



Implementation of Semarang City Regulation Number 5 of 2014 Concerning Handling of Street Children & PGOT in an Efforts to Regulate Street Children & PGOT in Semarang City

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ABSTRACT

This research is motivated by the rampant presence of street children and social welfare victims (PGOT) in Semarang City, which triggers public order disturbances and highlights sub-optimal regional policy implementation. The problem focuses on the ineffectiveness of law enforcement and weak sustainable management due to operational mechanism limitations and the absence of inter-agency coordination. This study aims to comprehensively analyze the enforcement and implementation of Semarang City Regional Regulation Number 5 of 2014 concerning the Management of Street Children and PGOT. The research method utilized is socio-legal with a qualitative approach, collecting primary data through in-depth interviews with Satpol PP Officials and supporting document studies. The research findings and analysis demonstrate that law enforcement has not run effectively or with legal certainty due to unclear evidentiary norms regarding donors, the dominance of non-justicial administrative enforcement lacking deterrence, and norm antinomy with national child protection laws. Furthermore, policy implementation in realizing sustainable management is hampered by technical legal gaps, specifically the absence of a Mayor Regulation governing 24-hour cross-institutional SOPs, limited social rehabilitation duration, inter-regional governance jurisdictional gaps, and unintegrated population digital databases and public participation. In conclusion, Regional Regulation Number 5 of 2014 has degraded into a mere repetitive physical raid routine without resolving socio-economic root causes. It is recommended to immediately revise the regulation, enact integrated SOP Mayor Regulations, draft inter-regional cooperation rules, and divert public philanthropy through official social institutions.

ABSTRAK

Penelitian ini dilatarbelakangi oleh maraknya keberadaan anak jalanan dan PGOT di Kota Semarang yang memicu gangguan ketertiban umum serta belum optimalnya implementasi kebijakan daerah. Permasalahan berfokus

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pada ketidakefektifan penegakan hukum dan lemahnya penanganan berkelanjutan akibat keterbatasan mekanisme operasional dan ketiadaan koordinasi antar-instansi. Penelitian ini bertujuan untuk menganalisis pelaksanaan penegakan serta implementasi Peraturan Daerah Kota Semarang Nomor 5 Tahun 2014 tentang Penanganan Anak Jalanan dan PGOT secara komprehensif. Metode penelitian yang digunakan adalah yuridis sosiologis dengan pendekatan kualitatif, mengumpulkan data primer melalui wawancara mendalam bersama Pejabat Satpol PP serta studi dokumen pendukung. Hasil penelitian dan analisis menunjukkan bahwa pelaksanaan penegakan hukum belum berjalan secara efektif dan berkepastian hukum karena adanya ketidakjelasan norma pembuktian terhadap masyarakat pemberi uang, dominasi penindakan administratif non-yustisial yang tidak memberikan efek jera, serta antinomi norma dengan undang-undang perlindungan anak. Selain itu, implementasi kebijakan dalam mewujudkan penanganan berkelanjutan terhambat oleh kekosongan hukum teknis berupa ketiadaan Peraturan Walikota yang mengatur SOP Lintas Instansi 24 jam, terbatasnya durasi rehabilitasi sosial, ketimpangan yurisdiksi tata kelola lintas daerah, serta belum terintegrasinya database digital kependudukan dan partisipasi publik. Kesimpulannya, Perda Nomor 5 Tahun 2014 mengalami degradasi fungsi menjadi sekadar rutinitas penertiban fisik yang repetitif tanpa menyelesaikan akar masalah sosio-ekonomi. Disarankan untuk segera merevisi Perda, mengundang Perwal SOP terpadu, menyusun regulasi kerja sama antar-daerah, serta mengalihkan kedermawanan masyarakat melalui lembaga sosial resmi.

