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# The Effectiveness of the AMAN (Assistance, Humane, Trustworthy, and Comfortable) Program in Controlling Vagrants and Beggars in the City of Pekanbaru

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## ARTICLE INFORMATION

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## ABSTRACT

The city of Pekanbaru is facing an increase in the number of vagrants and beggars (gepeng) due to high economic growth and urbanization. To address this issue, Local Regulation No. 12 of 2008 on Social Order was implemented, which regulates the control, data collection, guidance, and social rehabilitation of these vulnerable groups. One of the efforts made is through Operation AMAN (Assistance, Humanity, Trust, Comfort) carried out by the Social Service in collaboration with the Indonesian National Armed Forces, the Indonesian National Police, the Public Order Agency, the Transportation Agency, the Indonesian Child Protection Commission, the Health Agency, and the DP3APM. This program aims to create social order, reduce the number of gepeng, and restore the dignity and welfare of those living on the streets. This study aims to determine the effectiveness of Operation AMAN and the control of street children in the city of Pekanbaru. The method

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used is qualitative through interviews and observations in four strategic locations with informants from the Public Order Agency and street children. The analysis is based on five indicators of effectiveness, namely program understanding, target accuracy, timeliness, achievement of objectives, and real change. The results of the study show that although Operation AMAN is carried out routinely, it has not been effective because economic and skills development has not been optimal and public awareness is low. Therefore, an integrated strategy is needed through economic empowerment, training, public education, and consistent law enforcement so that the results are sustainable.

## INTRODUCTION

Pekanbaru City is the capital of Riau Province with a wide range of economic, social, and cultural activities. Pekanbaru City has experienced significant economic expansion, making it a center of economic growth. However, rapid economic growth has also triggered income disparities between social groups and between cities and villages. As a result, problems such as poverty, unemployment, vagrancy, and begging remain unresolved. Migration to Pekanbaru has increased in line with regional economic development. This has attracted migrants to seek work in Pekanbaru, but the available jobs and business prospects are not sufficient to absorb all migrants, mainly due to limited skills. This is evident from the large number of vagrants and beggars found in Pekanbaru. For those with adequate knowledge and skills, opportunities to survive in this city remain open. However, conversely, for those who are less fortunate, it is possible that they will be forced to live as vagrants or beggars.

The increasing number of vagrants and beggars in Pekanbaru City is caused by uncontrolled population growth and high urbanization rates. Unfortunately, this has not been accompanied by sufficient resources, such as skilled labor, a supportive environment, and respect for local cultural values. This situation generally occurs because many people from rural areas move to the city without adequate preparation (Anita & Nurmasari, 2024).

**Table 1.1: Number of Homeless People and Beggars in Pekanbaru City  
Years 2019-2023**

Year	Type of PMKS		Number
	Homeless	Beggars	
<b>2019</b>	<b>22</b>	<b>69</b>	<b>91</b>
<b>2020</b>	<b>11</b>	<b>127</b>	<b>138</b>
<b>2021</b>	<b>151</b>	<b>94</b>	<b>245</b>
<b>2022</b>	<b>124</b>	<b>99</b>	<b>223</b>
<b>2023</b>	<b>93</b>	<b>138</b>	<b>231</b>

*Source: Pekanbaru City Social Services Agency, 2024*

Table 1.1 shows the number of vagrants and beggars from 2019 to 2023. In 2019–2020, the number of vagrants decreased from 22 to 11, but the number of beggars jumped from 69 to 127. In 2021, there was a sharp increase in the number of vagrants to 151, while beggars decreased to 94. This shows a change in how poor people survive, with many of them preferring to become vagrants rather than beggars due to limited housing, difficulty finding work, or restrictions on social activities during the pandemic. Then, in 2022, the number of vagrants dropped to 124, while beggars rose slightly to 99. Then, in 2023, the number of beggars increased significantly again to 138 people, while vagrants decreased to 93 people. This shows that despite efforts to address the issue, many people remain trapped in the cycle of poverty and choose begging as a means of survival. When observed, the majority of vagrants and beggars are of productive age and actually have the ability to do more decent work. However, the limited availability of jobs makes it difficult for them to be absorbed into the workforce. This instability also reflects that the measures taken tend to be short-term and have not touched the root of the problem.

