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Actor-Network Theory: Policy Formulation for Handling Beggars and Homeless People (PGOT) to Support Tourism in Surakarta

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Abstract

Surakarta, well-known as Solo, is the main tourist destination in Central Java. Solo has declared itself as a MICE (Meeting, Incentive, Convention, and Exhibition) city while still focusing on leisure tourism which is currently slowing down. One of the problems which can cause a negative image of the city is the number of beggars and homeless people (PGOT). To create an ideal PGOT management policy which can accommodate all aspirations and interests, and avoid government domination and political content, a policy network needs to be built. Actor-Network Theory was developed by Michel Callon, Bruno Latour and John Law, arguing that society is not just about individuals and norms governing their lives but they move in a network, both humans as subjects and inanimate things as objects. The method used is a qualitative descriptive approach which emphasizes the disclosure of the meaning and process of the various factors studied, and also aims to understand the phenomena holistically experienced by research subjects. The network of actors in the formulation of policies for handling PGOT in Surakarta should be formulated by accommodating the interests of the parties involved. This policy is not only oriented towards benefits for the public interest but also accommodates the target group by upholding their dignity as human beings. In its implementation, enforcement of sanctions is required. Massive socialization and education to the public also need to be conducted.

Keywords: *Tourism, Actor-Network Theory, Policy, PGOT*

A. INTRODUCTION

Surakarta, a city which is also popularly known as Solo, has the vision to make Surakarta a cultural, independent, advanced, and prosperous city. Its mission is to create a productive urban community, capable of fulfilling basic physical and spiritual needs to lead to an independent and participatory society to improve the welfare of the city. Besides, it is also to realize an orderly, safe, peaceful, just, characterful and competitive society through accountable regional development (sectoral, territorial and population) as well as an effective, clean, responsive, and serving governance.

The mission of the Mayor of Surakarta is 3 WMP which consists of *Waras* (Sanity), *Wasis* (Ingenuity), *Wareg* (Satisfaction), *Mapan* (Establishment) and *Papan* (Premises). To build the work strength, the cultural motto of *5 Mantap* (Great 5) consisting of *Mantap kejujuran* (Great honesty), *Mantap kedisiplinan* (Great discipline), *Mantap pelayanan* (Great service), *Mantap berorganisasi* (Great organization), and *Mantap gotong royong* (Great cooperation) is used. The concepts and programs are built with flexibility, applying government programs with the strength of its local genius, becoming the strength, consistency, as well as commitment to build the city and keep it moving forward.

The vision certainly encourages all elements to see the potential which can be developed, one of which is the tourism sector. As people know, Surakarta is the main tourist destination in Central Java. At first, the Surakarta City Government focused more on working on leisure or recreational tourism, but due to its slow development, it finally tried to explore and had declared itself as a MICE (Meeting, Incentive, Convention, and Exhibition) city. The government hopes that tourist visits will increase *(https://jateng.antaranews.com/berita/259814/dongkrak-sektor-pariwisata-surakarta-garap-potensi-wisata-mice, 30-Agustus-2019)*.

By looking at the opportunities described above, one of the problems which must be faced is the beauty and cleanliness of the city. Several attempts have been made and the results can be seen, such as the city parks, arrangement of street vendors (PKL) and so on. One more thing which can disturb and create a negative image on the city is the number of PGOT (*Pengemis, Gelandangan, dan Orang Terlantar*/beggars and homeless people) in Surakarta. In almost every traffic light across the city, you will find PGOT. Especially every Tuesday and Friday, they flocked to trading areas such as Pasar Gede and Coyudan, from one store to another, coming in turns as if there was no end. It seems as if it was an obligation for business owners in these areas to provide money for them, and it turns out that most of them come from outside the Surakarta area.

Dealing with the PGOT problem is not as simple as arranging parks or cleaning the streets but requires special treatment because it involves a person's dignity, it will even be more complicated if it is related to human rights. The researcher believes that no human being intends and aspires to be homeless or beggars.

