



THE RESPONSE OF THE CIVIL SERVICE POLICE UNIT (SATPOL PP) TO THE ENFORCEMENT OF CIREBON REGENCY REGIONAL REGULATION NUMBER 01 OF 2002 ON THE PROHIBITION OF GAMBLING, PROSTITUTION, AND ALCOHOLIC BEVERAGES

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Abstract

Background The enforcement of regional regulations should be fundamentally oriented towards enhancing public welfare by considering the interests and aspirations of the community. Effective implementation must ensure harmonious relationships between institutions and society, fostering cooperation to prevent social inequality. Critically, such regulations must also maintain a synergistic relationship between regional and central governments to preserve the integrity of the Unitary State of the Republic of Indonesia. This study evaluates the implementation of a specific regional regulation against these principles.

Objective This research aims to analyze the challenges in the implementation of Cirebon Regency Regional Regulation No. 01 of 2002. It specifically examines the response of religious leaders to the regulation and identifies the efforts undertaken by the Civil Service Police Unit (Satpol PP) to optimize its enforcement.

Methods This study utilizes a qualitative approach, analyzing the content of the regional regulation and the perspectives of key community stakeholders to understand the practical challenges and responses related to its enforcement.

Findings The research identifies distinct root causes for the prohibited activities. For individuals involved in prostitution and gambling, socio-economic hardship is the primary motivating factor. In contrast, for those engaged in alcohol abuse, the main contributing factors are negative peer influence, environmental conditions, internal personal conflicts, and struggles with identity formation.

Practical Implications The study suggests that enforcement efforts should be supplemented with community-based prevention strategies. A key recommendation is the revitalization of community security posts (*pos kamling*), a neighborhood watch system that has largely been abandoned, to foster greater public participation in maintaining social order.

Keywords: Civil Service Police Unit (Satpol PP), Law, Legislation, Regional Regulation



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INTRODUCTION

Indonesia's national development agenda, particularly in the post-Reformasi era of globalization, is centered on fostering a just, prosperous, and civil society through both material and spiritual progress. A cornerstone of this agenda is the establishment and enforcement of the rule of law, which is prioritized by the government to ensure societal order and progress. The development of a robust legal framework is essential for defining the rights and obligations of citizens, delineating governmental authority, and applying sanctions for violations (Chaplin, 2000). The success of national development across all sectors, including law, politics, economy, and social welfare, is contingent upon the public's legal and political awareness. A failure to cultivate this awareness can impede the achievement of national aspirations (Coleman, 1992).

In this context, the principle of regional autonomy has granted local governments the authority to legislate according to the specific needs and values of their communities. However, the enforcement of local regulations presents significant challenges, particularly when addressing deeply rooted social issues within diverse populations. This requires careful and considered policymaking that is sensitive to the local context.

This study focuses on such a challenge in Cirebon Regency, a region culturally known as a "City of Saints" (*Kota Wali*). The local government has sought to address prevalent "social ills" (*penyakit masyarakat*) by issuing Cirebon Regency Regional Regulation No. 01 of 2002 concerning the Prohibition of Gambling, Prostitution, and Alcoholic Beverages. These activities are often conducted openly in public spaces, conflicting with prevailing social norms, ethics, and existing laws.

The primary agency tasked with enforcing this regulation is the Civil Service Police Unit (Satpol PP), whose authority is mandated by Law No. 32 of 2004 on Regional Government and Cirebon Regional Regulation No. 06 of 2005. Despite the existence of this legal framework, the persistence of gambling, prostitution, and alcohol consumption suggests a gap between the regulation as written and its practical enforcement on the ground. This discrepancy raises critical questions about the effectiveness of the implementation process and the societal response to it.

Given this context, this study presents an empirical analysis of the enforcement of Cirebon Regency Regional Regulation No. 01 of 2002. It aims to investigate the practical challenges faced during its implementation and, specifically, to analyze the response of religious leaders and the Civil Service Police Unit (Satpol PP) to the ongoing prohibition of

gambling, prostitution, and alcoholic beverages in Cirebon Regency.