In reality, vagrants and beggars in Pekanbaru use various methods to gain sympathy and assistance from the surrounding community. The actions taken by vagrants and beggars vary, ranging from asking directly, pretending to have a disability, to making demands by force. The presence of vagrants and beggars causes social unrest, disturbs public order, and tarnishes the image of the city as a center of government and economy (Suri, 2024). In line with this opinion, (Siregar & Habibie, 2024) adds that currently, vagrants and beggars in Pekanbaru City are acting increasingly unnaturally; whereas in the past they carried out their actions by creating fake wounds or pretending to be disabled, now these methods are rarely used to attract the attention of the public to give them money. Various new methods have begun to emerge, such as becoming silver men, street clowns, broom men, street musicians, and even traffic controllers who actually cause traffic jams. The most concerning thing is the presence of beggars who carry babies to elicit pity, as well as coercive actions that make road users feel uncomfortable and disturbed.

According to (Monica et al., 2024), if the problem of beggars is not addressed, it will have many negative impacts on the public, such as disturbing public order, disrupting the cleanliness and beauty of the city, disturbing comfort, disrupting security and order, causing population problems, and leading to crime. The same point is also explained by (Sari & Bakar, 2020), who state that the presence of vagrants causes disturbances to security stability, making the community anxious, uneasy, and uncomfortable.

The social phenomenon of vagrants and beggars in the city of Pekanbaru has become a daily sight. Examples include the Garuda Sakti traffic light intersection, the SKA intersection, the area around Pasar Bawah, and Jalan Nangka. This has a negative impact on the city as it can disturb the comfort and peace of residents, as well as pollute the environment. The Pekanbaru City Government has enacted Local Regulation No. 12 of 2008 on Social Order as the legal basis for regulating and controlling the presence of vagrants and beggars. Through this regional regulation, it is stipulated that the Civil Service Police Unit (Satpol PP), Civil Servant Investigators (PPNS), and the police are responsible for conducting continuous raids and enforcement in public places. Every individual caught in a raid will be processed in accordance with the law, and the government is expected to provide guidance and social rehabilitation for them.

Technical enforcement is regulated in Article 8, which stipulates that raids on vagrants and beggars are carried out continuously by the Civil Service Police Unit (Satpol PP) and Civil Servant Investigators (PPNS), in collaboration with the police in public places that are commonly used as locations for vagrancy and begging. Anyone caught in a raid will be arrested and processed in accordance with applicable law. Follow-up to the raid is coordinated with the Pekanbaru City Social and Funeral Services Agency to provide guidance and training to vagrants and beggars, whether they are in government or private social institutions or non-institutions, as well as repatriation for those who come from outside the city.

Furthermore, Article 9 emphasizes the obligation of local governments to provide social services, including social institutions that offer rehabilitation and skills training programs. The role of social organizations, non-governmental organizations

(NGOs), and the business world is also accommodated, with the hope that they can become active partners in providing job training, business capital, or becoming foster parents for beggar children.

The control of vagrants and beggars in Pekanbaru City is carried out by the Civil Service Police Unit (Satpol PP) with support from the Social Service, the Police, and Civil Servant Investigators (PPNS). These control activities are carried out continuously and involve inter-agency cooperation, targeting public locations that are often used by vagrants and beggars. Satpol PP is responsible for carrying out enforcement actions in the field, while the Social Services Agency plays a role in providing guidance to vagrants who are caught during the enforcement process and they coordinate to monitor and control vagrants and beggars in the city of Pekanbaru (Fahriadi & Adiinto, 2023).

The issue of homeless people and beggars remains a serious concern for the Pekanbaru City Government. This phenomenon not only disturbs public order but also reflects complex social issues. In response to this, the Pekanbaru City Government, through the Social Services Agency, is collaborating with various elements, including the Indonesian National Armed Forces, the Indonesian National Police, Satpol PP, the Transportation Agency, KPAI, the Health Agency, and DP3APM to carry out Operation AMAN (Assistance, Humanity, Trust, Comfort). This operation aims to create social order, reduce the number of vagrants and beggars, and restore the dignity and welfare of people living on the streets.

