

Implementing Regional Regulation No. 1/2014: Rehabilitative Social Work Practices for Homelessness in Yogyakarta

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Abstract: This study examines the implementation of social welfare services for beggars and homeless individuals in Yogyakarta, Indonesia, based on Regional Regulation No. 1 of 2014. Using a qualitative case study approach, data were collected through in-depth interviews with clients and government staff at the Social Service Agency (Dinas Sosial), as well as document analysis and direct observation. Guided by Ife and Tesoriero's community development framework, the analysis identifies four key roles: facilitator, educator, representative, and technical. The results show that the facilitation role is evident in the initial assessment and participatory engagement with clients, while the technical role involves accurate data collection and professional referrals. The educator role appears in public awareness campaigns and in-house client coaching, while the representative role reflects advocacy and coordination with other agencies. The findings highlight challenges such as limited rehabilitation facilities, low community participation, and a short intervention timeframe. These findings underscore the importance of holistic and ethical approaches in social services for vulnerable populations. The study concludes that while the implementation aligns with the regulation's rehabilitative mandate, enhancements in infrastructure, community engagement, and policy support are needed for more sustainable and inclusive outcomes.

Keywords: Homelessness, Beggars, Rehabilitative services, Yogyakarta, Social Service Agency

Abstrak: Penelitian ini mengkaji implementasi layanan kesejahteraan sosial bagi gelandangan dan pengemis di Yogyakarta, Indonesia, berdasarkan Peraturan Daerah Nomor 1 Tahun 2014. Dengan menggunakan pendekatan studi kasus kualitatif, data dikumpulkan melalui wawancara mendalam dengan klien dan staf pemerintah di Dinas Sosial, serta analisis dokumen dan observasi langsung. Penelitian ini menggunakan kerangka kerja pengembangan masyarakat dari Ife dan Tesoriero yang menyoroti empat peran kunci: fasilitator, edukator, representatif, dan teknis. Hasil penelitian menunjukkan bahwa peran fasilitator tercermin dalam asesmen awal dan pendekatan partisipatif dengan klien, sementara peran teknis mencakup pengumpulan data yang akurat dan sistem rujukan profesional. Peran edukator tampak melalui kampanye penyuluhan publik dan pelatihan di tempat tinggal sementara, sedangkan peran representatif terlihat dari advokasi dan koordinasi dengan lembaga lain. Temuan ini menyoroti tantangan seperti terbatasnya fasilitas rehabilitasi, rendahnya partisipasi masyarakat, dan waktu intervensi yang singkat. Kesimpulannya, meskipun implementasi kebijakan sesuai dengan mandat rehabilitatif regulasi, diperlukan penguatan infrastruktur, peningkatan keterlibatan publik, dan dukungan kebijakan yang lebih kuat untuk menghasilkan layanan yang lebih berkelanjutan dan inklusif.

Kata kunci: Tunawisma, Pengemis, Layanan Rehabilitatif, Yogyakarta, Dinas Sosial

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INTRODUCTION

Homelessness and begging are persistent social issues that demand comprehensive and compassionate responses from the government and relevant institutions. As stipulated in Minister of Social Affairs Regulation Number 9 of 2018 on Social Welfare Service Recipients, homeless individuals and beggars are recognized as target groups requiring social welfare services. These groups are often considered vulnerable due to the interplay of various factors, including poverty, substance abuse, and mental health challenges (Bharoto et al., 2020; L & Abdillah, 2022). This multifaceted vulnerability necessitates holistic policy responses that prioritize social justice and human dignity.

Government Regulation of the Republic of Indonesia Number 31 of 1980 concerning the Suppression of Homeless and Beggars defines a homeless person as someone who lives outside the norms of decent living standards in the local community, does not have a permanent residence, and lacks stable employment, often leading to a transient lifestyle in public spaces. Meanwhile, beggars are defined as individuals who earn their living by soliciting alms in public, using various strategies to evoke compassion from others (Dinas Sosial DIY, 2014). The responsibility for addressing these issues rests with the Ministry of Social Affairs, which delegates its implementation to the Social Service Agency at the provincial and municipal levels (Dinas Sosial DIY, 2014; Kusuma, 2017). In the Special Region of Yogyakarta, this responsibility is operationalized through Regional Regulation Number 1 of 2014 on the Handling of Homelessness and Beggars, supported by the Regulation of the Governor of the Special Region of Yogyakarta Number 106 of 2022. These legal instruments provide a framework for the Social Service Agency to address homelessness and begging in a structured and humane manner.

