data reports handling the increase number

of homeless people and beggars during the Covid-19 pandemic, regulatory, and coaching data.

#### 1.9.5. Data Collection Technique

Data collection techniques are a strategy used to obtain accurate, clear, and specific research data. The data collection can be obtained from observations, interviews, documentation, and combined or triangular (Sugiyono, 2012).

##### a. Observation

Observation is an observation of a symptom, event, or something problem (Emzir, 2015). Observation is not a simple thing, like just observing, and the results are used as scientific data. Everyone can do so and have a different meaning to the reading of situations influenced by the researcher's interests, interests, and knowledge. Therefore, although observation rise doubts in the collection of data, it becomes the right method if done in qualitative methods, therefore observation must be a method of assessment that has a purpose, organized systematically as well as measured not just observing (Ni'matuzahroh, 2018).

In this study, the researcher used non-participation observations in data retrieval. Non-participation observation places the researcher as an observer armed with objectives and benchmarks for reading the situation, but does not participate in community activities or problems studied that are different from participatory observations with the opposite (Widaningsih & Barliana, 2017). Observations were conducted in the city of Yogyakarta to

observe the handling of the increase in homeless people and beggars during the Covid-19 pandemic in 2021. In addition, the researcher also observed the facilities and infrastructure that are there as a support for a policy, the course of handling activities during the covid-19 pandemic to support other research data, so that it looked like a system of causality relationship with policy.

b. In-Depth Interview

An in-Depth Interview is a conversation conducted by two parties, namely the interviewer (in this case the researcher) who asked the questions and the participants who provided the answers. Interviewing is one of the most important data collection techniques in a study. By carrying out careful interview techniques, the researcher got clear and specific data because it could dig all the needed information based on research indicators.

c. Documentation

Documentation is a method of collecting data whose data is obtained from books, the internet, or other sources that can support research. A document is a record of an event that has passed. Researcher can collect documents that can be writings, drawings, or monumental works from a person (Sugiyono, 2012). Documentation in this study was in the form of photos, letters, or reports related to handling the increase in homeless people and beggars during the Covid-19 pandemic with the Yogyakarta City Case Study in 2021.



#### 1.9.6. Data Analysis Techniques

Technical data analysis was used in this qualitative study where the data were presented in the form of good words sourced from interviews, documents, and observations, so the results were in-depth narratives (Nugrahani, 2014). Miles and Huberman cited in (Ding, 2014). Data analysis consists of three activities carried out simultaneously, namely:

##### a. Data Reduction

At the data reduction, the researcher was required to have sufficient primary and secondary data. Data reduction is a form of analysis that sharpens, selects, and also simplifies the raw data obtained in the field to facilitate the reading of the situation that occurred which eventually made it easier to verify.

##### b. Presentation of Data

The data that had been reduced, compiled, and validated were allowed for action. The action was to present primary and secondary qualitative data descriptively.

##### c. Conclusion Drawing

The conclusion was the last stage in analyzing the data to verify the results of the analysis with the formulation of the problem, so the relationship of causality of the study could be drawn to be able to provide a "final" explanation of how to Handle The Increase in Homeless and Beggars during the Covid-19 Pandemic in 2021.

### 1.10. Research Schedule

This research schedule was carried out in 2021 from November to February 2022.

**Table 1.5**

*Research Schedule*

No	Activities	Research Time (2021-2022)																						
		OCTOBER				NOVEMBER				DECEMBER				JANUARY				FEBRUARY				MARCH		
		6	13	20	27	8	11	18	25	8	15	22	29	6	13	20	27	3	10	17	24	7	14	21
1	Preparation of Proposal Tests	█	█	█	█	█																		
2	Management of Research Permits						█	█	█															
4	Field Data Collection																							
5	Data Processing																							
6	Final Report																							
7	Thesis Seminar																							

*Source: Processed by researchers (2021)*