Operation AMAN began on October 15, 2025, with initial results reaching and securing 47 vagrants and beggars, most of whom were elderly people who needed special attention. This activity was carried out in an integrated and empathetic manner by a joint team, which then brought the homeless to the AMAN Operation Command Post at the Pekanbaru City Social Service Office for assessment, data collection, and further observation.

Over the course of seven days, the team continued to patrol various strategic locations in Pekanbaru City to ensure a safe, orderly, and humane urban environment. In addition to enforcement, the government also educated the public not to give donations to beggars on the streets, as this could hinder the government's efforts to reduce begging activities. This operation was not only a form of enforcement but also a tangible manifestation of the Pekanbaru City Government's commitment to maintaining social order and community welfare, involving inter-agency cooperation and active support from the community.

However, the effectiveness of the AMAN (Assistance, Humanity, Trust, Comfort) program in controlling vagrants and beggars in Pekanbaru City still faces various challenges. The reality on the ground shows that vagrants and beggars are still easily found at various strategic points, such as traffic lights, commercial areas, and other public areas. This is due to the behavior of the homeless, who, after being raided, return to the streets to beg. Therefore, the researcher felt it necessary to conduct a literature review to determine the extent of the effectiveness of the AMAN (Assistance, Humanity, Trustworthiness, and Comfort) program in controlling vagrants and beggars in the city of Pekanbaru.

## LITERATURE REVIEW

### Public Policy Theory

James Anderson in (Maulana & Nugroho, 2019) defines public policy as a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern. This means that with relatively stable time, a public policy is a deliberate action followed by an actor or group of actors to overcome a problem or issue that is of great concern to these actors and must be addressed immediately. According to Thomas R Dye (2013), public policy is whatever the government chooses to do or not to do. If the government chooses to do something, there must be a purpose, and the state policy must cover all actions.

Public policy refers to the process and results of decisions made by the government or public institutions to achieve certain goals in society. Public policy includes concrete steps taken to address public issues, promote the interests of society, and manage existing resources. (Arafat 2023)

This definition is based on public policy theory, which involves several key concepts, including:

1. Policy process: Public policy involves a series of stages, from problem formulation to policy impact evaluation. This process involves interaction between stakeholders, decision making, implementation, and policy evaluation.
2. Public objectives: Public policy aims to achieve the overall welfare of society. These objectives can cover various aspects, such as improving quality of life, reducing poverty, improving education, protecting the environment, and maintaining social justice.
3. Decision-making: Public policy involves a decision-making process that takes into account various factors, such as economic, political, social, cultural, and environmental aspects. These decisions are usually based on collected information, risk assessments, and consultations with relevant experts and stakeholders.

In the context of tackling homelessness and begging, effectiveness can be defined as the extent to which policies and programs implemented by local governments are able to reduce the number of homeless people and improve their social welfare. The implementation of effective policies is not only measured by enforcement in the field, but also by the government's success in providing long-term solutions such as guidance, skills training, and social reintegration.

Measuring effectiveness is not easy because it can be analyzed from various perspectives and depends on who is assessing it. Effectiveness can be measured by looking at an organization's achievements or by looking at its success in achieving its goals. Measuring effectiveness requires indicators or tools.

### Theory of Effectiveness

Effectiveness is a key element in achieving predetermined goals and objectives in every organization, activity, or program. It is considered effective if the predetermined goals or objectives are achieved (Martauli S et al., 2022) . In line with this opinion (Ariyani et al., 2024) Effectiveness is defined as a measure of whether an organization has successfully achieved its goals. If an organization achieves its goals,

then that organization has been running effectively. Effectiveness is a level of success achieved by an individual or organization in a certain way in accordance with the goals to be achieved. In other words, the more plans that are successfully achieved, the more effective an activity is considered to be.