Yogyakarta's socio-economic context, with a poverty rate of 10.40% in 2024—higher than the national average of 8.57% (BPS, 2024)—exacerbates these issues. Studies highlight the links between homelessness, begging, and other social problems such as drug abuse and mental health challenges (L & Abdillah, 2022; Nurjanah, 2016). Despite existing policies, previous research indicates several implementation challenges. Suryanto (2016) identified limited legal enforcement at higher levels, while Tobing et al. (2021) and Syahroni & Pambudi (2017) noted insufficient rehabilitation facilities and infrastructure. Hidayah (2020) further emphasized issues of unclear policy objectives and low community engagement.

Addressing these complex challenges requires an integrated and ethical approach rooted in social work principles. In this context, the theoretical framework of Ife and Tesoriero (2008) offers valuable insights. Their framework identifies four key roles for social workers and community development practitioners: facilitation, education, representation, and technical processes. The facilitation role emphasizes participatory and empathetic practices that ensure the voices and experiences of homeless individuals and beggars guide the interventions. The educational role highlights the importance of raising public awareness and providing direct education to affected individuals to support behavioral change and social reintegration. The representational role underscores advocacy and structural change, ensuring that vulnerable individuals have a voice in broader policy and institutional decisions. The technical role involves accurate assessments, data collection, and the application of professional knowledge to inform interventions while upholding ethical standards.

The relevance of this framework in handling homelessness and begging in Yogyakarta is evident in the Social Service Agency's interventions, which emphasize a rehabilitative rather than punitive approach. The framework ensures that social welfare services are not merely reactive but proactively support clients' agency, social inclusion, and long-term empowerment. This approach aligns with the principles of human rights, social justice, and respect for individual dignity as

mandated by both Indonesian law and international social work ethics (International Federation of Social Workers, 2014; Dinas Sosial DIY, 2014).

Based on these theoretical and practical considerations, the research question guiding this study is: “How is the implementation of the Social Service Agency in handling beggars and homeless people based on Regional Regulation Number 1 of 2014 of Yogyakarta, viewed from the perspective of the roles framework by Jim Ife and Frank Tesoriero?” By exploring this question, the study aims to highlight both the strengths and challenges of realizing a holistic, ethical, and effective approach to addressing homelessness and begging in Yogyakarta.

METHODOLOGY

This research employs a qualitative methodology using a case study approach. As noted by Creswell and Creswell (2018), the case study method involves an in-depth exploration process that facilitates the documentation of data and the generation of new insights. This study aims to examine the roles of the Social Service Agency of Yogyakarta in addressing issues related to homelessness and begging, as mandated by Regional Regulation of the Special Region of Yogyakarta No. 1 of 2014 on the Handling of Homelessness and Beggars (Peraturan Daerah DIY No. 1 Tahun 2014 tentang Penanganan Gelandangan dan Pengemis).

The selection of the Social Service Agency of Yogyakarta as the research site is justified by its central role in the province’s social welfare efforts, as outlined in Governor Regulation of the Special Region of Yogyakarta No. 106 of 2022 on the Position, Organisational Structure, Duties, Functions, and Work Procedures of the Social Service Office. The theoretical framework guiding this study is drawn from the work of Jim Ife and Frank Tesoriero (2008), particularly their conceptualization of roles in community development practice—namely, the roles of facilitator, educator, representative, and technical expert. This framework is used to interpret how the Regional Regulation is operationalized by the agency in addressing homelessness and begging.

Data collection was conducted between April and June 2023 through in-depth interviews and document analysis. Participants included both clients and government representatives. Client participants were selected based on the following criteria: (1) currently receiving services from the Social Service Agency at its shelter facility in Pingit, Yogyakarta; (2) classified as homeless or beggars; (3) had experienced living on the streets for at least one month; (4) were able to communicate actively; and (5) were not diagnosed with severe mental illness. A total of seven clients were interviewed, with data saturation reached by the seventh interview. Government participants included social workers, administrative staff, and senior officials such as the Head of the Social Service Agency and the Head of the Shelter.

Following data collection, all interviews were transcribed and reviewed for thematic analysis. Data were categorized using the roles identified in the framework developed by Ife and Tesoriero (2008). These roles—facilitating, educating, representing, and providing technical support—were used as analytical tools to examine how the agency assessed and intervened in cases of homelessness and begging in accordance with Regional Regulation No. 1 of 2014.