A. INTRODUCTION

1. Background

The persistence of street children, beggars, homeless persons, and other socially vulnerable groups (PGOT) in urban areas reflects a complex intersection of poverty, social exclusion, and limited access to adequate social protection. From a sociological perspective, the phenomenon of children living or working on the streets cannot be understood merely through their physical presence in public spaces; rather, it reveals deeper vulnerabilities arising from economic deprivation, fragile family environments, disrupted access to education, and inadequate institutional support. These conditions may progressively distance children from family and educational structures while increasing their exposure to exploitation, violence, and other circumstances that impede the enjoyment of their rights to protection, development, and a dignified future. Similarly, the persistence of PGOT illustrates the difficulties experienced by marginalized groups in securing stable livelihoods and participating effectively in urban social and economic structures. Their dependence on street-based activities should therefore be understood not simply as a public-order problem, but as a manifestation of structural

exclusion in which poverty, restricted economic opportunities, and insufficient social protection limit access to sustainable means of livelihood.¹

The classification of PGOT from a public law perspective is not only viewed as a social welfare issue but is also closely related to the dimensions of public order and security. Vagrants and beggars are often negatively stigmatized as groups with social welfare problems (PMKS) who are considered to disrupt the aesthetics and functionality of urban public spaces. However, behind this label lies a legal issue regarding the extent to which the state is present in providing protection for those cared for by the state, as mandated by Article 34 paragraph (1) of the 1945 Constitution, which states: "The poor and abandoned children shall be cared for by the state." Their presence on the streets creates a conflict between the need for human rights protection and the demands of law enforcement for social order, which requires a policy approach that is not only repressive but also rehabilitative and preventive on an ongoing basis.

The phenomenon of street children, beggars, vagrants, and abandoned people (PGOT) is a complex social reality and continues to pose a serious challenge to major cities in Indonesia, including Semarang, the capital of Central Java Province. Sociologically, their presence in public spaces is not simply a matter of urban aesthetics or public order, but rather a manifestation of systemic failures in the distribution of economic welfare and social protection. Semarang, more specifically its traffic light intersections, shopping centers, and other public facilities, often serves as living spaces for these vulnerable groups. This dynamic phenomenon is not only local residents but also often urbanites fragmented by fierce economic competition in urban areas, creating a lower social stratification that is increasingly marginalized from access to education, health care, and decent employment.²

The existence of street children and PGOT reflects a dysfunctional social structure where the family, which should be the smallest unit of protection for children, fails to fulfill its role due to extreme poverty. Children who should be in school are forced onto the streets, exposed to the risk of violence, economic exploitation, and moral degradation that threatens the future of the nation. On the other hand, the phenomenon of street

¹ Wijayanti, D. P. (2022). Combating Beggars, Homeless People, Neglected Persons, and Street Children: Part of the Klaten Regency Public Order Agency's Efforts. *Journal of PPK Student Studies*, 11(04), 421–436.

² Rahmawati, A. A., Listyarini, D., & Andraini, F. (2024). Law Enforcement and Sanctions Based on Regional Regulation Number 5 of 2014 Regarding Legal Protection Efforts for Street Children and Their Obstacles in Semarang City. *As-Syar'i: Journal of Family Guidance & Counseling*, 6(1), 1081–1094.

children (PGOT) demonstrates the existence of elderly or disabled groups who have lost their social safety net, thus turning to the streets as their sole means of survival through the mercy of others. This creates a humanitarian dilemma that contradicts the ideals of a state based on the rule of law, which upholds human dignity, as mandated by the constitution.³

This issue is further complicated by the presence of street children and PGOT in Semarang City, often organized within specific networks that exploit poverty for the material gain of others. Their high mobility and their pattern of adapting to enforcement actions by Public Order Agency (Satpol PP) officers demonstrate that this problem cannot be resolved with a short-term, repressive approach. Public spaces, which should be shared resources for the comfort of citizens, have become contested spaces between law enforcement and the struggle for food. Without holistic, integrative, and sustainable management, this phenomenon will continue to reproduce and become an increasingly heavy social burden on inclusive regional development in the future.⁴