There are two approaches to looking at this problem. The first approach is a cultural or mental approach which states that the problem of homelessness or beggars originates from the culture of the people themselves; that they are lazy, do not want to go to school, do not want to work, have a beggar mentality, and just want an instant way of living their life. This view emphasizes that they enjoy begging by taking advantage of their weaknesses in their bodies (illness, dirty clothes, disabilities, etc.) to make others feel sorry for them. Cultural poverty is poverty referring to the attitude of a person or society who does not want to try to improve themselves and their lives because of a culture or habit which has been going on continuously (Siahaan, 2004).

The second approach is structural approach. With this approach, PGOT was born out of compulsion. They are forced by existing systems or structures such as structures made by the state, both political and social, which are manifested in developmentalism. Poverty caused by planning or the impact of a policy made by the government so that the poor are powerless

to change their lives. They sustainably live in poverty. Structural poverty is poverty suffered by a group of people because the social structure of the community cannot use the sources of income which are available to them (Alfian, Mely G. Tan, 1980).

A serious problem which must be immediately followed up by the Surakarta City Government is the Regional Regulation (Perda) regarding the handling of PGOT. A regulation which on the one hand aims to create public order, support the tourism sector and maintain the image of the city, and on the other hand, still pays attention to the elements of humanism so as not to neglect human dignity and human rights. To formulate an ideal PGOT management policy which can accommodate all aspirations and interests and avoid government domination and political content, it is necessary to build a policy network.

B. LITERATURE REVIEW

Cited from http://en.wikipedia.org/wikitheory, Actor–network theory (ANT) is an approach to social theory and research, originating in the field of science studies, which treats objects as part of social networks. Although it is best known for its controversial insistence on the capacity of nonhumans to act or participate in systems or networks or both, ANT is also associated with forceful critiques of conventional and critical sociology. Developed by science and technology studies (STS) scholars Michel Callon and Bruno Latour, the sociologist John Law, and others, it can more technically be described as a "material-semiotic" method. This means that it maps relations which are simultaneously material (between things) and semiotic (between concepts). It assumes that many relations are both material and semiotic.

ANT is an approach to social theory and to research, which treats objects as part of a social network. This theory is very influential in the field of science and technology (STS). Developed by Michel Callon and Bruno Latour and John Law who believe that society is not just about individuals and norms governing their lives but they move in a network, scientific discoveries do not only come from one person but also come from the network. Both humans as subjects and objects which may be inanimate objects.

The term network has two meanings. The first meaning is establishing contacts for profit and the second meaning comes from the language of computer technology, namely computers which are interconnected (Parson, 2011). Aldrich and Watten see network more like a system in which the totality of all units connected by certain definite relations. So the network is used to show patterns of relationships between individuals between groups and between organizations. The network can be formal or informal within local or long distance areas as well as business ties or intersectors.

To understand how ANT explains socio-technical phenomena, the use of the meaning of the network in the phrase Actor-Network should be understood:

a. The network here is not fixed and finalized channels and does not have pre-established nodes.

b. The meaning of network here is also different from the meaning of network in the term social network in social theories. In the study of social networks, attention is paid to the social relations of individuals (human actors), the frequency, distribution, and homogeneity of these relations. The attention of ANT is focused on heterogeneous relations which include non-human entities, technological and natural objects (Latour, 1999).

ANT is an ontological concept referring to a phenomenon of becoming, how something becomes and produces effects. According to ANT, social agents are never located on the bodies alone, but are a heterogeneous network of patterned relationships, or are the effects of such networks.

In the ANT theoretical framework, the functioning of technology in society is described as the product or effect of a heterogeneous network of relations which includes social agencies and institutions, machines, technologies and organizations. (Latour, 1999; Callon, 2003) .. The policy network of ANT goes through the following processes:

a. Punctualization (treating networks as actors to reduce network complexity).

b. Translation (alignment of the desires of various actors).