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According to the theory of Sutrisno (2007: 125) in (Darmawan & Adiwidjaja, 2019) , which explains that there are indicators or measures used to analyze the effectiveness of a program, as follows:

1. Program understanding.
2. Targeted
3. Timeliness
4. Achievement of objectives.
5. Tangible changes.

Factors affecting effectiveness as stated by (Richard M Steers, 2015) in (Martauli S et al., 2022) are as follows:

1. Organizational characteristics are relatively fixed relationships, such as the structure of human resources within the organization. Structure is the unique way of placing people in order to create an organization.
2. Environmental characteristics encompass two aspects. The first aspect is the internal environment, known as the organizational climate, which is the overall environment within the organization.
3. Worker characteristics are the most influential factor on effectiveness.
4. Management characteristics are strategies and work mechanisms designed to condition everything within the organization so that effectiveness is achieved.

### **Pekanbaru City Regulation Number 12 of 2008 concerning Social Order**

The number of vagrants and beggars is increasing in Pekanbaru City, therefore, to overcome the problem of vagrants and beggars, follow-up action from the government is needed. In this case, the Pekanbaru City Government has formulated a policy by creating Pekanbaru City Regulation Number 12 of 2008 concerning Social Order to overcome the problem of vagrants and beggars in Pekanbaru City.

Pekanbaru City Regulation No. 12 of 2008 on Social Order is a regional legal policy designed to regulate public order and tackle various social problems in urban communities. One of the main focuses of this regional regulation is the handling of vagrants and beggars, who are considered a vulnerable group that needs to be controlled and guided so as not to disturb public order and comfort.

In this case, the Regional Regulation provides a clear definition of who is included in the category of vagrants and beggars. As stated in Article 2 paragraph (1), vagrants are people who live in conditions that are not in accordance with the norms of a decent life in the local community and do not have a permanent place of residence and work and wander in public places. Furthermore, Article 2 paragraph (2) explains that beggars are people who earn a living by begging in public in various ways and for

various reasons in order to elicit pity from others. Meanwhile, Article 2 paragraph 3 defines vagrants and beggars as people who live as vagrants and beg at the same time.

According to (Fitri, 2019) , vagrants are people who live in conditions that are contrary to local community norms, do not have a permanent place of residence or job, and move from one place to another. According to (Kuntari & Hikmawati, 2017) , beggars are individuals who seek income by begging in public places using various reasons and methods, in the hope of gaining sympathy from others. Beggars can basically be divided into two categories: those who fall into the category of vagrancy and begging to survive, and those who are vagrants and beggars because they are lazy to work.

According to Muthalib and Sudjarwo in Ali, et al. (1990) in (Fadri, 2019), vagrants can be described in three general categories, namely:

1. As individuals who are poor or impoverished by their social environment.
2. Those who are marginalized from mainstream society; and
3. As people who live a certain lifestyle in order to survive in conditions of poverty and isolation.

In Pekanbaru City Regulation Number 12 of 2008 concerning Social Order, Article 1 paragraph 13 explains that social order is a state of social peace in accordance with the prevailing norms, values, religious and cultural order, where the government and society can carry out activities in an orderly, comfortable and peaceful manner. When linked to the phenomenon of vagrants and beggars, social order is disrupted because their activities often cause disorder in public places, such as at intersections or in commercial areas. Their presence is considered incompatible with the values of order and comfort of the urban community.

However, on the other hand, the existence of vagrants and beggars also reflects unresolved social and economic problems, such as poverty and unemployment. Therefore, efforts to create social order are not enough with just crackdowns or raids, but must also be accompanied by guidance and empowerment so that they can live more decently and re-adapt to prevailing social norms.

## METHODOLOGY

This research was conducted in the city of Pekanbaru, Riau Province. The research was conducted from the end of September 2025 to October 2025. The research data was collected through direct interviews and field observations (direct observation) of five informants consisting of vagrants and beggars (gepeng) as the main subjects of the research and the Civil Service Police Unit (Satpol PP) as the party responsible for controlling vagrants and beggars on the streets.

