



IMPLEMENTATION OF POLICY ON HANDLING VAGRANTS AND BEGGARS AT THE SOCIAL AFFAIRS OFFICE OF GORONTALO CITY

IMPLEMENTASI KEBIJAKAN PENANGANAN GELANDANGAN DAN PENGEMIS PADA DINAS SOSIAL KOTA GORONTALO

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Abstract

This descriptive qualitative research analyzes the effectiveness of policy implementation on handling vagrants and beggars at the Social Affairs and Community Empowerment Office of Gorontalo City. Four indicators from George C. Edward III's policy implementation theory—communication, resources, disposition, and bureaucratic structure—are employed as the analytical framework. Field data obtained through observation, interviews, and documentation were systematically analyzed using the data condensation, display, and conclusion drawing model of Miles, Huberman, and Saldana. The findings indicate that the policy implementation on handling vagrants and beggars at the Social Affairs and Community Empowerment Office of Gorontalo City has been running fairly well but has not yet been optimal. In the communication aspect, coordination among implementers has been functioning well; however, information dissemination to target groups and the general public remains suboptimal. In the resources aspect, policy implementation has been supported by human resources, authority, and facilities, yet is still constrained by limited personnel and underutilized facilities and databases. In the disposition aspect, officials demonstrate commitment, responsibility, and a professional attitude in implementing the policy; however, guidance programs have not been able to reach all vagrants and beggars on a sustainable basis. In the bureaucratic structure aspect, policy implementation has been supported by Standard Operating Procedures (SOPs), clear task distribution, and inter-division coordination; nevertheless, SOP implementation in the field still needs optimization to ensure services reach all target groups. Based on these findings, the Social Affairs and Community Empowerment Office of Gorontalo City needs to enhance communication and socialization to target groups, strengthen human resources and supporting facilities, optimize guidance and empowerment programs, and improve inter-agency coordination so that the policy implementation on handling vagrants and beggars can be more effective in improving social welfare.

Keywords : Policy Implementation, Vagrants and Beggars, Social Affairs Office, George C. Edward III.



Abstrak

Penelitian kualitatif deskriptif ini menganalisis efektivitas implementasi kebijakan penanganan gelandangan dan pengemis di Dinas Sosial dan Pemberdayaan Masyarakat Kota Gorontalo. Empat indikator dari teori implementasi kebijakan George C. Edward III—yaitu komunikasi, sumber daya, disposisi, dan struktur birokrasi—digunakan sebagai kerangka analisis. Data lapangan yang diperoleh melalui observasi, wawancara, dan dokumentasi dianalisis secara sistematis menggunakan model kondensasi data, penyajian data, dan penarikan kesimpulan dari Miles, Huberman, dan Saldana. Hasil penelitian menunjukkan bahwa implementasi kebijakan penanganan gelandangan dan pengemis di Dinas Sosial dan Pemberdayaan Masyarakat Kota Gorontalo telah berjalan cukup baik namun belum optimal. Pada aspek komunikasi, koordinasi antar pelaksana telah berjalan dengan baik; namun, penyebaran informasi kepada kelompok sasaran dan masyarakat umum masih belum optimal. Pada aspek sumber daya, implementasi kebijakan telah didukung oleh sumber daya manusia, wewenang, dan sarana prasarana, namun masih terkendala oleh keterbatasan personel serta pemanfaatan sarana dan basis data yang belum maksimal. Pada aspek disposisi, para petugas menunjukkan komitmen, tanggung jawab, dan sikap profesional dalam melaksanakan kebijakan; namun, program pembinaan belum mampu menjangkau seluruh gelandangan dan pengemis secara berkelanjutan. Pada aspek struktur birokrasi, implementasi kebijakan telah didukung oleh Standar Operasional Prosedur (SOP), pembagian tugas yang jelas, dan koordinasi antar-bidang; meskipun demikian, pelaksanaan SOP di lapangan masih memerlukan optimalisasi untuk memastikan layanan menjangkau seluruh kelompok sasaran. Berdasarkan temuan tersebut, Dinas Sosial dan Pemberdayaan Masyarakat Kota Gorontalo perlu meningkatkan komunikasi dan sosialisasi kepada kelompok sasaran, memperkuat sumber daya manusia dan sarana pendukung, mengoptimalkan program pembinaan dan pemberdayaan, serta meningkatkan koordinasi antar-instansi agar implementasi kebijakan penanganan gelandangan dan pengemis dapat lebih efektif dalam meningkatkan kesejahteraan sosial.