METHOD

Research Design and Approach

This study utilizes a descriptive-analytical research design. This method involves collecting comprehensive data from various sources, which is then systematically analyzed to address the research questions.

The study employs an empirical legal research approach (often termed socio-legal research). While referencing the normative legal framework (*das sollen*), this approach prioritizes the examination of law in action (*das sein*). It was chosen because the research objective is to understand the practical challenges of implementing Regional Regulation No. 01 of 2002 by directly observing conditions in the field and comparing these observations with data gathered from relevant literature and stakeholder interviews. The object of this research is the enforcement process, analyzed from the perspective of criminal law theory.

Data Sources and Types

This research draws upon both primary and secondary data:

1. **Primary Data:** Data collected directly from the source for the specific purpose of this study. This was obtained through interviews and discussions with parties directly involved in or affected by the regulation's enforcement.
2. **Secondary Data:** Data gathered from existing sources, including academic literature, legal scholarship, relevant legislation, expert opinions, and other publications related to the research topic.

Data Collection Techniques

The following techniques were used to collect data:

1. **Literature Review:** A systematic study of books, scientific articles, magazines, statutory regulations, and other relevant literature to build a theoretical and legal foundation for the research.
2. **Interviews:** In-depth, semi-structured question-and-answer sessions were conducted with relevant stakeholders to gather primary data on their perspectives and experiences regarding the regulation's enforcement.
3. **Observation:** Direct, non-participant observation was conducted in the field. This technique involved observing the social phenomena and enforcement activities related to the research object without directly participating in the processes, allowing for an

objective assessment of the situation on the ground.

LITERATURE REVIEW

The enactment of Law No. 32 of 2004 concerning Regional Government granted local governments in Indonesia significant autonomy. This legal framework was intended to empower regions to optimize their own revenue sources, as well as their human and natural resources, to achieve the goals of good governance, the supremacy of law, and public welfare. However, the application of this autonomy often presents a dilemma, where the authority granted is not always implemented effectively, leading to a gap between the law as written and the reality on the ground.

In an effort to address prevalent "social ills" (*penyakit masyarakat*), the Cirebon Regency Government issued Regional Regulation No. 01 of 2002 concerning the Prohibition of Gambling, Prostitution, and Alcoholic Beverages. This regulation provides a clear legal basis for enforcement:

- Article 2 defines the object of the prohibition as any activity involving the provision or conduct of gambling and prostitution, as well as the production, distribution, consumption, or possession of alcoholic beverages. It also defines the subject as any individual, group, or legal entity that organizes, provides, carries out, or protects these illicit activities.
- Article 3 establishes a comprehensive ban, explicitly forbidding anyone from engaging in these activities. This prohibition is extended to those who protect or facilitate such acts, and it applies regardless of whether the activities occur directly or indirectly, in enclosed or open spaces.

Despite the unambiguous language of the regulation, its implementation and enforcement face significant challenges. A primary issue appears to be a lack of public awareness, potentially stemming from insufficient government efforts to disseminate and socialize the regulation's content. This creates a conflict between the binding legal force of the regulation and a social reality in which violations, often occurring in public spaces like roadsides and alleys, are commonplace.

This implementation gap presents considerable obstacles for law enforcement officials. They are confronted with ambiguous enforcement procedures, weak sanctions that lack a deterrent effect, and the absence of comprehensive and effective solutions to tackle the root causes of these social ills. The continued and widespread prevalence of gambling,

prostitution, and alcohol-related offenses in Cirebon Regency is clear evidence of these enforcement challenges, forming the central problem that this research seeks to investigate.

DISCUSSION

Challenges in the Implementation of Cirebon Regency Regional Regulation No. 01 of 2002 Concerning Gambling, Prostitution, and Alcoholic Beverages

The Public Order Agency (Satuan Polisi Pamong Praja) is tasked with the significant responsibility of maintaining public order and societal tranquility. This duty is compounded by the escalating prevalence of social pathologies within the Cirebon Regency, including gambling, prostitution, and the consumption of alcoholic beverages. In response, the Cirebon Regency Government enacted Regional Regulation No. 01 of 2002, which establishes a formal prohibition on these activities. This regulation provides a written legal framework, complete with stringent sanctions, aimed at mitigating these societal ills and ultimately fostering a secure and orderly community.