Data collection was conducted at four main locations that are often used by vagrants and beggars, namely around the Garuda Sakti traffic light intersection, the SKA intersection, Pasar Bawah, and Jalan Nangka. Through interviews and direct observation in the field, researchers sought to obtain a realistic picture of the conditions of the homeless, the forms of control measures implemented, and the effectiveness of the AMAN (Assistance, Humane, Trustworthy, and Comfortable) program and control measures for vagrants and beggars in the city of Pekanbaru.

## RESULTS AND DISCUSSION

The effectiveness of the AMAN (Assistance, Humanity, Trustworthiness, and Comfort) program and the control of vagrants and beggars in Pekanbaru City in accordance with Pekanbaru City Regulation Number 12 of 2008 concerning Social Order was analyzed using the theory from Sutrisno (2007:125) in Darmawan & Adiwidjaja (2019). This theory explains that the effectiveness of a program can be measured through five main indicators, namely program understanding, accuracy of target, timeliness, achievement of objectives, and tangible changes.

Based on these five indicators, the researchers sought to assess the effectiveness of the "Operasi AMAN" program as a form of implementation of Pekanbaru City Regulation No. 12 of 2008 in controlling the presence of vagrants and beggars in Pekanbaru City. Through an analysis of each indicator, it can be determined whether the program is truly capable of achieving its intended objectives, namely creating social order and reducing social problems arising from the presence of vagrants and beggars in urban areas.

### **Program Understanding**

The effectiveness of the implementation of Pekanbaru City Regulation No. 12 of 2008 on Social Order is highly dependent on the level of understanding of the implementing officials and the community regarding the content and objectives of the policy. Understanding of this regulation reflects the extent to which the implementers and the community truly understand its intent, objectives, and substance. Understanding is a very important aspect because if the implementing officials and the community have a good understanding, the program that will be implemented can run effectively in accordance with its intended purpose. In addition, it is also necessary to see whether the program being implemented is in line with the existing problems and the problems to be solved, and whether the program can truly address the root causes of vagrancy and begging in the city of Pekanbaru. As stated by Sutrisno (2010) in (Fauziah et al., 2022), the indicator of program understanding is program realization so that the program can run smoothly. Program understanding is very necessary for the program targets so that the program runs well.

In this case, the enforcement of vagrancy and begging regulations in Pekanbaru City is carried out by the Civil Service Police Unit (Satpol PP) and the Social Services Agency, as stipulated in Article 8 paragraphs (1) and (4) of Local Regulation No. 12 of 2008. This article explains that Satpol PP, together with the Social Service and the Cemetery Service of Pekanbaru City, are responsible for carrying out control and guidance activities for vagrants and beggars, both those outside and inside social institutions owned by the local government or private entities. Furthermore, for vagrants and beggars originating from outside the City of Pekanbaru, the local government may repatriate them to their areas of origin as part of social guidance efforts and the enforcement of public order.

The Civil Service Police Unit (Satpol PP) and the Social Services Agency of Pekanbaru City are the main implementing agencies for Pekanbaru City Regulation No. 12 of 2008 on Social Order. These two agencies demonstrate a good understanding of the content, intent, and purpose of the Regional Regulation. As a manifestation of



this understanding, Satpol PP and the Social Services Agency carry out the AMAN (Assistance, Humane, Trustworthy, and Comfortable) Operation program as a concrete step in controlling the presence of vagrants and beggars in the Pekanbaru City area.

The implementation of Operation AMAN is not only carried out by Satpol PP and the Social Service Agency, but also involves elements of the Indonesian National Armed Forces (TNI), the Indonesian National Police (POLRI), and other relevant agencies that play a role in maintaining order and security during the enforcement process. This cross-sectoral collaboration demonstrates that policy implementation is carried out in an integrated and well-coordinated manner between local government institutions. The operation was carried out from October 15 to October 21, 2025, with the aim of regulating vagrants and beggars (gepeng) who were active on main roads, shopping areas, and traffic light intersections in the city of Pekanbaru.

After being caught in the operation, the gepeng were taken to the Social Services Office to undergo a complete data collection and identification process, then returned to their respective homes and given identity cards as part of efforts to regulate the population administration. After this process, the Social Services Agency will submit their data to the DTSEN (National Social and Economic Data) system so that they can gain access to various government social assistance programs, such as the Family Hope Program (PKH), basic food assistance, and cash social assistance. This program shows that the implementation of Operation AMAN is not only oriented towards enforcement, but also towards rehabilitation and social empowerment for the homeless and beggars.

