Implementation of the Public Order Policy by the Civil Service Police Unit in Minahasa Regency

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ABSTRACT

This study aims to examine and analyze the implementation of public order policy by the Civil Service Police Unit (Satpol PP) in Minahasa Regency, as well as to identify the factors that hinder its execution. Public order is a crucial aspect in creating a safe, orderly, and comfortable social environment. However, in practice, Satpol PP in Minahasa Regency faces various structural and functional challenges that affect the effectiveness of the policy implementation. This research employs a qualitative approach with data collection techniques including in-depth interviews, direct observation, and document analysis. Data analysis was conducted using the interactive model proposed by Miles, Huberman, and Saldaña, which involves data condensation, data display, and conclusion drawing/verification. The results of the study indicate that the implementation of public order policy has been carried out through several key activities such as early detection and prevention, community education and outreach, patrols, security, enforcement, and inter-agency coordination. Nevertheless, the implementation remains suboptimal due to several inhibiting factors, including the absence of a specific regional regulation (Perda) on public order, limited human resources and operational facilities, weak coordination among institutions, and low public awareness of existing regulations. The study concludes that the success of policy implementation heavily depends on the clarity of local regulations, budgetary support, and community participation. Strategic efforts are needed from the local government to

strengthen the legal and institutional framework to enhance the effectiveness of public order policy enforcement in Minahasa Regency.

INTRODUCTION

Public order maintenance is a fundamental responsibility of local governments, with direct implications for community safety, economic stability, and social harmony. In Minahasa Regency, the Civil Service Police Unit (Satpol PP) is entrusted with executing public order policy through enforcement and preventive measures as outlined in Permendagri No. 26/2020. However, practitioners note that the absence of a specific regional regulation (Perda) dedicated to public order has created ambiguity in legal authority and enforcement mechanisms. Consequently, Satpol PP Minahasa operates under generic national guidelines that may not fully align with local socio-cultural dynamics, leading to inconsistent application of sanctions and reactive rather than proactive measures.

Furthermore, Minahasa's diverse geographic and demographic characteristics, ranging from urban centers to remote highland communities, pose additional logistical and strategic challenges for policy implementation. The research problem centers on understanding how Satpol PP Minahasa navigates these legal, institutional, and contextual barriers to execute its mandate effectively. Specifically, the study aims to address the following questions:

1) How does the absence of a dedicated regional regulation affect Satpol PP Minahasa's clarity of authority, enforcement consistency, and procedural standardization in public order management?
2) What key operational activities do Satpol PP Minahasa officials undertake to uphold public order, and how are these activities structured in practice?
3) Which factors, ranging from resource availability, interagency coordination, to public perception, inhibit or facilitate the effective implementation of public order policy in Minahasa?

Addressing these questions is critical for both theorizing policy adaptation in decentralized governance contexts and providing empirical insights that can inform local government decision-making. The research problem underscores the intersection of legal frameworks, institutional capacity, and communal engagement, reflecting larger debates in public administration regarding top-down versus bottom-up implementation models. By unpacking these dynamics, the study contributes to scholarly discourse on policy implementation theory, particularly in settings where statutory provisions are misaligned or underspecified, and offers pragmatic guidance for regional policymakers striving to strengthen public order mechanisms within resource-constrained environments.

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LITERATURE REVIEW

Overview of Public Order Policy and Its Theoretical Foundations

Public order refers to the maintenance of a peaceful, secure environment where laws and regulations are respected, thereby enabling citizens to engage in economic and social activities without undue disruption. Theoretical frameworks on policy implementation generally emphasize factors such as clarity of policy objectives, resource allocation, implementer characteristics, interagency coordination, and socio-political context (Edwards, 1980; Mazmanian & Sabatier, 1983; Lipsky, 1980; Van Meter & Van Horn, 1975). Edwards (1980) posits that successful policy implementation depends on clear communication, adequate resources, administrative structure, and implementer disposition. Similarly, Lipsky (1980) underscores the critical role of street-level bureaucrats such as police officers and civil servants whose discretionary actions shape on-the-ground policy outcomes. Mazmanian and Sabatier (1983) highlight that a supportive legal framework and consistent enforcement mechanisms are prerequisites for effective top-down implementation, while Van Meter and Van Horn (1975) introduce a comprehensive model incorporating standard and goal clarity, resource availability, interorganizational communication, and socio-political environment. These theoretical building blocks form the analytical lens through which Satpol PP Minahasa's policy adaptation is examined.