Kata Kunci : Implementasi Kebijakan, Gelandangan dan Pengemis, Dinas Sosial, George C. Edward III.

1. INTRODUCTION

Social problems remain one of the issues that continues to receive government attention in the administration of development. The emergence of social problems is related to the discrepancy between conditions in society and prevailing values, norms, and social expectations. Various forms of social problems commonly encountered in public life include poverty, unemployment, abandoned children, vagrants, and beggars. These problems not only affect the individuals experiencing them but can also impact public order, security, and the broader welfare of society. To address these evolving social issues, the government is responsible for formulating and implementing targeted policies and programs (Edward III, 1980).

The problem of vagrants and beggars is not merely related to economic aspects but also encompasses social, educational, cultural, and public order dimensions. The inability of individuals or groups to meet their basic needs reflects a condition of poverty that risks triggering various social inequalities. Limited education and vocational skills further narrow their opportunities to obtain adequate employment and income, consequently making the proliferation of vagrants and beggars one of the patterns of social welfare problems (Kementerian Sosial Republik Indonesia, 2021).

The handling of vagrants and beggars constitutes a component of social welfare administration as mandated by Law No. 11 of 2009 on Social Welfare. This law affirms that social welfare administration aims to meet the basic needs of citizens to enable them to live decently and develop themselves. Accordingly, regional governments through their authorized agencies have the responsibility to carry out guidance, social rehabilitation, and empowerment for community groups experiencing social problems, including vagrants and beggars (Winarno, 2012).



In Gorontalo City, the handling of vagrants and beggars has a legal basis stipulated in Regional Regulation of Gorontalo City Number 1 of 2018 on Public Order. This regulation serves as the foundation for the regional government to maintain public order, including conducting enforcement and handling activities for vagrants and beggars found in public spaces. Through this regulation, the regional government is expected to create an orderly, safe, comfortable, and conducive environment for the community.

In its implementation, the Social Affairs Office of Gorontalo City plays an important role in executing the policy on handling vagrants and beggars. The Social Affairs Office is responsible for conducting data collection, guidance, social rehabilitation, and coordination with related agencies as part of the effort to handle vagrants and beggars. Furthermore, the office also plays a role in providing social services and empowerment to individuals and groups, particularly those classified as persons with social welfare problems (Agustino, 2016).

Based on data obtained from the Social Affairs Office of Gorontalo City, the number of vagrants and beggars during the 2022–2026 period experienced fluctuating changes. In 2022, there were 2 beggars and 5 vagrants. Subsequently, in 2023, the number increased to 30 beggars and 20 vagrants. In 2024, both beggars and vagrants were recorded at 25 persons each. In 2025, beggars decreased to 15 persons while vagrants increased to 35 persons. Meanwhile, in 2026, beggars rose again to 27 persons and vagrants showed a significant increase to 63 persons.

This data demonstrates that the problem of vagrants and beggars in Gorontalo City remains a social issue requiring serious attention from the regional government. Various handling efforts have been carried out by the Social Affairs Office; however, the number of vagrants and beggars continues to fluctuate, with vagrants tending to increase in recent years, particularly in 2026. This condition indicates that the policy implementation has not fully achieved its intended objectives.

According to Edwards (1980), the success of policy implementation is influenced by four key factors. First, clear and accurate communication is fundamental to ensure that policy directives are properly understood by implementing officials and target communities. Second, the availability of resources—including adequate personnel, budget allocation, work facilities, and legal authority—serves as the primary driver of operational activities. Third, the disposition, or the commitment and positive attitude of implementers, greatly determines the extent to which policies are carried out earnestly. Finally, a solid bureaucratic structure with standard operating procedures (SOPs) and well-organized coordination mechanisms among agencies ensures the entire execution chain runs in a directed and orderly manner.