However, in practice, the efforts made by Satpol PP, the Social Services Agency, the Indonesian National Armed Forces, the Indonesian National Police, and other related agencies are often not matched by behavioral changes on the part of the homeless themselves. Based on interviews with several beggars, it is known that every time they are caught in a raid, they are taken to the Social Services Agency office and given brief guidance for approximately three days. During this guidance period, they receive instructions and warnings not to return to begging on the streets, as well as an explanation of the prohibition on begging in public places as stipulated in local regulations. Although some beggars claim to understand the prohibition and realize that begging, especially at traffic lights, is against local regulations, they continue to do so for economic reasons. Some of them stated that they begged because they did not have permanent jobs and had urgent needs to meet, "rather than not eating," as stated by one of the beggars interviewed.

Based on an interview with the Head of the Regional Law Enforcement Division (Kabid PPUD) of the Pekanbaru Municipal Police, Mr. Fakhruddin, S.P., M.H., it was explained that in addition to enforcing regulations, the government also strives to educate the public not to give money directly to beggars and vagrants. This is because the government has provided official channels for the distribution of alms and social assistance, such as through the National Zakat Agency (BAZNAS), which distributes aid in a more measurable, targeted, and accountable manner. This education is expected to change the mindset of the community so that they do not reinforce the

practice of begging on the streets, but instead channel their assistance through legitimate and organized mechanisms.

This situation indicates that although the implementing agencies have performed their roles fairly well through the implementation of Operation AMAN, data collection, issuance of identification, and nomination of social assistance recipients, the effectiveness of this policy is still not optimal. This is because the main problem lies with the vagrants and beggars themselves ( ), who continue to beg on public roads and at traffic lights in Pekanbaru City despite having received counseling and rehabilitation for three days.

### **Targeted**

According to Sutrisno (2010) in (Fauziah et al., 2022) , the indicator of a program's accuracy is that the target must be in accordance with the rules that have been determined in advance so that the program can be implemented effectively. This principle is also reflected in the implementation of Operation AMAN (Assistance, Humanity, Trustworthiness, and Comfort), which is one of the efforts of the Pekanbaru City Government to enforce social order. This program specifically targets groups of people who are targeted in Pekanbaru City Regulation Number 12 of 2008 concerning Social Order, namely vagrants, beggars, street children, silver men, and people with mental disorders (ODGJ).

This is in line with the results of an interview with the Head of the Social Affairs Department of Pekanbaru City, Mr. Fakhruddin, S.P., M.H., who stated that Operation AMAN (Assistance, Humanity, Trustworthiness, and Comfort) has been running on target. He explained that most of the individuals who were disciplined by the joint team were migrants. Interestingly, some of them came from affluent families but had adopted a lifestyle of begging, even exploiting their children to the point of dropping out of school so they could join them in begging on the streets. He also added that in some cases, the income earned by these beggars was actually higher than the salaries of permanent employees.

During the operation, 149 people with social welfare issues were reached. All of the individuals who were caught underwent a social assessment by social workers, received education, and underwent a health check by medical personnel from the community health center. This activity was carried out at a number of strategic points in the city of Pekanbaru, including Jalan HR Soebrantas, Simpang Arifin Achmad, Simpang Garuda Sakti, and Simpang SKA.

Based on the data collected, it was found that 10 individuals were repeat offenders. Four of them were accommodated at the Social Services shelter, 20 were picked up by their families, while the remaining 10 chose to return home on their own after receiving guidance and promising not to return to similar activities on the streets. The Pekanbaru City Government emphasized that this operation will continue to be carried out periodically as a form of commitment to maintaining social order and providing protection for residents experiencing social welfare issues.

Thus, it can be concluded that the implementation of Operation AMAN by the Pekanbaru City Government has been on target, as this program has successfully reached the groups specified in Pekanbaru City Regulation No. 12 of 2008 on Social

Order, namely vagrants, beggars, street children, silver men, and people with mental disorders. This success demonstrates that the local government has been able to direct the implementation of the program in accordance with its objectives and applicable regulations.