The Semarang City Government has actually taken a strategic legal step by enacting Semarang City Regulation Number 5 of 2014 concerning the Management of Street Children, Vagrants, and Neglected Persons. This regulation was formulated with the philosophy of providing legal certainty in social protection efforts and maintaining order, cleanliness, and the beauty of the city. The regulation contains norms governing the prohibition of giving money on the street, rehabilitation mechanisms, and sanctions for violators. However, in its implementation, this regulation still shows signs of ineffectiveness, or a gap between *das sollen* (what should be) and *das sein* (what actually is). Rigid regulations on paper often run up against a fluid social reality, where law enforcement often stops at the administrative stage without addressing the root of the sociological problems of those experiencing social welfare issues.⁵

The continued presence of street children, vagrants, and neglected persons in Semarang City requires the government to be able to address these issues in accordance with laws and regulations and societal norms. Available data regarding street children, homeless people, and abandoned people can be seen in the following table:

³ Haling, S., Halim, P., Badruddin, S., & Djanggih, H. (2018). Protection of Street Children's Human Rights in Education According to National Law and International Conventions. *Journal of Law & Development*, 48(2), 361–378.

⁴ Johnsen, S., Fitzpatrick, S., & Watts, B. (2018). Homelessness and Social Control: A Typology. *Routledge Housing Studies*, 33(7), 1106–1126.

⁵ Ishak & Mansyur, A. B. (2020). *Public Administrative Law*. Jakarta: Sinar Grafika.

Table 1.1. Data on People with Social Welfare Problems in Semarang City in 2024

No.	Category	Number
1.	Abandoned Children	164
2.	Street Children	192
3.	Beggars	121
4.	Homeless People	132
Total		609

Source: Data from BPS and the Semarang City Social Service, 2025

Despite the policy of Regional Regulation No. 5 of 2014 concerning the management of street children and homeless people (PGOT), the presence of street children and vagrants remains evident in Semarang City. The data above indicates that there will still be 164 abandoned children, 192 street children, 121 beggars, and 132 vagrants in 2024. The suboptimal implementation of Regional Regulation No. 5 of 2014 is evident in the high recidivism rate of PGOTs who return to the streets after brief rehab. This indicates that the available legal instruments are not fully capable of integrating law enforcement with social empowerment. Imprisonment or fines for giving money on the street, for example, are rarely applied consistently, thus making the prohibition lose its impact in the eyes of the public. Weak legal literacy among the public regarding the impact of giving money on the street actually fosters a street ecosystem that makes street children and PGOT feel comfortable remaining in public spaces rather than participating in government-offered rehabilitation programs.⁶

The implementation of Semarang City Regional Regulation No. 5 of 2014 currently stands at a crossroads between legal certainty and complex social realities. Referring to Lawrence's legal system theory, the implementation of street children and PGOT (Children in Need) in Semarang City relies not only on the substance of existing regulations but is also heavily influenced by the legal structure and the permissive legal culture of society. Field observations demonstrate a disparity between the regulation's

⁶ Kansil, C. S. T., & Kansil, C. S. T. (2018). Introduction to Indonesian Law. Jakarta: Rineka Cipta.

normative objective of creating public order and the sociological reality, where enforcement operations are often partial and seasonal. The dilemma of officer discretion and limited rehabilitation facilities have caused law enforcement to lose its long-term orientation, thus rendering this regulation incapable of significantly breaking the cycle of poverty that is the root cause of the presence of street children and PGOT in public spaces.⁷

The enforcement of Regional Regulation No. 5 of 2014, explained from a progressive legal perspective, should not stop at repressive measures (regulation), but rather should be oriented toward aspects of benefit and protection of human dignity. The urgency of the problem lies in the weak inter-agency coordination and orchestration, where the Public Order Agency (Satpol PP), the Social Services Agency, and other related agencies are often caught up in sectoral egos and bureaucratic obstacles. The lack of synchronization between frontline enforcement actions and the availability of curative-preventive rehabilitation systems results in a lack of integration. Therefore, this research is crucial to analyze the extent to which the implementation of this policy has transformed from a mere instrument of order into a holistic social management system, in order to realize social justice for marginalized groups in Semarang City.