Based on the foregoing, this research aims to analyze the implementation of the policy on handling vagrants and beggars at the Social Affairs and Community Empowerment Office of Gorontalo City using the policy implementation theory of George C. Edward III, encompassing the dimensions of communication, resources, disposition, and bureaucratic structure.

2. RESEARCH METHOD

This research employs a qualitative approach with a descriptive research type. According to Sugiyono (2018), qualitative research aims to understand phenomena experienced by research subjects holistically through descriptions in the form of words and language within a specific natural context using various scientific methods. The descriptive qualitative method was chosen because the research aims to describe and explain systematically the implementation of the policy on handling vagrants and beggars by the Social Affairs Office of Gorontalo City based on field conditions.

The research was conducted at the Social Affairs and Community Empowerment Office of Gorontalo City, located on Jalan Jenderal Sudirman, Kelurahan Wumialo, Kecamatan Kota Tengah, Gorontalo City, Gorontalo Province. This agency was selected as the research site because it is the primary implementer of the policy on handling vagrants and beggars in Gorontalo City, guided by Regional Regulation of Gorontalo City Number 1 of 2018 on Public Order. The research was planned for approximately three months, from June to August 2026.



In qualitative research, the researcher serves as the main instrument (human instrument) who plays a direct role from the data collection stage to data analysis. The researcher went directly to the research location at the Social Affairs Office of Gorontalo City to collect accurate data regarding the policy implementation, performing a dual role as both observer and data collector through in-depth interviews, observation, and document study (Sugiyono, 2018).

Data used in this research consisted of primary and secondary data. Primary data were obtained directly from key informants through direct observation and in-depth interviews with actors involved in the implementation of the policy on handling vagrants and beggars. These informants included the Head of the Social Rehabilitation and Social Protection Division, the Head of the Social Rehabilitation Section, staff of the Social Affairs Office, vagrants and beggars, and community members. Secondary data were obtained from documents, archives, reports, regulations, and other written sources relevant to the research.

Data collection procedures employed three main techniques: observation, interviews, and documentation. Direct observation in the field was conducted to examine activities and actual conditions related to the policy implementation. In-depth interviews were conducted with competent informants to gain comprehensive understanding of the dynamics of policy implementation, including various supporting and hindering factors in the field. Documentation was carried out by collecting relevant documents such as legislation, activity reports, vagrant and beggar data, activity photos, and other relevant documents.

The data analysis technique used the interactive analysis model proposed by Miles, Huberman, and Saldana (2014), which encompasses data condensation, data display, and conclusion drawing/verification. Data condensation is the process of selecting, focusing, simplifying, abstracting, and transforming data obtained from observations, interviews, and documentation. Data display is the systematic arrangement of information to facilitate understanding and planning of subsequent analysis steps. Conclusion drawing and verification is the final stage of qualitative data analysis to discover meaning from analyzed data and ensure consistency of research findings.

Data validity was tested through triangulation, encompassing source triangulation (comparing information from different informants), technique triangulation (cross-checking data using different collection techniques), and time triangulation (conducting data collection at different times). Through the application of these three triangulation methods, the researcher sought to obtain credible data so that the research results could be scientifically accountable.

3. RESULT AND DISCUSSION

Communication

Communication is one of the indicators that influences the success of policy implementation. According to George C. Edward III (1980), communication relates to the process of conveying policy information to implementers or target groups so that the objectives, content, and implementation procedures of the policy can be properly understood. Edward III explains that effective communication is determined by three dimensions: transmission, clarity, and consistency.