However, a disparity exists between the regulation's intent and its practical application. Field observations indicate that communities with highly individualistic social structures exhibit minimal concern or engagement regarding the prevalence of gambling, prostitution, and alcohol consumption. In districts such as Kapetakan and Celancang, public intoxication is a common occurrence, widely regarded by residents as a normal and unremarkable aspect of daily life. This normalization is evident in the overt and public consumption of alcoholic beverages without social censure.

Conversely, not all communities within the Cirebon Regency display such apathy. Areas including Babakan Ciwaringin, Buntet Village in the Astanajapura District, and Arjawinangun demonstrate a higher degree of social awareness and adherence to moral norms. In these communities, there is a clear understanding that maintaining local security and order requires robust cooperation between residents and governmental authorities, particularly the Public Order Agency. While these districts are not entirely free from alcohol-related issues, there is a proactive tendency among citizens to report instances of alcohol consumption to the authorities. This is driven by a collective assumption that alcoholism inevitably leads to public unrest and is a precursor to criminal activity, stemming from the associated loss of rational judgment.

The correlation between alcohol consumption and crime is significant. Common offenses resulting from alcohol abuse include sexual assault and theft. Thefts are often

opportunistic, targeting items like poultry or laundry, anything that can be quickly sold to finance further alcohol purchases. In more extreme cases, the consequences can be fatal, leading to acts of homicide. In response to disturbances caused by individuals under the influence of alcohol, residents typically follow a formal reporting channel, beginning with the Neighborhood Association (RT) and the Community Association (RW), and escalating to the village or sub-district level. These reports are then addressed by the Public Order Agency, which takes action to mitigate the public safety risks posed by intoxicated individuals.

Several underlying factors contribute to the habitual consumption of alcohol among certain individuals:

1. **Negative Social Influence:** Deviant behavior often originates from exposure to a detrimental social environment during formative years, typically between the ages of 16 and 18. The psychological malleability of adolescents makes them susceptible to negative peer influences, which can lead to the development of deeply ingrained habits that are difficult to overcome in adulthood.
2. **Psychological Escapism:** Individuals facing intractable life problems may resort to alcohol as a coping mechanism. The inability to find viable solutions to severe personal or financial issues can lead to frustration and a desire to temporarily escape reality through intoxication.
3. **Artificial Courage:** Alcohol is sometimes consumed to induce a state of heightened confidence. This chemically-induced bravery is frequently channeled into antisocial behaviors, such as engaging in brawls or committing acts of extortion.

The regulation itself, specifically in Article 3(c) of Regional Regulation No. 01 of 2002, comprehensively prohibits the production, storage, sale, distribution, consumption, and transport of alcoholic beverages. Logically, consumption is contingent upon production and distribution. A primary motivation for vendors to engage in the illicit alcohol trade, despite the legal risks and sanctions, is the extraordinary profit potential. Sellers report that profits from alcoholic beverages can be two to three times higher than those from legitimate business ventures, creating a powerful financial incentive to violate the regulation.

Similarly, prostitution presents a complex social challenge, often likened to an iceberg where the visible aspect belies a much larger, submerged problem. This is substantiated by the rising number of HIV/AIDS cases in Cirebon Regency, which currently stands at 129 individuals. If unaddressed, this public health crisis poses a significant threat to the well-being of the community and the future of its younger generations.

Commercial sex work manifests in various forms. Overt solicitation is common, with sex workers frequently operating from fixed street locations, particularly in the Gronggong area. Covert prostitution is also prevalent, often disguised within establishments such as massage parlors offering illicit services, which are also concentrated in the Gronggong district. The proliferation of sex workers is noticeable, with their presence extending from known hotspots into more remote village areas. It is widely understood that the clandestine sex trade is far more extensive than what is openly visible, characterized by high volume and a structured pricing system. Many women are drawn into this work as a perceived quick solution to financial hardship, often compelled to disregard religious and moral proscriptions to meet their basic economic needs.