Problems and obstacles in the field often pose a major stumbling block to the implementation of this policy. Officers in the field frequently encounter resistance from street children and street vendors (PGOT), who sometimes resist enforcement efforts. Furthermore, the existence of established players or beggar organizing syndicates with established early warning systems often leads to leaks and ineffective enforcement operations. Another fundamental obstacle is the limited personnel and operational budget to conduct routine, 24-hour surveillance across all vulnerable areas in Semarang City, which covers a significant area. This results in law enforcement often focusing solely on city centers, while the phenomenon continues to thrive in the outskirts.⁸

The recent literature reveals a gradual shift in the governance of street children, homeless persons, and beggars from institution-centered rehabilitation toward broader questions of regulatory effectiveness, legal protection, inter-agency coordination, and preventive intervention. Listyarini and Badriyah examined the implementation of

⁷ Marzuki, Peter Mahmud. (2017). *Legal Research*, Revised Edition. Kencana, Jakarta.

⁸ Silalahi, Ulber. (2015). *Social Research Methods*. Bandung: Refika Aditama..

Semarang City Regulation No. 5 of 2014 through the rehabilitation of street children, homeless persons, and beggars at the Mardi Utomo Social Service Institution, emphasizing cooperation between government institutions in implementing social rehabilitation.⁹ Zaradiva and Megawati subsequently approached the same regulatory framework from a legal-protection perspective, focusing specifically on the role of the Semarang City Social Service in protecting street children from exploitation and identifying communication, institutional resources, and social conditions as practical constraints.¹⁰ Outside Semarang, Dewi, Yuwanto, and Manar evaluated the implementation of a comparable regional regulation in Klaten through preventive, repressive, rehabilitative, and social-reintegration measures, concluding that the expected policy outcomes had not been fully achieved.¹¹ Putra, Alamsyah, and Kamindang similarly examined the implementation of regional regulation concerning homeless persons and beggars in Palu through communication, resources, disposition, and bureaucratic structure.¹² These studies collectively demonstrate that the existence of a regulatory framework does not itself ensure effective control of socially vulnerable groups in urban spaces.

The more recent Semarang literature exposes a different layer of the problem. Alwan's 2025 study directly evaluates the effectiveness of Semarang City Regulation No. 5 of 2014 and identifies continuing weaknesses in institutional coordination, resources, public socialization, rehabilitation, and enforcement, including the limited application of sanctions against members of the public who continue to provide money or goods to street-based groups.¹³ In contrast, Asyifa and Uluputty shift attention toward

⁹ Dyah Listyarini and Siti Malikhatun Badriyah, "Implementation of Semarang City Regulations Number 5 Year 2014 on the Handling of Street Children, Households, and Beggars in the City of Semarang (Study at PGOT Social Service Orphanage – Mardi Utomo Semarang)," *International Journal of Research and Innovation in Social Science* 6, no. 11 (2022): 451–56.

¹⁰ Assyifa Mahend Zaradiva and Wenny Megawati, "Perlindungan Hukum Terhadap Eksploitasi Anak Jalanan (Studi Kasus Di Dinas Sosial Kota Semarang)," *Unes Journal of Swara Justisia* 7, no. 3 (2023): 854–67.

¹¹ Rindi Antika Dewi, Yuwanto, and Dzunuwanus Ghulam Manar, "Implementasi Peraturan Daerah Nomor 3 Tahun 2018 Tentang Penanggulangan Gelandangan Dan Pengemis Di Kabupaten Klaten," *Journal of Politic and Government Studies* 13, no. 1 (2024): 356–68.

¹² Moh Surya Adi Putra, M. Nur Alamsyah, and Irwansyah Kamindang, "Implementasi Kebijakan Peraturan Daerah Nomor 3 Tahun 2018 Tentang Penanganan Gelandangan Dan Pengemis Di Kota Palu," *JSIP: Jurnal Studi Inovasi Pemerintahan* 1, no. 1 (2024): 91–103.