Based on the research findings, communication in the implementation of the policy on handling vagrants and beggars at the Social Affairs and Community Empowerment Office of Gorontalo City has been carried out through internal information dissemination to employees, coordination with related agencies, and socialization to the public. Information dissemination to employees has been conducted routinely through internal coordination, including coordination meetings, leadership directives, task distribution, as well as conveying incoming correspondence, community reports, and case handling in the field according to Standard Operating Procedures (SOPs).

The Head of the Social Rehabilitation and Social Protection Division stated that all policies and regulations that constitute the tasks of the division are always communicated to all employees. Communication regarding the policy on handling vagrants and beggars is carried out intensively, for instance when incoming correspondence, community reports, or cases of vagrants and beggars need



to be followed up. All such information is conveyed to employees according to SOPs so that each employee understands their duties and responsibilities.

Coordination with the Civil Service Police Unit (Satpol PP) has been well-established. Before conducting outreach or operations, the Social Affairs Office first coordinates by sending letters to Satpol PP according to the predetermined schedule. After receiving the letter, Satpol PP provides confirmation regarding their availability and the number of personnel who will be involved in joint outreach activities. This demonstrates that cross-sector coordination between the Social Affairs Office and Satpol PP has been effective and structured.

The Social Affairs Office has also socialized the policy to the public through various information media, including social media (such as TikTok), online news, print media (newspapers), and collaboration with the Communication and Information Office (Dinas Kominfo). Staff members have also been directly involved in socialization activities during field operations, providing explanations to the public about ongoing activities.

However, the research findings reveal that communication to target groups remains suboptimal. Interviews with vagrants and beggars indicate that they had never received information or direct socialization from the Social Affairs Office regarding the policy on handling vagrants and beggars. Similarly, some community members stated they had never received direct socialization, resulting in limited understanding of the policies implemented by the Social Affairs Office. This gap indicates that information dissemination has been more dominant at the implementer level compared to the target groups and general public.

When analyzed using Edward III's theory, the transmission aspect has functioned well as policy implementation information has been conveyed to officials through internal coordination. The clarity aspect has also been fulfilled as each employee receives explanations about their tasks, responsibilities, and work procedures according to SOPs. The consistency aspect is evident from the continuous dissemination of information whenever there are community reports, incoming correspondence, or before handling activities. Nevertheless, these three communication dimensions have not been fully experienced by target groups, as there remain vagrants, beggars, and community members who have not received direct information about the policy (Agustino, 2016; Winarno, 2012).

Resources

Resources constitute one of the critical factors determining the success of policy implementation. According to George C. Edward III (1980), policy implementation will not run effectively if not supported by adequate resources. These resources include human resources, facilities, information, and authority possessed by the implementing organization. Winarno (2012) explains that resources are a crucial element in policy implementation because without adequate resource support, well-formulated policies will be difficult to implement.

Based on the research findings, the Social Affairs Office still faces limitations in the number of human resources, particularly during field outreach. To address this limitation, the office collaborates with other divisions, especially the Social Protection and Social Security Division, and cooperates with Satpol PP to ensure outreach activities can still be conducted optimally. This demonstrates that despite insufficient personnel numbers, policy implementation continues through inter-division and cross-agency cooperation.

Regarding facilities and infrastructure, the research shows that the Social Affairs Office possesses a rescue vehicle and a shelter (Rumah Singgah Ilomata) for temporary guidance of vagrants and beggars. However, the number of operational vehicles remains limited, requiring outreach activities to be conducted in stages. The Social Affairs Office works with Satpol PP, which also provides operational vehicles during outreach, demonstrating that available facilities are maximized despite not fully meeting the needs of policy implementation.

In terms of information technology, the Social Affairs Office has utilized technology to support policy implementation; however, the management of the vagrant and beggar database remains suboptimal. The available data is not yet comprehensive and requires periodic updating. An accurate



database is essential to support policy planning, implementation, and evaluation so that handling vagrants and beggars can be conducted in a targeted manner (Agustino, 2016).