In addition to interviews, direct observation and document analysis were conducted to support the triangulation of findings. Relevant documents included policy guidelines, internal reports, and public information materials. Key quotations from the interviews were selected and paraphrased to preserve confidentiality while highlighting critical themes. The analysis followed a deductive process, aligning empirical findings with the theoretical categories derived from the role-based framework.

FINDINGS AND DISCUSSION

As regulated in the Indonesian Constitution and laws, the state is responsible for safeguarding individuals' fundamental freedoms and, in some instances, for offering services and conditions that

help individuals reach their full potential. The government has naturally assumed the role of the main actor in providing social welfare to its people, as outlined in the legal system. Aligned with these regulations, homeless individuals and beggars who live on the streets are identified as targets of social policy. The Social Service Agency is mandated to address social problems, including the needs of homeless people and beggars. Therefore, the Assessment Camp under the auspices of the Social Service functions as a Social Protection House, serving as a temporary shelter during the Initial Social Rehabilitation stage as specified in Point 2, Article 10 of Regional Regulation of Yogyakarta No. 1 of 2014. In Point 3, the RPS aims to carry out the initial rehabilitation phase.

As a leading actor in social policy, the Social Service Agency faces challenges in providing services for homeless people and beggars. Several studies have analyzed the implementation of regional regulations targeting homelessness and begging in Indonesia. Suryanto (2016) investigated the enforcement of Regional Regulation of the Special Region of Yogyakarta No. 1 of 2014, finding that while the regulation had been implemented, its effectiveness was limited by the absence of higher-level legal reinforcement. As a result, the Yogyakarta City Social Service and the Civil Service Police Unit (Satpol PP) were constrained in their ability to manage vagrancy effectively. The study also noted insufficient data reporting by the social service, which relied primarily on narrative explanations rather than measurable outcomes.

Social services have faced multifaceted problems that arise throughout the various stages of service delivery. Tobing et al. (2021) focused on policy enforcement, while Syahroni and Pambudi (2017) examined the supporting and obstructing factors affecting implementation. Tobing et al. (2021) indicated that although programs were in place, major challenges persisted due to the lack of rehabilitation facilities. Similarly, Syahroni and Pambudi (2017) assessed policy implementation in Bantul Regency, noting that while the regulation had a clear legal framework and growing community support, practical challenges—such as unpredictable behaviors of the homeless and limited infrastructure for legal enforcement—remained significant. Even though the legal system outlines the provision of services for homeless people and beggars, Hidayah (2020) in Makassar found there are constraints such as unclear policy goals, insufficient field personnel, and limited public participation in supporting the government's efforts.

The DIY Regional Government, through Regional Regulation No. 1/2014 on the Handling of Homeless and Beggars, has established policy directions and technical guidelines to create a more orderly, humane, and dignified social life. This policy affirms the commitment of the DIY Regional Government to address the issue of homelessness and begging comprehensively, not only through a repressive approach but also through rehabilitative and social empowerment efforts. In this context, the DIY Social Service plays a strategic role as the executor of government affairs in the social sector, as regulated in Governor Regulation No. 50 of 2016.

The implementation of DIY Regional Regulation No. 1/2014 by the DIY Social Service focuses on social rehabilitation aspects, rather than on law enforcement or coercive measures. This aligns with the statement of Budhi Wibowo, Head of the Social Rehabilitation Division of the DIY Social Service, who emphasized that the approach taken prioritizes social recovery through rehabilitative efforts. This statement was delivered during an interview on Friday, 26 July 2024. To achieve this goal, the DIY Social Service has developed a series of comprehensive strategies, ranging from preventive, promotive, curative, to rehabilitative measures.

The practical process implemented by the Assessment Camp in providing services is part of social work practice, supported by the involvement of social workers and aligned with the social work process, which includes assessment, intervention, referral, and termination. Therefore, in articulating the role of the Assessment Camp, this study uses the social work frameworks by Jim Ife and Tesoriero, which highlight four roles of social actors: facilitator, representative, educator, and technical (Ife and Tesoriero, 2014). The facilitator role encourages, facilitates, and guides groups or

individuals to achieve common goals through a participatory, neutral, and supportive approach. The educational role actively supports, directs, and motivates groups in planning and implementing activities, helping them develop awareness, obtain information, and resolve differences to achieve common goals. The representative role acts as a change agent, helping individuals or groups understand their situation, develop cooperative relationships with others, plan actions, and encourage public participation and support to achieve the desired change. The technical role supports the implementation of programs or activities, including data collection, the use of technology, effective communication, and program management to ensure objectives are achieved (Ife and Tesoriero, 2014).