### **Timeliness**

According to Sutrisno (2010) in (Fauziah et al., 2022), the indicator of timeliness in measuring program effectiveness is that a program is considered effective if it is in accordance with the predetermined time frame, and the more timely a program is, the more effective it is.

Timeliness in a program means that the use of time is neither more nor less than the predetermined time. Based on the research conducted by the researcher, it can be seen that the AMAN Operation program was carried out from October 15 to October 21, 2025, and its implementation was in accordance with the predetermined time. This shows that in terms of timeliness, the program has been running effectively.

Furthermore, based on the results of an interview with the Head of PPUD, Mr. Fakhruddin, S.P., M.H., it is known that Satpol PP also has other efforts to support the effectiveness of the program, namely by conducting routine raids every day in the morning and afternoon. The location of these raids is adjusted to the places where vagrants and beggars (gepeng) are monitored. However, there are still obstacles in the field. One of the obstacles that is often encountered is that the gepeng try to avoid the Satpol PP fleet when they see it from a distance, but after the officers leave the location, they return to the streets to beg and loiter as usual.

Thus, although the program has been implemented on time, its overall effectiveness still faces challenges in terms of field implementation, particularly in changing the behavior of the gepeng who are the targets of the operation.

### **Achievement of Objectives**

According to Sutrisno (2010) in (Fauziah et al., 2022), the achievement of program effectiveness is measured by the extent to which a program provides benefits, as this indicates the program's effectiveness. The main objective of Local Regulation No. 12 of 2008 is to create social order and reduce the number of vagrants and beggars in the city of Pekanbaru.

Based on the results of an interview with the Head of PPUD, Mr. Fakhrydin, S.P., M.H., it is known that the AMAN Operation program has succeeded in achieving most of its objectives in terms of controlling vagrants and beggars. This can be seen from the results of the operation, which successfully caught 149 people with social and welfare problems (P2SK). After being caught, the vagrants were handed over to the Social Services Agency to undergo a guidance process that included education on the prohibition of begging, understanding of the violations committed, and guidance on future guidance steps.

In addition, the Social Services Agency also provided training in the form of a 24-hour short course at a shelter for vagrants located on Jalan K.H. Nasution. In carrying out these activities, Satpol PP played an important role in assisting the Pekanbaru City

Government in securing, recording, and handing over the vagrants to the Social Services Agency for further rehabilitation. The Satpol PP also consistently carried out routine raids every day in the morning and afternoon, as explained earlier. These efforts created social order and reduced the number of vagrants and beggars in the city of Pekanbaru, thereby indirectly supporting the achievement of the objectives of Local Regulation No. 12 of 2008.

Thus, it can be concluded that the AMAN Operation program has shown positive results in terms of program effectiveness, particularly in terms of achieving its objectives. However, to ensure the sustainability of these results, follow-up measures in the form of long-term rehabilitation and continuous monitoring are necessary to prevent the homeless individuals who have been rehabilitated from returning to the streets and to help them adapt to a more productive social life.

### **Real Change**

According to Sutrisno (2010) in (Fauziah et al., 2022), a program is considered effective if it brings about real change that is directly obtained by the program's targets.

Based on the results of an interview with the Head of PPUD, Mr. Fakhrudin, S.P., M.H., it is known that the AMAN Operation program has brought real changes in the field. Following the implementation of Operation AMAN, conditions at several strategic points in the city of Pekanbaru appear to be more orderly, and the number of vagrants and beggars has begun to decline. However, these changes are not yet permanent, as the vagrants usually hide when the Satpol PP team or vehicle arrives. Once the officers leave the location, they return to the streets to beg and loiter.

To overcome this, Satpol PP has conducted routine guarding activities at points prone to gepeng activity. In addition, Satpol PP also conducts routine guard duty with leaders at a number of locations that are often used by gepeng for begging and vagrancy. This measure was taken as a form of continuous monitoring to consistently reduce the number of vagrants. However, according to him, this program cannot yet be considered effective, because the results achieved are still temporary and have not been able to bring about lasting behavioral changes among vagrants. This is because after the raids, many vagrants still return to the streets as soon as they are caught by Satpol PP.