¹³ Hilmi Alwan, "Efektivitas Implementasi Peraturan Daerah Kota Semarang Nomor 5 Tahun 2014 Tentang Penanganan Anak Jalanan, Gelandangan, Dan Pengemis," *Journal of Politic and Government Studies* 14, no. 3 (2025): 610–28.

collaborative and family-based prevention through the KRASAN di Rumah initiative, emphasizing cooperation among Satpol PP, social organizations, communities, and families as a means of reducing children's vulnerability to street life.¹⁴ When these six studies are read together, however, the literature remains fragmented between rehabilitation, protection against exploitation, policy effectiveness, administrative implementation, and preventive collaboration. What remains insufficiently examined is the regulatory process as an integrated enforcement chain: how Satpol PP's control and public-order functions interact with the Social Service's assessment, rehabilitation, and follow-up responsibilities, and whether this institutional sequence actually produces sustainable regulation rather than temporary removal of street children and PGOT from public spaces.

The present study is positioned precisely within this unresolved intersection. Its novelty lies in examining Semarang City Regulation No. 5 of 2014 through an integrated enforcement-implementation framework, rather than treating enforcement, social rehabilitation, and policy implementation as separate administrative activities. The study seeks to trace the operational movement from street-level control and apprehension to institutional referral, assessment, rehabilitation, and post-intervention handling, while simultaneously examining the division of authority and coordination between Satpol PP and the Semarang City Social Service. This approach also permits the research to distinguish spatial or temporary regulatory success from substantive social-policy effectiveness: the disappearance of street children and PGOT from particular public areas during enforcement operations does not necessarily demonstrate successful implementation if the same individuals subsequently return to street-based activities or move between neighboring jurisdictions. Accordingly, the study aims to evaluate both the enforcement and implementation of Regulation No. 5 of 2014 and to determine whether its institutional mechanisms are capable of transforming short-term public-order interventions into coordinated, protective, rehabilitative, and sustainable responses to street children and PGOT in Semarang City. The regulation itself expressly encompasses prevention, social rehabilitation, post-rehabilitation measures, community

¹⁴ Kinta Risa Asyifa and Irfan Uluputty, "Krasan Di Rumah: Inisiasi Kolaboratif Inklusif Dalam Menekan Jumlah Anak Jalanan Di Kota Semarang," *Jurnal Tatapamong* 7, no. 2 (2025): 124–41.

participation, investigation, and sanctions, which supports this broader analytical construction.

2. Research Questions

Based on the foregoing background, this study focuses on examining the legal and practical dimensions of Semarang City Regional Regulation Number 5 of 2014 concerning the handling of street children and PGOT. The analysis is directed, first, toward evaluating the enforcement of the Regional Regulation within the administrative jurisdiction of Semarang City and, second, toward assessing its implementation as a regulatory instrument for controlling and addressing the presence of street children and PGOT. Through these two dimensions, the study seeks to identify the extent to which the regulatory framework has been translated into effective institutional measures and practical interventions in Semarang City

3. Research Method

The type of research used by the author in this study is normative legal research, with legal explanations conceptualized as norms, rules, principles, or dogmas. This research examines the protection of street children based on Semarang City Regional Regulation Number 05 of 2014 concerning the Handling of Street Children and Prostitutes.¹⁵ The research specifications used in this study are descriptive analytical. In conducting this research, the data sources used consist of primary data obtained through direct observation and interviews with parties related to the research object, namely Semarang City Satpol PP Officers and secondary data obtained through literature studies in the form of documents, books, scientific journals, previous research results, laws and regulations, and other written sources related to the Implementation of Semarang City Regional Regulation Number 5 of 2014 concerning the handling of street children & PGOT.

B. DISCUSSION

¹⁵ Fajar, Mukti & Yulianto Achamad. (2019). Dualism of Normative & Empirical Legal Research. Yogyakarta: Pustaka Pelajar.