According to the regulation, the Assessment Camp has primarily provided the facilitator and technical roles as outlined in Jim Ife's community development framework. This is because the assessment process leads to either termination or referral to other services, such as vocational training centers or social protection centers that provide mental health services for homeless people and beggars with mental disorders. Although there is also potential to serve as an educator, the Assessment Camp's limited timeframe of one to three months in conducting assessments restricts its ability to provide robust and comprehensive education to clients. In this short service period, the facilitator role in the early stages of rehabilitation highlights the urgency to gather information and client expectations to improve their lives (Ife & Fiske, 2006). Meanwhile, the representative role is mainly carried out by the Social Service Agency, as the Assessment Camp primarily handles referral letters that support the coordination process between agencies. Therefore, this section will mainly discuss how each role is executed by the Assessment Camp.

1. Role of Facilitating

The Assessment Camp unit at the Social Service Agency (Dinas Sosial) of Yogyakarta serves as a crucial facilitator in the comprehensive management of homeless individuals and beggars. This facilitative role begins immediately after individuals are apprehended by *Satuan Polisi Pamong Praja (Satpol PP)* through public order enforcement. Rather than applying punitive or uniform responses, The Assesment Camp initiates a personalized intake and screening process, aimed at understanding the unique background, condition, and needs of everyone. This practice reflects the regulatory mandate outlined in Pasal 2 Ayat (1) of Perda No. 1 Tahun 2014, which stipulates that the handling of homeless and beggars must uphold human values, justice, and non-discrimination (Dinas Sosial DIY, 2014). The approach transforms the intervention from a disciplinary model to a restorative and empowering one, placing the dignity of individuals at the forefront of social services.

This individualized and empathetic facilitation strategy closely aligns with Jim Ife and Frank Tesoriero's concept of empowering practice in community development. As emphasized in their 2008 work, community workers must move away from paternalistic models and adopt participatory methods that enable individuals and communities to gain control over their circumstances (Ife & Tesoriero, 2008, p. 139). The Assesment Camp reflects this theoretical ideal by customizing each assessment and intervention strategy according to the individual's physical, social, psychological, and economic condition. This methodology is further mandated by Pasal 8 Ayat (2), which directs those services to homeless and beggars be carried out through a humane, fair, and professional process that includes both rehabilitation and empowerment (Perda DIY No.1/2014). This aligns with international social work ethics that emphasize dignity, respect, and empowerment as foundational in working with marginalized populations (International Federation of Social Workers [IFSW], 2014).

In practice, the facilitation role of The Assesment Camp extends beyond basic identification. The Assesment Camp acts as a gateway to a network of coordinated services, ensuring clients are linked to appropriate forms of support. This includes referrals to *Balai Rehabilitasi Sosial Bina Karya dan Laras (BRSBKL)* for those with mild to moderate psychiatric conditions, or to vocational training

programs for individuals showing willingness and potential to be economically productive. This networked approach is directly supported by Pasal 9 Ayat (1), which outlines the responsibility of the local government to involve related institutions—such as health services, rehabilitation centers, and local governments at both city and regency levels—in the management and reintegration of Homeless and beggars (Perda DIY No.1/2014). Such integrated, multisectoral strategies have been identified in Indonesian social policy literature as essential for addressing homelessness comprehensively (Sari & Syafriani, 2019). The Assesment Camp functions as the central coordinating body that ensures continuity, appropriateness, and sustainability of care.

Furthermore, the facilitative role includes enabling clients to reintegrate socially, not merely providing temporary relief. For example, tracing services are offered to reconnect individuals with families or home communities, especially for those from outside the Yogyakarta region. This aspect is supported by Pasal 10 Ayat (3), which mandates efforts to repatriate individuals to their areas of origin when appropriate and feasible, particularly when reintegration into their original social networks can be accomplished (Perda DIY No.1/2014). In this role, The Assesment Camp does not merely respond to the visible symptoms of street homelessness but addresses the underlying causes, which often include mental health issues, poverty, domestic conflict, and displacement (Nurjanah, 2016). The goal is to facilitate not just temporary shelter, but long-term, person-centered solutions. This approach echoes the principles found in the ‘Housing First’ model and person-centered care frameworks widely discussed in global homelessness studies (Tsemberis, 2010).