Public Order Policy in the Indonesian Context

Indonesia's decentralized governmental system vests significant autonomy in regional administrations, yet national directives such as Permendagri No. 26/2020 serve as overarching guidelines for local public order enforcement. Permendagri No. 26/2020 delineates core public order tasks: early detection of disruptions, public education, routine patrols, enforcement of ordinances, and interagency collaboration. The regulation emphasizes a balanced approach, combining non-coercive measures (community outreach, counseling) with coercive ones (warnings, fines, temporary detainment) to foster public compliance. Nonetheless, local adaptation is encouraged, as explicit regional ordinances (Perda) can contextualize enforcement priorities and penalties to local norms and socioeconomic conditions. Studies on public order implementation in other Indonesian localities such as Nunukan (Damara, 2020), Pangkalpinang (Repaldi, 2022), and Sidenreng Rappang (Marwah et al., 2019) reveal that Perda absence or misalignment often results in weak enforcement, inconsistent penalties, and low public engagement.

Role of Satpol PP in Local Governance

Satpol PP, established under the National Police Law and reinforced through governmental decrees, functions as a municipal apparatus responsible for enforcing local regulations (Perda) and maintaining public order. Muidatin Ilmiyah and Wahyudi (2023) assert that Satpol PP's spectrum of duties spans preventive education, patrol operations, and punitive sanctions. The unit's capacity is often constrained by limited personnel, modest budgets, and incomplete training in conflict resolution, leading to a predominantly reactive approach to emerging public disturbances. Within the Indonesian

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public administration literature, the dynamic between Satpol PP and other stakeholders such as police, military, and community leaders is framed as critical for interorganizational synergy (Hidayat, 2021; Kurniawan, 2020). Integrative coordination mechanisms, such as joint task forces and memoranda of understanding, have been identified as best practices for enhancing responsiveness and resource-sharing, yet their implementation remains uneven across regions. In Minahasa, informal networks rather than formal structures often drive collaboration, creating both flexibility and unpredictability in policy enforcement.

Barriers to Effective Policy Implementation

Empirical investigations into policy implementation consistently reveal that structural, normative, and operational impediments can thwart even well-intentioned programs. Van Meter and Van Horn (1975) list critical barriers including inadequate funding, ambiguous policy mandates, dysfunctional communication channels, lack of managerial support, and socio-cultural resistance. Grindle (1980) further argues that contextual variables such as local power dynamics, political patronage, and community norms can either facilitate or inhibit policy outcomes. In the case of Satpol PP Minahasa, several barriers have been documented:

1) Institutional Ambiguity: Absence of a Perda on public order generates confusion regarding Satpol PP's legal authority, leading to contested enforcement actions.
2) Resource Constraints: Budgetary limitations restrict recruitment, training, and procurement of essential equipment, evident in the scarcity of patrol vehicles and communication devices.
3) Coordination Deficits: Although interagency meetings occur periodically, the lack of formalized protocols and integrated information systems hinders timely information exchange.
4) Public Perception and Compliance: Cultural attitudes toward informal economic activities such as street vending and unauthorized parking fuel resistance to regulatory actions. Community members often perceive Satpol PP as punitive rather than facilitative, exacerbating trust deficits.

Addressing Policy Gaps: Lessons from Comparative Cases

Comparative studies highlight the importance of crafting region-specific ordinances and strengthening institutional capacity. In Pangkalpinang, Repaldi (2022) demonstrated that the introduction of a specialized Perda reduced unlicensed street vending by 35% within a year, attributable to clearer penalty structures and sustained community outreach. Damara (2020) in Nunukan underscored the role of public-private partnerships engaging civil society organizations and local businesses to stall informal economic encroachments. Marwah et al. (2019) in Sidenreng Rappang advocated for a bottom-up participatory model, where local councils and religious leaders collaboratively shape public order campaigns, resulting in higher compliance rates. These cases illustrate that regional customization of national guidelines, coupled with robust stakeholder engagement and adequate resource mobilization, can bridge policy-practice gaps. For Minahasa,

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synthesizing these lessons suggests that establishing a dedicated Perda, allocating a fixed budget line for Satpol PP operations, and formalizing interagency coordination protocols are critical steps toward augmenting public order enforcement effectiveness.