1. Implementation of Semarang City Regional Regulation No. 5 of 2014 Concerning the Handling of Street Children and Prostitutes in Semarang City

Enforcement of Semarang City Regional Regulation No. 5 of 2014 is fundamentally a complex process that relies not only on the existence of written regulations on paper, but also heavily on the interaction between the regulations themselves, the readiness of officers in the field, the availability of supporting facilities, and the community's response patterns. Based on research findings, law enforcement in the case of street children and street children clearly requires a humanistic and collaborative approach. The presence of this regional regulation is intended as an instrument of social governance, so its success is largely determined by how all components of enforcement work together and not operate in isolation.¹⁶

From a closer look at its legal framework, Regional Regulation No. 5 of 2014 already has a fairly clear normative formula that divides the roles of relevant agencies and stipulates prohibitions in public spaces. However, a legal regulation cannot operate independently without clear operational procedures in the field. In this case, the legal norm prohibiting people from giving money on the streets is actually well-structured. However, when these regulations are confronted with real-world situations at crossroads, the clarity of their formulation is limited by the limitations of evidentiary procedures and the authority's latitude, resulting in the legal norms' function being less than optimal in guiding public behavior.¹⁷

The presence of law enforcement officers is a key factor in determining how the law is directly perceived by the public on the streets. Semarang City's Public Order Agency (Satpol PP), as the frontline, has demonstrated its commitment to duty through regular patrols and the application of discretion in handling cases. Discretionary or adaptive measures taken by officers when dealing with minors, such as not using large vehicles for raids and prioritizing persuasive communication, demonstrates that officers in the field are capable of translating the protection-oriented objectives of the law.

¹⁶ Salshabila, A, U., Radjikan, R., & Basyar, M, R. (2025). Implementation of Regional Regulation Number 7 of 2021 concerning the Management of Street Children, Vagrants, and Beggars in Pasuruan City, East Java. *Public Administration and Communication Studies*, 2 (2), pp. 96-107.

¹⁷ Rohyadi, R, F., & Sahrul, M. (2026). Implementation of Social Rehabilitation Policies for Street Children by the Tangerang City Social Services (Case Study on the Implementation of Regional Regulation Number 5 of 2012). *Triwikrama: Journal of Social Sciences*, 11 (12).

Officers not only act as rigid enforcers of regulations but also consider humanitarian aspects and traffic safety risks during enforcement.¹⁸

In addition to personnel, the availability of supporting facilities and infrastructure plays a vital role in determining the extent to which the law enforcement process can proceed smoothly. Enforcement of this Regional Regulation requires physical support in the form of guard posts, adequate outreach transportation, and ready temporary shelters. Research findings indicate that when obstacles arise in shelter facilities, such as limited admissions at shelters at night, the law enforcement process is hampered. This demonstrates that the quality of law enforcement is highly dependent on the completeness and readiness of the infrastructure owned by the local government.¹⁹

Local community and cultural elements are also crucial factors influencing the success of this law enforcement. Semarang residents generally possess a strong sense of social empathy and concern for others, which is often manifested in the form of giving money or goods to street children at intersections. This culture of giving, while well-intentioned, poses the greatest challenge to law enforcement because it creates an economic incentive that keeps street children on the streets. Law enforcement directly impacts social customs, so verbal warnings alone are insufficient to change residents' mindsets without extensive public education.²⁰

In terms of effectiveness, the law can be considered effective if the citizens targeted by the regulation truly adapt their behavior to what the regulation dictates. In the context of this regional regulation, the effectiveness of the law is still partial. On the one hand, enforcement by the Public Order Agency (Satpol PP) has successfully cleared key areas such as Simpang Lima of street children during active patrol hours. However, on the other hand, the regulation is not fully effective because public awareness among road users about not giving money remains low, and street children continue to try to return when police oversight is lax.²¹

¹⁸ Afandi, M. N., Suciarti, S. N., & Kristian, I. (2024). Implementation of Social Rehabilitation Programs for Neglected Children in Bandung City. *Policy: Journal of Administrative Sciences*, 15 (1), 136-145.

¹⁹ Guvinda, M. Y., & Afifuddin, A. (2025). Implementation of the Street Children Handling Program in Malang City (A Study at the Malang City Social Service P3ap2kb). *Public Response*, 19(1), 7-17.

²⁰ Dirli, A. A., Jamaludin, U., & Fitrayadi, D. S. (2025). Analysis of the Role of the Social Service in Handling Street Children in Serang City. *Sakola: Journal of Science, Cooperative Learning and Law*, 2(1), 300-307.