Therefore, Satpol PP, the Social Services Agency, and other relevant agencies are currently planning a more effective follow-up program oriented towards long-term guidance, with the hope of reducing the number of vagrants and beggars in Pekanbaru City in a more optimal and sustainable manner. With these collaborative efforts, it is hoped that the programs designed by Satpol PP, the Social Services Agency, and other relevant agencies will not only be limited to enforcement in the field, but will also be able to bring about real and lasting change, so that the problem of vagrants and beggars in Pekanbaru City can be reduced gradually and comprehensively.

### **CONCLUSION**

Based on the results of research on the Effectiveness of the AMAN (Assistance, Humane, Trustworthy, and Comfortable) Program and the Control of Vagrants and Beggars in Pekanbaru City, it can be concluded that in general this program has been

running quite well, although its effectiveness is not yet fully optimal. Analysis based on five program effectiveness indicators according to Sutrisno (2007) shows the following. First, in terms of program understanding, the Public Order Agency and Social Services Agency of Pekanbaru City demonstrated a good level of understanding of the content and objectives of Local Regulation No. 12 of 2008 on Social Order. This can be seen from the implementation of Operation AMAN, which is not only oriented towards control, but also touches on aspects of data collection, guidance, and social rehabilitation for vagrants and beggars. Second, based on the target accuracy indicator, Operation AMAN has successfully reached the main target groups, namely vagrants, beggars, street children, silver men, and people with mental disorders (ODGJ). The implementation of activities involving various agencies such as the TNI, Polri, Dishub, Dinkes, and DP3APM also shows that this program is carried out in an integrated and focused manner. Third, in terms of timeliness, the program was implemented according to the planned schedule, namely from October 15 to 21, 2025. In addition, the routine raids conducted by the Public Order Agency (Satpol PP) every morning and evening also demonstrate the local government's commitment to maintaining consistency in policy implementation. Fourth, in terms of the achievement of objectives, Operation AMAN has had a positive impact in the form of increased social order and a decrease in the number of vagrants and beggars at several strategic points in the city of Pekanbaru. However, the ultimate goal of completely eliminating begging has not yet been achieved because some beggars have returned to the streets after receiving guidance. Fifth, in terms of tangible change indicators, this program has brought about changes in the field, with several areas of the city appearing more orderly and free from begging activities. However, these changes are not yet permanent because they have not been followed by sustainable behavioral changes on the part of the beggars themselves.

Thus, it can be concluded that the AMAN Operation Program has been effective in terms of implementation and inter-agency coordination, but its effectiveness in creating behavioral change and reducing the number of vagrants and beggars on a sustainable basis still needs to be improved. This is because the main problem lies with the vagrants and beggars themselves, who continue to beg on public roads and at traffic lights in Pekanbaru City even though they have been given guidance and rehabilitation for three days.

The author attempts to provide suggestions and recommendations that can be used as evaluation material for handling vagrants and beggars in the city of Pekanbaru. First, economic empowerment and skills training need to be strengthened by providing training programs and job opportunities for vagrants and beggars so that they have sustainable alternative livelihoods and do not return to begging. Second, public education must be improved through more intensive socialization to the community regarding the prohibition of giving direct assistance to beggars, so that the community understands their role in supporting the objectives of the local regulation. Third, consistent enforcement of regulations is very important, by scheduling regular and structured control and guidance activities, so that the program is not only incidental but also has a long-term impact on social order in the city of Pekanbaru.

Fourth, it is recommended that the Pekanbaru Municipal Police (Satpol PP) strengthen the enforcement of Local Regulation No. 12 of 2008 on Social Order by imposing strict sanctions on vagrants and beggars who violate it, as well as on members of the public who do not comply with the prohibitions in this local regulation. The consistent application of sanctions is expected to have a deterrent effect on violators, thereby increasing discipline in implementing the regulation and achieving its objectives of creating social order and reducing begging in public spaces more optimally.

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