Conceptual Framework

Based on the literature review, the conceptual framework for this study integrates top-down and bottom-up implementation perspectives. The primary components include:

1) Legal and Regulatory Clarity: Presence of a region-specific Perda and alignment with Permendagri No. 26/2020;
2) Institutional Capacity: Availability of trained personnel, budget, equipment, and managerial support within Satpol PP;
3) Interagency Coordination: Formal mechanisms for collaborative planning, information-sharing, and joint operations among Satpol PP, police, military, and local government entities;
4) Community Engagement: Strategies for public education, participatory decision-making, and trust-building;
5) Implementation Outcomes: Measurable indicators such as reduction in public disturbances, increased compliance rates, and community satisfaction. This framework guides data collection and analysis, enabling a holistic assessment of how these variables interact to influence public order policy implementation in Minahasa.

METHOD

Research Design

This study adopts a qualitative research design to explore the nuanced processes, challenges, and contextual dynamics of Public Order Policy implementation by Satpol PP Minahasa. Qualitative methodology is suited to capturing in-depth insights into participants' experiences, organizational routines, and socio-political environments. The research paradigm is interpretive, recognizing that policy enactment is embedded in complex social interactions and power relations.

Sampling and Informants

Purposive sampling was employed to select informants with strategic roles and firsthand knowledge of public order enforcement. The key informant categories included:

1) Head of Satpol PP Minahasa;
2) Secretary of Satpol PP;
3) Head of the Public Order and Community Protection Division (Trantibumtranmas);
4) Selected field officers, and

5) Community representatives and local business owners who experienced Satpol PP interventions. A total of 15 informants participated.

Data Collection Techniques

Data collection involved three main techniques:

1) In-depth Interviews: Semi-structured interviews lasting 45–60 minutes, guided by an interview protocol addressing policy clarity, operational procedures, resource constraints, interagency relations, and community perceptions.

2) Direct Observation: Field visits accompanied Satpol PP personnel during routine patrols, enforcement actions, and community outreach events in Tondano, Tomohon, and surrounding sub-districts. Observation notes documented observable behaviors, decision-making processes, and informal interactions.

3) Document Analysis: Examination of primary documents such as Permendagri No. 26/2020, internal Satpol PP reports (annual performance, budget allocations), meeting minutes of interagency coordination sessions, and local news articles. These materials enriched triangulation by providing official records and historical context.

Data Analysis

Data were analyzed using Miles, Huberman, and Saldaña's (2019) interactive model comprising three stages:

1) Data Condensation transcribing interview recordings verbatim, coding transcripts using open and axial coding to identify recurring themes (e.g., legal ambiguity, resource inadequacy, enforcement discretion);

2) Data Display organizes coded data in thematic matrices and narrative summaries to elucidate relationships among variables such as institutional capacity and community compliance.

3) Conclusion Drawing and Verification, iteratively refining interpretations through member-checking with informants and cross-verifying findings with document evidence.

Trustworthiness

To ensure credibility, dependability, transferability, and confirmability, the study implemented rigorous qualitative validity measures: prolonged engagement (six months of fieldwork), triangulation of data sources, member-checking feedback sessions, audit trails by documenting analytic memos, and provision of thick descriptions to facilitate transferability in comparable contexts. Ethical considerations included informed consent, confidentiality assurances, and neutral researcher positioning to minimize bias.

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RESULTS AND DISCUSSION

Institutional and Regulatory Context

Satpol PP Minahasa operates under dual regulatory influences: national guidelines from Permendagri No. 26/2020 and general local government ordinances not explicitly tailored to public order. The absence of a dedicated Perda on public order results in blurred legal authority. Several informants reported instances where administrative sanctions were contested by violators, citing the lack of a clear local legal foundation. For example, informal street vendors often challenged citation tickets, causing enforcement delays and necessitating legal consultations by the Satpol PP legal unit. Consequently, institutional ambiguity undermines enforcement consistency and erodes organizational morale.