²¹ Kartini, E., & Epriadi, D. (2022). Implementation of the Social Service's Guidance Program Policy for Street Children in Batam City. *Scientia Journal: Student Scientific Journal*, 4(5).

Lack of firm law enforcement in the community allows street children and street vendors (PGOT) to continue using the streets as a means of earning a living. When the incentives or returns from begging on the streets remain high due to the community's continued giving, sanctions or warnings written in regional regulations lose their deterrent effect. The effectiveness of the law here is heavily influenced by the rational calculations of street actors; as long as the benefits of being on the streets outweigh the risks of being disciplined by the authorities, the law will continue to be ignored by those targeted by the enforcement.

Overall, an analysis of the enforcement of Regional Regulation No. 5 of 2014 shows that the law enforcement process requires a balanced harmonization of three main aspects: clarity of rules and facilities, professionalism of enforcement officers, and compliance from the community itself. The absence of any one element will result in unequal law enforcement. Enforcement of this regional regulation should not be viewed simply as a routine task of removing people from the road, but rather as a process of regulating social behavior that requires adequate support and the collective awareness of all Semarang City residents.

2. Implementation of Semarang City Regional Regulation Number 5 of 2014 concerning Handling of Street Children & PGOT in Efforts to Control Street Children & PGOT in Semarang City

The implementation of Semarang City Regional Regulation No. 5 of 2014 in efforts to control street children and street children (PGOT) represents a concrete manifestation of the implementation of public policy at the local level. A regulation will not have a real impact if it stops at the ratification stage; it must be translated into operational actions on the ground by the implementing agency. Based on research findings, the implementation process of this regulation involves a series of complex stages, from outreach activities on the streets, data collection and shelter, to social development and recovery programs involving various sectors.²²

From the perspective of the policy implementation stages, the success or failure of this regulation's implementation is largely determined by the accuracy of the workflow

²² Meidiati, S., & Zulkarnaini. (2024). Implementation of the Street Children Guidance Policy in Pekanbaru City. *Journal of Communication, Social, and Political Science*, 1(7), 198–209.

and the clarity of the division of duties between the implementing organizations, namely the Public Order Agency (Satpol PP) and the Semarang City Social Service. Researchers observed that, in general, the lines of authority between the two agencies are quite clearly divided: the Satpol PP focuses on street enforcement actions, while the Social Service focuses on rehabilitation. However, coordination challenges that arise at night or on weekends indicate communication gaps and inconsistencies in work schedules that can disrupt the overall smooth implementation of the policy on the ground.²³

The success of public policy implementation is also significantly influenced by the adequacy of resources, including human resources, budget, and information technology facilities. The need for an integrated digital database system that connects the Population and Civil Registration Office (Disdukcapil) and related agencies demonstrates the limited availability of information resources in the field. Without centralized digital data utilization, enforcement actions by officers tend to be repetitive and without clear guidance, as officers struggle to identify the social track records of arrested residents in real time.²⁴

In addition to internal resource issues, the external policy environment, particularly the mobility of residents between regions, is a dominant factor influencing the success of Regional Regulation (Perda) implementation in Semarang City. The finding that the majority of arrested street children come from outside Semarang, such as Demak, Grobogan, and Kendal, demonstrates that the problem of street children in the big city is not isolated. Public policies formulated by the Semarang City Government clash with economic conditions and the lack of social intervention in surrounding areas. Consequently, the impact of enforcement efforts in Semarang City is often undermined by the influx of new street children from outside the administrative area.²⁵

The rehabilitation and repatriation of street children to their hometowns, carried out by the Social Services Agency, is a crucial step in the implementation chain of this policy. However, if this repatriation is not accompanied by a follow-up development

²³ Putri, S. R., Putra, I. M., & Erningsih, E. (2022). Implementation of the Street Children Rehabilitation Service Program by the Kasih Ibu Social Welfare Institution (Lpks) in Padang. *Sociology: Scientific Journal of Social and Cultural Studies*, 24(2), 217–236.