By fostering cross-sector collaboration and applying a tailored service model, Camp Assessment exemplifies what Ife and Tesoriero call process-oriented practice—where the practitioner does not impose solutions, but co-develops them with the individual (2008, p. 147). The Assesment Camp's staff, including social workers, psychologists, psychiatrists, and other professionals, operate within a shared ethical and technical framework to ensure that care is not only delivered, but also negotiated and adapted. This aligns with Pasal 3 of the regulation, which emphasizes the goals of achieving social rehabilitation, public order, and respect for human rights through structured and collaborative intervention (Perda DIY No.1/2014). The approach also resonates with the global movement toward trauma-informed care in social services, recognizing the complex needs of vulnerable populations (Substance Abuse and Mental Health Services Administration [SAMHSA], 2014).

2. Role of Technical (Professional Assessment and Referral)

The Assesment Camp functions as the first professional entry point in addressing the complex and multifaceted backgrounds of street populations, as mandated by Pasal 5 Ayat (1) of Perda No. 1 Tahun 2014, which specifies that the initial handling of Homeless and beggars shall be carried out through a comprehensive assessment process. This process involves a multidisciplinary team composed of social workers, psychologists, psychiatrists, nurses, and general physicians who conduct detailed assessments. These assessments include structured interviews, behavioral observations, physical and mental health evaluations, and psychosocial mapping as part of the individual intake procedure (Pasal 7 Ayat (2)). The regulation emphasizes that this assessment must be conducted professionally, accurately, and thoroughly to understand the individual's condition and needs.

The technical precision of these evaluations ensures that services provided are rooted in accurate data and diagnosis, thereby preventing misplacement, inappropriate treatment, or discrimination, in line with the principles laid out in Pasal 2 Ayat (1), which mandates that handling Homeless and beggars must respect human dignity, justice, and non-discrimination. This principle echoes the ethical standards highlighted by Ife and Tesoriero (2008), who argue that technical expertise is indispensable but must be applied carefully within a community-centered and ethical framework (Ife & Tesoriero, 2008, p. 223). The Assesment Camp embodies this principle through its

interdisciplinary assessment process, where professionals collaborate comprehensively to evaluate each individual's physical, psychological, social, and economic conditions, fulfilling the mandate of Pasal 8 Ayat (1), which requires that assessment results be used as the basis for determining appropriate service interventions.

This interdisciplinary and technical approach aligns with international best practices in homelessness and social welfare services, emphasizing comprehensive biopsychosocial assessments as essential for effective intervention (National Alliance to End Homelessness, 2016). Indonesian mental health and social service policies similarly highlight the importance of coordinated multidisciplinary teams in assessing vulnerable populations to provide holistic and tailored care (Kementerian Kesehatan RI, 2017).

Another critical technical component detailed in Pasal 9 Ayat (1) is the structured referral system. Based on the assessment outcomes, individuals may be directed to specialized rehabilitation centers, vocational training institutions, or mental health hospitals such as *Rumah Sakit Jiwa Grhasia*. The regulation explicitly prohibits a one-size-fits-all approach, emphasizing that every decision must be evidence-based, utilizing systematically gathered information to ensure accountability and quality of service (Pasal 9 Ayat (3)). Clients identified with mental health issues are referred accordingly to *Rumah Sakit Jiwa Grhasia*, while those with productive potential are linked to economic empowerment programs or skills training, fulfilling the rehabilitation and social reintegration objectives mandated by Pasal 10 Ayat (1) and (2).

These actions demonstrate the redefinition of professionalism advocated by Ife and Tesoriero, where technical tools and expertise are employed not to label or isolate individuals, but to connect them with meaningful, life-enhancing services responsive to community needs (Ife & Tesoriero, 2008, p. 226). The Assessment Camp thereby operationalizes the ethical practice framework stipulated in Pasal 3, which directs that interventions must uphold social rehabilitation, public order, and respect for human rights through structured, multidisciplinary, and collaborative efforts.

Furthermore, this approach aligns with trauma-informed and strengths-based social work principles, using assessment tools ethically to empower clients and avoid stigmatization (SAMHSA, 2014; Saleebey, 2013). The referral and case management system at The Assessment Camp represents a local adaptation of global best practices in managing homelessness, emphasizing individualized pathways out of homelessness rather than default institutionalization (Tsemberis, 2010; Sari & Syafriani, 2019). This ensures that interventions are sustainable, person-centered, and legally compliant, as required by the Regional Regulation.