   1. Problematization (defining the interests of other actors consistent with their interests).

   2. Obligatory Passage Point (a situation created so that all actors are satisfied with distributed interests).

   3. Interessement (the process of convincing other actors to accept their interests).

   4. Enrollment (acceptance of interests).

   5. Inscription (creation of artefacts and symbols)

   6. Speaker/delegate representative (spokesman on behalf of the actor)

   7. Betrayal (a situation where the actor does not comply with the interests of an actor).

   8. Irreversibility (creation of alternative interests or returning to its original condition).

One thing that is important in the public policy process is policy formulation. The policy formulation stage is so important that this stage is considered a fundamental stage in the public policy cycle because public policy formulation is the core of public policy. Policy formulation is not a playful job, it is a tough task because it requires study and seriousness of the actors involved in policy formulation. Errors or mistakes in

the formulation of policies will have an impact on the implementation process so that the goal of the policy which is supposed to be made to improve the welfare of the community is now only political.

In order for the resulting policies to be under the needs of society, one alternative is the willingness of the government to build networks with actors outside the government, namely private actors and civil society actors. It is no longer appropriate for the government to view illegal actors as "political opponents", but it is now time for the government to make these actors as "partners" in discussing products of public policy in the regions.

C. RESEARCH METHODOLOGY

The approach used in this research is a qualitative approach which emphasizes more on revealing the meaning and process of the various factors studied. Qualitative research is also intended to understand the phenomena experienced by research subjects holistically, using descriptions in the form of words and language in a special natural context and by utilizing various natural methods (Moleong, 2014: 6). As stated by (McNabb, 2002: 167), qualitative research is usually carried out by a single actor (lone ranger). In this regard, one of the characteristics of qualitative research is the use of human instruments which require that oneself or others become instruments for collecting data because of their ability to adapt to various realities.

This method can also be used to gain insight into something which is less known and can help the researcher provide complex details about phenomena which are difficult to reveal by quantitative methods (Strauss & Corbin, 2003: 5). The qualitative approach procedure is solving problems studied by using a way of presenting data obtained from literature review and observation, then analyzed and interpreted by providing conclusions. The informants in this study were determined continuously by using a snowball sampling technique, a technique of determining the sample which is initially small in number, then increasing (Sugiono, 2012: 99).

As in qualitative research, the researcher used in-depth interviews with informants who had knowledge related to this research. Interviews were conducted in an open manner in which the informant knew the presence of the researcher who conducted interviews at the research location and in conducting interviews with informants, the researcher used a voice recorder as the tool.

This research uses an interactive model of analysis including; (1) Data collection, an activity to obtain accurate and relevant data on research questions. (2) Data condensation, it refers to the process of selecting, simplifying, focusing, abstracting and or changing the data

appearing in the full corpus (body) of notes written in the field, interview transcripts, documents and other empirical materials. (3) Data presentation, a collection of information which provides the possibility of drawing conclusions and taking action by looking at the data presented. (4) Drawing conclusions or verification, at this stage the researcher begins to look for the meaning of objects, noting regularities, patterns, explanations, possible configurations, causal pathways and prepositions (Miles, B Mathew., Huberman, A Michael and Saldana, 2014).

Determining the validity of the data requires checking techniques, the validity of the data which has been collected must be checked for validity by using the triangulation technique (Moleong, 2014: 324). Triangulation means to get data from different sources with the same technique. This research used triangulation of data or triangulation of sources, aimed to maintain the validity of the data or minimize the possibility that the data would become biased. The researcher collected data by triangulation, so the researcher collected data as well as tested the credibility of the data, that is, the researcher checked the credibility of the data with various data collection techniques and various data sources.

D. FINDINGS AND DISCUSSION

From the question of how to make a policy network model in the ideal policy formulation for handling PGOT (*Pengemis, Gelandangan, dan Orang Terlantar*/beggars and homeless people), the management needs to be done with effective, integrated and sustainable steps and has legal certainty. Also by paying attention to human dignity to achieve social welfare and public order. Also, to accommodate all aspirations and interests and to avoid government domination and political content, it is necessary to build a policy network.