The findings also reveal that some vagrants and beggars have never received assistance or direct services from the Social Affairs Office, and community members were unable to assess the adequacy of the office's resources as they had never witnessed handling operations firsthand. This indicates that although resources are available, their utilization has not been fully experienced by all target groups. These findings align with Endang Pambengo et al. (2026), who demonstrated that implementation effectiveness is influenced by effective communication, resource capacity, inter-agency coordination, and implementation systems that operate in accordance with policy objectives.

Disposition

Disposition is one of the factors determining the success of policy implementation. According to George C. Edward III (1980), disposition relates to the attitudes, commitment, honesty, and responsibility of implementing officials in carrying out policies. Even if communication runs well and resources are available, policy implementation will not be optimal if implementers lack the willingness and commitment to execute the policy in accordance with established objectives.

Based on the research findings, the disposition of officials in the policy implementation at the Social Affairs and Community Empowerment Office of Gorontalo City demonstrates good commitment and responsibility. The Head of Division, Head of Section, and staff stated that every activity implementation is carried out based on assignment letters and refers to the main duties and functions of each position. Before conducting field outreach, leadership always provides direction to officers to prioritize a humanistic, polite approach and to refrain from anarchistic actions. This shows that officials are not only task-oriented but also attentive to public service ethics.

The research also shows that during the guidance process, officials carry out stages including identity data collection, providing direction, guidance, signing of declarations, and temporary placement at the shelter. Guidance is conducted persuasively to prevent vagrants and beggars from returning to begging on the streets. However, some vagrants and beggars continue to return to these activities due to a lack of awareness and deterrent effect, indicating that the success of policy implementation is influenced not only by the commitment of officials but also by the response and behavioral changes of target groups (Irfan et al., 2024).

Officials at the Social Affairs Office view the handling of vagrants and beggars as not solely a government responsibility but one that also requires community support. They expect the public not to give money or goods directly to vagrants and beggars on the streets but rather to channel assistance through official social institutions for more targeted aid distribution. This perspective demonstrates the earnestness of officials in achieving policy objectives through government-community cooperation (Agustino, 2016).

Conversely, interviews with vagrants, beggars, and community members show that most informants had never experienced or directly witnessed enforcement or guidance processes carried out by the Social Affairs Office. Consequently, they were unable to assess the attitudes, commitment, or responsibility of officials in implementing the policy. This finding indicates that guidance implementation has not fully reached all target groups and has not been widely known by the community.

Bureaucratic Structure

Bureaucratic structure is one of the factors determining the success of policy implementation. According to George C. Edward III (1980), bureaucratic structure relates to organizational mechanisms used in implementing policies, particularly through Standard Operating Procedures (SOPs) and clear task distribution (fragmentation). A well-functioning bureaucratic structure facilitates policy implementation because each implementer understands their tasks, functions, and responsibilities (Winarno, 2012).

Based on the research findings, the bureaucratic structure in the policy implementation at the Social Affairs and Community Empowerment Office of Gorontalo City has been supported by SOPs,



clear task distribution, and inter-division and inter-agency coordination. SOPs serve as guidelines for all officials in implementing each stage of handling, from receiving community reports, field outreach, data collection, assessment, guidance, to follow-up for vagrants and beggars. Through these SOPs, each official has clear work guidelines so that policy implementation can be carried out according to established procedures.

The research also shows that task distribution has been implemented according to the main duties and functions of each employee. The Head of Division distributes tasks to the Head of Section, functional officials, or staff according to the needs of activity implementation. During outreach activities, officers are divided into groups according to target locations, ensuring each personnel member has clear responsibilities. When personnel numbers are insufficient, the Social Affairs Office coordinates with other divisions to ensure activities can still proceed optimally.

The implementation follows a systematic seven-stage process: (1) receiving reports from the community, other agencies, or direct field findings; (2) coordination with Satpol PP and related agencies; (3) joint outreach to locations with vagrant and beggar activity; (4) data collection and assessment of identity and social conditions; (5) guidance through direction, counseling, and signing of declarations at the shelter; (6) follow-up through family return, referral to social institutions, or other services; and (7) monitoring and evaluation of implementation outcomes.