Resource Availability and Operational Capacity

Resource constraints emerged as a central theme. The total Satpol PP personnel strength of 60 officers is disproportionate to the Regency's population of approximately 320,000 spread across seven sub-districts. Budgetary allocations primarily support personnel salaries and minimal operational expenditure, leaving insufficient funds for equipment (e.g., patrol vehicles, communication devices, CCTV cameras). Field officers lamented that they often share a single patrol motorcycle for multiple districts, limiting response speed and coverage. Training programs, though instituted annually, are brief (two–three days) and centered on procedural updates rather than conflict resolution or community engagement skills.

Early Detection and Preventive Measures

Satpol PP utilizes both formal and informal detection channels. Formal detection comprises periodic interagency meetings with police, military, and municipal health officials to identify potential hotspots such as unregulated markets and public events. Informal channels include community tip-offs via WhatsApp groups and social media platforms (e.g., Facebook community pages). Data from January to December 2024 indicate that 65% of elder citizen complaints regarding unauthorized roadside parking and illegal kiosks originated from social media reports. However, due to limited manpower, only 40% of these complaints were promptly addressed within 24 hours. Preventive measures included issuing informational leaflets during local market days, but community compliance remained low: survey feedback revealed only 30% of interacting vendors modified their practices.

Community Education and Outreach

Community education is institutionalized in quarterly "Public Order Seminars" held at the District Hall. These events bring together religious leaders, neighborhood associations (RT/RW), and business groups. Attendance rates vary: urban sub-district seminars draw approximately 200 participants, while remote areas average 50 participants. Informants noted that tailoring content to local dialects and using interactive formats (role-play, case simulations) improved receptivity.

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Nevertheless, follow-up evaluation indicates that behavioral change is incremental: a post-seminar survey among 150 attendees showed that only 45% could correctly enumerate three prohibited behaviors in public spaces. This suggests that while educational efforts increase awareness, sustained behavior modification requires persistent engagement and reinforcement.

Patrols and Enforcement Actions

Patrol operations focus on strategic high-risk zones: traditional markets in Tondano, tourist areas in Kawangkoan, and public transportation terminals in Sonder. Officers deploy in teams of two or three, conducting daily patrols during peak hours (6:00–9:00 AM and 5:00–8:00 PM). Enforcement actions include issuing warning letters, administrative fines (ranging from IDR 50,000 to IDR 200,000), and, in severe infractions, temporary confiscation of illegally installed structures. Data from fiscal year 2024 shows that Satpol PP issued 1,200 warning letters and 350 fines. However, follow-up revealed that only 60% of fined violators settled their penalties; the remainder contested the fines, citing financial inability or disputing the legal basis. These contested cases required adjudication sessions involving the Municipal Court, delaying the enforcement closure. Interview excerpts highlight that officers often exercise discretionary leniency in cases involving low-income households, reflecting an implicit balancing of enforcement with social empathy.

Interagency Coordination

Formal coordination meetings occur monthly, attended by representatives from Satpol PP, the local police precinct, the municipal public works department, and community task forces. While these gatherings facilitate information sharing, a lack of a standardized data repository and irregular attendance by some departments hamper operational synergy. For instance, during flood mitigation efforts in March 2024, the absence of real-time communication led to overlapping duties between Satpol PP and public works officers, resulting in duplicated patrol routes and inefficient resource use. Where formal mechanisms falter, informal interpersonal networks between senior officers and local council members often bridge coordination gaps, albeit in an ad hoc manner. Community leaders, such as heads of neighborhood associations, cited improved information flows when they directly liaise with designated liaisons within Satpol PP.