²⁴ Rachman, D. T. (2023). The Role of the Social Service in Addressing Street Children in Surabaya. In *Proceedings of the National Seminar on Social Sciences (SNIIS)* (Vol. 2, pp. 662–672).

²⁵ Riawan, T., Poti, J., & Setiawan, R. (2024). Social Service Strategy in Addressing Street Children in Tanjungpinang City. *Wissen: Journal of Social Sciences and Humanities*, 2(1), 01-10.

program or supervision from the local government of origin, the long-term goals of this policy will never be achieved. Ultimately, the implementation of this policy only addresses the surface problem of temporarily clearing the streets, without effectively addressing the social problems that are the root cause of their use.²⁶

In terms of impact and effectiveness of its implementation, the current enforcement efforts have only succeeded in achieving the short-term goal of creating visual order in city corners at certain times. However, to achieve the long-term goal of ridding Semarang City of street children and street children, the implementation of this Regional Regulation still faces significant obstacles. This is due to the persistently high rate of residents returning to the streets due to the lack of guarantees of economic and educational sustainability after leaving the shelter.²⁷

The effectiveness of this enforcement policy implementation also depends heavily on the involvement and support of the wider community, the target of the supporting policies. As long as people continue to hand over money directly at intersections, enforcement actions by Public Order Agency (Satpol PP) officers will continue to lose their effectiveness. Public attitudes that are not aligned with the spirit of this Regional Regulation indicate that the process of public policy socialization has not yet penetrated deeply into public consciousness, so the goal of street enforcement is constantly challenged by the behavior of giving on the street.

Overall, the implementation of Semarang City Regulation No. 5 of 2014 on controlling street children and street children requires a comprehensive overhaul of its implementation system. The Semarang City Government cannot work alone without building inter-regional cooperation with the surrounding district governments and strengthening data integration between agencies. This enforcement policy must be transformed from merely physical security measures on the highways to an integrated social service policy capable of comprehensively addressing the root causes of street children's problems.

²⁶ Yuliana, Y., Isabella, I., & Febriyanti, D. (2022). The Performance of the Social Services Agency in Implementing the Street Children Development Program in Palembang City. *Jisip Unja (Journal of Social and Political Sciences, University of Jambi)*, 1-11.

²⁷ Trisardhana, C., Ratnawati, S., & Nurany, F. (2023). Evaluation of Social Rehabilitation for Street Children at the Regional Technical Implementation Unit of the Surabaya City Children's Village. *Jurnal Publik*, 17(02), 115-125.

C. CONCLUSION

Enforcement of Regional Regulation No. 5 of 2014 in Semarang City is implemented through a non-judicial scheme that focuses on public order and social protection, rather than a criminal approach. Roles have been structured, with the Public Order Agency (Satpol PP) acting as the vanguard of street enforcement, and the Social Services Agency responsible for the reception, guidance, and social rehabilitation processes. In practice, the Satpol PP has prioritized a humanistic and discretionary approach, particularly with minors, to avoid repressive actions. However, law enforcement has not been optimal and comprehensive. The main obstacles stem from the high mobility of street children/prostitutes (PGOT), limited personnel, and the ineffective enforcement of sanctions against road users who continue to offer money or goods at intersections due to strong social empathy and limited visual evidence. Meanwhile, the implementation of the Regional Regulation through actual enforcement efforts on the ground by the Satpol PP and the Social Services Agency has successfully reduced the presence of street children and prostitutes during active patrol times in key areas of the city. However, the implementation of this policy still faces various technical and operational obstacles that impact the sustainability of its results. These obstacles include: operational limitations of the Social Services Shelter's reception at night/weekends which causes temporary congestion at the Public Order Agency Headquarters, the lack of an integrated digital database system across agencies to track street residents' track records in real-time, and the high phenomenon of repeat residents, the majority of whom are immigrants from outside Semarang City. Without synergy and continued supervision from the local government of origin, enforcement actions in the field have only been limited to temporarily tidying up public spaces and have not been able to cut off the root of the social problems of street residents.

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