However, the bureaucratic structure implementation has not been fully experienced by target groups. Interviews with vagrants and beggars reveal they had never received guidance or services at the shelter, meaning they were unaware of the handling processes or procedures conducted by the Social Affairs Office. Some community members were also unaware of the direct implementation of vagrant and beggar handling. This suggests that although the bureaucratic structure is well-organized, service implementation still needs improvement to reach all target groups (Monica et al., 2024; Ahandini et al., 2025).

When analyzed using Edward III's theory, the bureaucratic structure has fulfilled two main elements: the existence of SOPs and fragmentation or task distribution. SOPs serve as guidelines for all officials, while task distribution is carried out according to each employee's functions. Inter-division and inter-agency coordination has also been well-implemented. However, the effectiveness of the bureaucratic structure still needs enhancement because service delivery has not fully reached all vagrants and beggars who are policy targets (Agustino, 2016; Winarno, 2012).

4. CONCLUSION

Based on the field findings and discussion regarding the Implementation of the Policy on Handling Vagrants and Beggars at the Social Affairs and Community Empowerment Office of Gorontalo City through the lens of George C. Edward III's theory—encompassing the dimensions of communication, resources, disposition, and bureaucratic structure—the following conclusions can be drawn.

First, in the communication aspect, internal communication between leadership, division heads, section heads, and staff has been carried out through coordination meetings, task distribution, leadership directives, and information dissemination according to SOPs. Coordination with Satpol PP and related agencies has also been functioning well. The Social Affairs Office has conducted socialization through social media, online media, print media, and collaboration with the Communication and Information Office. However, communication to target groups and parts of the community remains suboptimal, as there are still vagrants, beggars, and community members who have not received direct information or socialization regarding the policy.

Second, in the resources aspect, policy implementation has been strengthened by human resources, facilities, information technology, and authority possessed by the Social Affairs Office. Nevertheless, the number of human resources remains limited, requiring support from other divisions during outreach activities. Available facilities and infrastructure are also limited, particularly operational vehicles. Additionally, information technology utilization still needs improvement,



especially in providing and updating the vagrant and beggar database to enable more targeted policy implementation.

Third, in the disposition aspect, officials demonstrate commitment, responsibility, and a positive attitude in implementing the policy, carrying out duties according to assignment letters and SOPs while prioritizing a humanistic approach. However, the effectiveness of guidance still faces challenges as some vagrants and beggars lack awareness and deterrent effect, continuing to return to begging activities. Furthermore, policy success is also influenced by low community participation, as members of the public continue to give money directly to vagrants and beggars on the streets.

Fourth, in the bureaucratic structure aspect, policy implementation has been supported by SOPs, clear task distribution, and good coordination among employees, divisions, and related agencies, particularly Satpol PP. SOPs serve as guidelines at every stage of handling, from report reception, outreach, data collection, guidance, to follow-up. However, the bureaucratic structure implementation has not been optimal because there remain vagrants and beggars who have not received guidance or direct services, meaning the benefits of the policy have not been fully felt by all target groups.

Based on these four indicators, it can be concluded that the implementation of the policy on handling vagrants and beggars at the Social Affairs and Community Empowerment Office of Gorontalo City has been running well but not yet optimally. Improvements are needed in external communication to target groups, strengthening of human resources and supporting facilities, sustainable guidance programs, and enhanced coordination and bureaucratic structure so that the policy objectives of reducing the number of vagrants and beggars and improving social welfare can be achieved more effectively.

Based on these findings, several recommendations are proposed. The Social Affairs Office should enhance the effectiveness of policy communication to target groups and the community through more intensive and sustained socialization using various information media and direct approaches involving sub-district governments, village heads, community leaders, and related agencies. The Gorontalo City Government should provide support through increasing human resources, adding facilities and infrastructure, and strengthening inter-agency coordination. Economic empowerment programs, skills training, and employment opportunities for vagrants and beggars should also be enhanced to reduce their dependence on begging activities. The community can play an active role by not giving money or goods directly to vagrants and beggars in public places but instead channeling assistance through authorized social institutions.

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