3. Role of Educator

As an educator, the Social Service Agency (Dinas Sosial), through its Assessment Camp, plays a vital role in raising public awareness and shaping social behavior toward beggars and homeless people, in accordance with Perda No. 1 Tahun 2014 tentang *Penanganan Gelandangan dan Pengemis*. Specifically, Pasal 11 Ayat (1) mandates preventive and promotive socialization efforts aimed at fostering community awareness about the causes and consequences of homelessness and begging, and promoting responsible social attitudes. These activities include public campaigns that discourage indiscriminate giving of money to street beggars, aiming instead to channel community support through formal social service mechanisms (Pasal 11 Ayat (2)).

The educational outreach employs diverse media platforms such as public billboards, social media, and culturally significant traditional performances like *wayang kulit* (shadow puppet shows), which are culturally relevant in Yogyakarta. This culturally sensitive communication reflects the understanding emphasized in community development literature that local cultural practices can serve as powerful tools for social change (Rahman & Soetjningsih, 2018). The objective is to transform

public attitudes from spontaneous sympathy-based giving, which may inadvertently perpetuate begging, to more structured, institutionalized care that addresses root causes and promotes social justice (Kusuma, 2017).

This educator role aligns with Paulo Freire's critical pedagogy of the oppressed, as interpreted by Ife and Tesoriero (2008), which asserts education should empower individuals rather than impose knowledge hierarchically (Ife & Tesoriero, 2008, p. 195). In Indonesia, social work frameworks increasingly incorporate these participatory and empowerment-oriented principles (Winarno, 2016), emphasizing the importance of community involvement in addressing social issues such as homelessness. The Social Service Agency's public education through campaigns and cultural performances represents this emancipatory educational approach by fostering critical consciousness among the public. Encouraging citizens to report instances of begging through formal channels rather than giving money directly promotes responsible citizenship and social accountability (Huda, 2019).

Internally, the educator role extends to clients residing in The Assesment Camp. According to Pasal 12 Ayat (1), The Assesment Camp must provide comprehensive guidance and coaching covering physical, mental, social, spiritual, and vocational aspects to support rehabilitation and social reintegration. This education aims not only to inform but to empower clients to make better life choices and rebuild their social identities. Life skills training, civic education, and basic health promotion serve as foundational elements for sustainable behavioral change, consistent with empowerment and capacity-building principles emphasized in Indonesian social work practice (Suharto & Fatmawati, 2018).

The pedagogical approach inside The Assesment Camp reflects the importance of contextualized and experiential learning, as emphasized by Ife and Tesoriero (2008, p. 200). Learning is dialogical and participatory, emerging from clients' lived experiences, which fosters self-reflection, confidence, and social awareness. These educational processes are designed not only as rehabilitative measures but as transformative opportunities for clients to reconnect with society, live with dignity, and prevent recidivism (Mukti, 2015).

4. Role of Representation

The Assesment Camp also embodies the representative role of the state in ensuring social justice and the protection of human rights. As an operational arm of the local government, it functions as a visible manifestation of the state's constitutional and moral obligation to address social vulnerabilities in a humane, rights-based, and structured manner. This representational role is institutionalized through the Perda DIY No. 1/14, which mandates the government not only to control but also to protect and rehabilitate homeless individuals and beggars.

Specifically, Article 3 (Pasal 3) of the regulation establishes the principles of humanity, non-discrimination, and social justice as foundational to the treatment of Homeless and beggars. Moreover, Article 9, Paragraph 1 (Pasal 9 Ayat 1) directs the Dinas Sosial to undertake identification, rehabilitation, guidance, and resettlement, ensuring that interventions go beyond punitive actions to support social reintegration. In line with this, Article 10 (Pasal 10) requires cross-sectoral coordination—including with mental health hospitals, shelters, and vocational centers—highlighting the state's role in systemic collaboration for vulnerable citizens (Dinas Sosial DIY, 2014).