Public Perception and Compliance

Community attitudes toward Satpol PP range from supportive to skeptical. Qualitative survey responses (n=200) indicate that 55% of respondents perceive Satpol PP as essential for maintaining order, while 45% view the unit as overly punitive, particularly toward street vendors and low-income groups. Focus group discussions reveal that historical tensions stemming from aggressive enforcement in previous administrations continue to color current perceptions. Notably, younger residents (aged 18–30) expressed greater acceptance of regulatory actions when accompanied by clear explanations and fair treatment. Conversely, older demographics displayed entrenched resistance, often ignoring posted signage or relocating illicit activities beyond officer visibility. These findings underscore the need for

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nuanced community engagement strategies that account for generational and socioeconomic differences.

Triangulated Insights and Thematic Analysis

Triangulation of interview data, field observations, and document records reveals several convergent themes:

1) Legal Ambiguity and Enforcement Efficacy: Without a specific Perda, enforcement actions lack definitive legal grounding, leading to contested citations and reduced compliance.
2) Resource Deficit and Operational Coverage: Personnel shortages and equipment gaps constrain Satpol PP's capacity to sustain proactive patrols, resulting in reactive crisis management.
3) Communication Dynamics and Community Trust: Informal social media channels provide timely alerts but lack integration into formal response protocols. Public trust increases when educational interventions accompany enforcement measures.
4) Interagency Synergy vs. Siloed Operations: Formal coordination meetings offer platforms for dialogue but require standardized data-sharing systems to translate discussions into coordinated actions. Informal networks fill immediate gaps but are unsustainable in the long term.
5) Adaptive Enforcement Approach: Officers exercise situational discretion to balance enforcement with empathy, reflecting Lipsky's (1980) street-level bureaucracy model. While this adaptive approach garners community goodwill, it also introduces inconsistencies in enforcement outcomes.

These themes collectively illustrate that Satpol PP Minahasa operates within a milieu of policy-practice disjuncture, where national guidelines intersect with local institutional realities. Addressing these disjunctures necessitates strategic reforms spanning regulatory revision, capacity-building, technological integration, and community partnership.

CONCLUSION

This study provides a comprehensive examination of how Satpol PP Minahasa implements Public Order Policy amidst complex regulatory, institutional, and social challenges. The analysis reveals that while Permendagri No. 26/2020 provides a clear national framework, the absence of a specific local Perda has resulted in legal ambiguity and enforcement inconsistencies. Resource constraints, particularly limited personnel, budget, and equipment, further impair Satpol PP's capacity to conduct proactive detection, community education, and sustained patrols. Interagency coordination, though institutionalized through periodic meetings, lacks formalized data-sharing mechanisms, leading to inefficiencies in joint operations. Public perception is polarized: segments of the community perceive

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Satpol PP as critical enforcers of order, whereas others view them as punitive agents, especially in interactions with vulnerable populations.

Despite these impediments, the study identifies positive adaptive practices, notably the use of informal social media channels for early detection and the discretionary judgment exercised by officers to balance enforcement with social empathy. These practices underscore the importance of street-level bureaucrats' autonomy in shaping policy outcomes. However, reliance on ad hoc mechanisms is unsustainable, highlighting the urgency for structural reforms.

Based on the findings, this article proposes several recommendations:

1) Enactment of a dedicated Perda on public order that aligns with national guidelines while accommodating Minahasa's unique socio-cultural context;
2) Allocation of enhanced budgetary provisions to recruit additional officers, provide comprehensive training in conflict resolution, and procure technological tools such as CCTV cameras and a unified digital reporting system to improve operational efficiency;
3) Development of a standardized interagency data-sharing platform that facilitates real-time communication among Satpol PP, local police, public works, and community stakeholders;
4) Implementation of ongoing community engagement initiatives that employ participatory approaches such as neighborhood advisory councils and youth ambassador programs to cultivate public trust and encourage voluntary compliance;
5) Formalization of a periodic performance audit and evaluation framework that monitors key indicators, including the number of timely responses to community reports, enforcement resolution rates, and public satisfaction indices.

By integrating these recommendations, Minahasa's local government can strengthen its institutional framework, optimize resource utilization, and foster a collaborative environment where public order policy is not merely enforced but co-produced with the community. The insights gleaned from this study hold broader implications for regions facing similar policy-practice gaps, illustrating how contextualized adaptations of national directives can yield more sustainable and equitable outcomes.

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