PGOT are people who live in poverty, deprivation, limitations, gaps, inadequate life, and lack of dignity. For this reason, treatment is needed, which is an action taken through preventive, coercive, rehabilitative, and social reintegration efforts to protect and empower homeless people and beggars.

A homeless person is a person who lives in a situation which is not in accordance with the norms of a decent life in the local community and does not have a permanent place of residence and job in a certain area. They live wandering in public places. Homelessness is an act of wandering carried out by an individual or a group of people who do not have a place to live and have a permanent job in a certain area, and their lives move around in public places. Psychotic homeless people are homeless people who have mental disorders. Beggars are people who earn their income by asking other people for money in public in various ways and reasons to expect mercy from others. Begging is the act of asking for money by an individual or a group of people with various reasons, ways and means of expecting mercy from others.

Preventive efforts are organized efforts which include counselling, guidance, training and education, provision of social assistance, supervision and further guidance to various parties related to homelessness and begging. Coercive efforts are acts of coercion in the social rehabilitation process. Rehabilitative efforts are organized efforts which include efforts to support, care, provide training and education, restore ability and channel them back to new residential areas through transmigration and to the midst of society, supervision and further guidance so that the homeless and beggars have the ability to live properly and with dignity as Indonesian citizens. Social Reintegration is the process of returning to the family or community so that they can carry out their social functions properly as a society in general.

1. Actors in Policy for Handling PGOT

Actors in the policy for handling PGOT in Surakarta based on the Actor-Network Theory which need to be involved are as follows: Regional House of Representatives of Surakarta, Surakarta City Government who are also involved in implementing policies including the Mayor, Bapermas (*Badan Pemberdayaan Masyarakat*/Village Community Empowerment Agency), Satpol PP (*Satuan Polisi Pamong Praja*/Civil Service Police Unit) and Bappeda (*Badan Perencanaan Pembangunan Daerah*/Development Planning Agency at Sub-National Level). Meanwhile, from elements outside the government, there are social welfare institutions, universities, NGOs, religious leaders, traditional leaders, the business world, the world of tourism, rehabilitation houses, mental hospitals, and mass media.
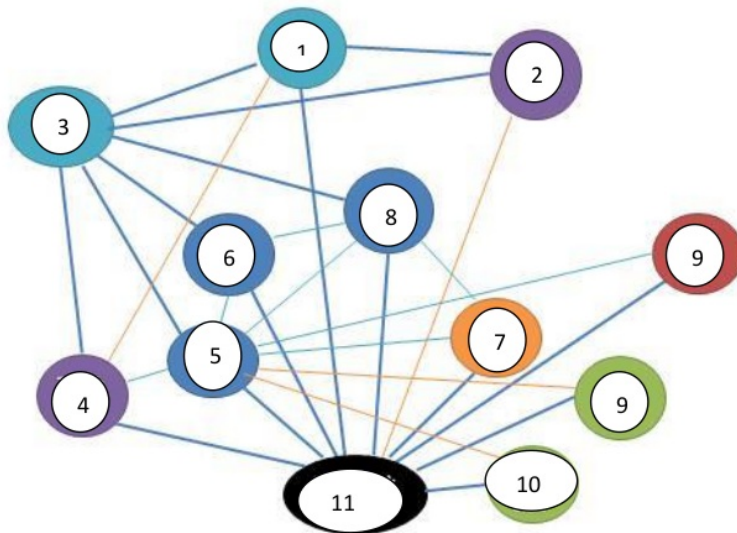
The researcher mapped the actors involved in Table 1. to analyze their roles in the policy network with the classification of primary, secondary and tertiary actors, as follows:

Tabel 1. Role of Network Actors for PGOT Handling Policy in Surakarta.