This institutional commitment is reflected in The Assesment Camp's restorative and advocacy-oriented approach. Instead of criminalizing homelessness, The Assesment Camp translates policy into tangible, rights-based action by offering psychosocial rehabilitation, civil registration support, and case-based referrals. According to Ife and Tesoriero (2008), community development practitioners must go beyond individual aid to pursue structural advocacy, helping marginalized people navigate and reshape the systems that marginalize them (p. 263). The Assesment Camp exemplifies this by

representing clients in administrative and legal processes, such as restoring identity documents, accessing health care, or family tracing across regions.

Further, in challenging cases—such as individuals with severe mental disorders or no family ties—The Assessment Camp's role becomes explicitly representative. It engages in inter-agency collaboration, liaising with *Rumah Sakit Jiwa Grhasia*, *Dukcapil* (Population and Civil Registry), and other regional social services to advocate for the client's rights. This is what Ife and Tesoriero refer to as "linking the micro with the macro"—leveraging institutional structures to ensure broader systemic change (2008, p. 265). Thus, The Assessment Camp functions not only as a policy executor but as a structural intermediary, giving voice and visibility to those who are often socially excluded.

This approach is consistent with Suharto and Fatmawati's (2018) emphasis on empowerment-based service models, where social institutions do not just act on behalf of individuals but actively engage them in shaping their outcomes. It also reflects the participatory social work principles described by Winarno (2016), where government actors are responsible for mobilizing inclusive, community-centered interventions. Huda (2019) further supports this by noting that public representation of the homeless should involve both bureaucratic accountability and social empathy. In essence, The Assessment Camp's representational role affirms what Perda DIY No. 1/2014 envisions: a state presence that restores dignity, not one that punishes vulnerability.

CONCLUSION

Based on the results of the research, it can be concluded that the implementation of handling beggars and homeless people by the Social Service Agency of the Special Region of Yogyakarta has been carried out in a structured manner and grounded in a rehabilitative approach as mandated by Regional Regulation Number 1 of 2014. Utilizing the roles framework proposed by Ife and Tesoriero, this study finds that the four roles—facilitation, education, representation, and technical—have been proportionally implemented within the local context of Yogyakarta. The facilitation role is most prominent in the initial stages of rehabilitation, where the Social Service Agency focuses on social recovery that respects human values and individual dignity. The technical role has been carried out through comprehensive assessments and professionally organized referral systems, reflecting a strong commitment to providing services based on accurate data and clients' real needs.

Additionally, the educational role, implemented through public campaigns and internal client coaching, has contributed to shifting community attitudes and supporting social reintegration. The representational role carried out by the Social Service Agency also demonstrates advocacy efforts and cross-sector coordination to ensure the fulfillment of social rights for these vulnerable groups. However, several challenges remain, including limited rehabilitation facilities, suboptimal community participation, and a restricted time frame for interventions within the social protection shelter. This indicates that the efforts made must be complemented by stronger supporting policies at higher levels, improved service infrastructure, and broader public engagement to make the handling of beggars and homeless people more effective and sustainable.

This research emphasizes the importance of applying Ife and Tesoriero's roles framework in social work practice, particularly in addressing complex social issues such as homelessness and begging. This role-based approach underscores not only direct intervention but also capacity-building for clients, structural change, and cross-sector collaboration. Moving forward, strengthening these roles is essential to creating interventions that are more humane, participatory, and sustainable in addressing the problems of beggars and homeless individuals in Yogyakarta and beyond.

This study has several limitations that should be acknowledged. The research was conducted as a qualitative case study limited to the Social Service Agency in Yogyakarta, and it focused only on participants and stakeholders directly involved with the agency. Consequently, the perspectives of other related agencies and broader community members were not fully captured. The study's reliance

on interviews and documentation also means that some data may be subjective, based on respondents' perceptions. Furthermore, the timeframe for data collection was relatively short, which may have limited the opportunity to observe seasonal variations or long-term program impacts.

Future research should consider expanding the scope to include perspectives from other social services, community-based organizations, and individuals who have exited homelessness to gain a more holistic understanding of the rehabilitation process. Longitudinal studies tracking outcomes over time would also provide valuable insights into the long-term effectiveness and sustainability of interventions.

In terms of policy and practice, there is a need to enhance coordination between social services, health care providers, and other relevant sectors to strengthen cross-sectoral integration. Expanding community-based rehabilitation facilities, increasing public participation through education and awareness campaigns, and fostering inclusive local governance are crucial steps in addressing the root causes of homelessness and begging more effectively. Incorporating participatory evaluation mechanisms could also help ensure that interventions remain relevant, ethical, and responsive to the evolving needs of the community.

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