Primary	Secondary	Tertiary
• Mayor • Regional House of Representatives	• Social Services • Satpol PP • Bappeda • Social Welfare Institutions	• Universities • The business world (Corporate Social Responsibility) • The world of tourism • NGOs • Rehabilitation House • Public figure • Urban village/ Neighbourhood/Hamlet • Mass Media

2. Actor-Network in the Policy for Handling Homeless People and Beggars

   Meanwhile, the Actor-Network in the policy for handling homeless people and beggars can be described in the following illustration:

1) *Regional House of Representatives 2) Mass Media 3) Mayor 4) Public Figure 5) Social Service 6) Satpol PP 7) Universities 8) Bappeda 9) Rehabilitation House 9) Business world 10) The world of tourism 11) Target Group*

Figure 1. Actors Network Model of PGOT Handling Policy in Surakarta

From Figure 1. The model can be described that the mayor as the person in charge of the area acts as the main actor to take the initiative together with the Regional House of Representatives of Surakarta to formulate policies for handling the homeless people and beggars after receiving pressure from community elements related to the interest of tourism and an image of a clean city. The mayor assigns the Social Service as the leading sector accompanied by Satpol PP and Bappeda, in addition to forming a Social Welfare Institution (LKS) as an official institution outside the government which is actively involved in formulating and later playing a role in implementation or more precisely as a companion agency for the target group. The mayor is also active as the main source of media coverage to form positive public opinion.

The Regional Apparatus Organization (OPD) which plays a role as the leading sector in this case, the Social Service in accordance with its main task of dealing with poverty and displaced people, plays a role in identifying and coordinating with other

related actors and communicating directly with the target community for policies. Social Service is also responsible for reporting any progress to the Mayor.

Satpol PP as a companion Regional Apparatus Organization which plays a role in enforcing regional regulations and policing target communities. Bappeda as the companion Regional Apparatus Organization acts as the planning actor and supports the necessary data. In order for planning and data support to be valid, Bappeda cooperates with universities, as the leading sector of the Social Service, to condition private actors, in this case, the business world and the world of tourism to play an active role in supporting both in the form of facilities and contributions of thought and energy, as well as coordinate with universities as intellectual actors to obtain scientific studies.

One thing that is no less important is the actor who will later handle and accommodate the target group in a humane way, with the Rehabilitation Hospital and Mental Hospital which must be committed to not only providing care but also providing mental guidance, training independence in the form of entrepreneurial training and so on.

The following actors who come from community leaders, both from religious and customary elements, are empowered to convince the target group that they are willing to be organized. Actors together with NGOs engaged in social fields can also act as parties who advocate and educate the target group.

The last actor in this policy network is the leaders in the level of an urban village, neighbourhood, and hamlet who play a role in preventing the occurrence of homelessness and begging in their environment, reporting to the Surakarta City Government when they know the existence of homeless people and beggars, implementing and providing support in the implementation of social welfare services, implementing joint outreach efforts together with OPD in the social sector, organizing social rehabilitation activities in accordance with Standard Operating Procedures (SOP).

After the actors who have been formed in a network model communicate, discuss and collaborate, finally a decision is made regarding the humane handling of homeless people and beggars, which means through preventive, coercive, rehabilitation and social reintegration efforts.

E. CLOSING

The Actor-Network to formulate a policy for handling beggars and homeless people (PGOT) in Surakarta is structured to accommodate the interests of the parties concerned. This policy is not only oriented to benefits for the public interest but also accommodates the target group by upholding their dignity as human beings.

One thing which needs to be taken into account is that in the later implementation, this policy should not only become "toothless tigers" which has no power in its implementation, especially in enforcing sanctions. Therefore, it is necessary to continuously conduct massive socialization and education to the public, because enforcement of this policy will not only affect the target group but also impose sanctions on the public giving money, so as not to cause misunderstandings in the future.

Solo, a clean and organized city which can maintain public order, especially clean from PGOT will become a magnetic tourist destination, both designed with the leisure concept and the MICE concept (Meeting, Incentive, Convention, and Exhibition).

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