The regulation also addresses gambling, another entrenched social pathology that the Cirebon Regency Government has prioritized for eradication. Motivations for gambling vary. For upper-class individuals, it may be a recreational habit or hobby. For those in the middle and lower economic strata, gambling is often a manifestation of desperation driven by economic pressures and the inability to meet financial obligations.

The psychological dynamics of gambling perpetuate the cycle of addiction. A win reinforces the behavior, encouraging the gambler to risk more in pursuit of greater gains. Conversely, a loss often engenders a sense of profound curiosity and a compulsive desire to continue playing until a win is achieved. This pattern can lead to a relentless cycle of gambling, where individuals continue to wager even after exhausting all their financial resources. As with alcohol dependency, gambling addiction is frequently linked to criminal activity. When funds for betting are depleted, gamblers may resort to robbery, theft, or other crimes, sometimes resulting in violence against their victims.

These social pathologies represent a severe and multifaceted problem. Without targeted intervention to address their root causes, they pose a substantial threat to the nation's future generations. Although the Cirebon Regency Government has established a legal framework with sanctions and the Public Order Agency conducts regular enforcement raids, significant challenges persist. One major operational hurdle is the administrative procedure for conducting raids, which requires prior coordination with various bureaucratic entities. In practice, this process is susceptible to information leaks. There have been instances where raids fail because the targets were forewarned, allegedly by corrupt officials within the bureaucracy who act as informants in exchange for monetary compensation. The Head of the Public Peace and Order Office (Dinas Tribtran) has acknowledged that certain illicit activities,

particularly covert prostitution rings, are difficult to dismantle due to protection from these complicit officials. This institutional betrayal is deeply concerning, as the very agencies entrusted with upholding public order and eradicating these social ills become complicit in their perpetuation.

Responses of Religious Leaders and Efforts by the Public Order Agency to Optimize Implementation

In the Javanese socio-cultural context, the term *Mo-Limo* is a well-known concept referring to five primary vices: *Maling* (theft and corruption), *madat* (drug abuse), *main* (gambling), *minum* (alcohol abuse), and *madon* (fornication/prostitution). These social pathologies have existed throughout human history and are condemned by both religious doctrine and positive law. Despite this, these practices continue to flourish, in some cases becoming a supplementary source of income for corrupt officials who are supposed to be at the forefront of their eradication. Consequently, the *Mo-Limo* vices are deeply integrated into the social fabric of urban centers, including Cirebon Regency.

Drug and alcohol abuse are particularly widespread, permeating all demographic segments, from elementary school students to young professionals and university students. The distribution networks for these illicit substances are extensive, and enforcement efforts have often been criticized as being largely ceremonial rather than substantive. Drug abuse is identified as a primary driver of crime, and its prevalence contributes to social unrest and a decline in public order.

These vices are often interconnected. Gambling venues, for instance, are frequently associated with drug use and prostitution. Despite a robust legal framework prohibiting gambling, including Presidential Decree of 1975, Law No. 7 of 1974, Article 303 of the Criminal Code (KUHP), and Government Regulation No. 9 of 1981, enforcement remains weak. As a result, gambling is practiced openly, from urban peripheries to narrow alleyways, by individuals from all walks of life.

The commercial sex trade (*Madon*) also remains a thriving, lucrative industry. The government's proposal to distribute thousands of condoms, ostensibly to curb the spread of HIV/AIDS, has been criticized as a de facto legalization of prostitution and promiscuity.

According to the Chairman of the Cirebon Regency Indonesian Ulema Council (MUI), KH. Ja'far Shodiq Aqiel Siroj, the proliferation of these societal ills can be attributed to several factors:

1. A decline in theological conviction, specifically a weakening of faith in the oneness

of God (Tawhid).

2. Diminished belief in the afterlife, or a faith that has become superficial.
3. An excessive preoccupation with self-interest and narcissism.

Chairman Ja'far also criticized the Public Order Agency for its ineffective enforcement of the regional regulation. He cited a lack of accountability among regional authorities, questionable performance by the Public Order Agency, and a profound lack of awareness of the law among the perpetrators themselves. He identified the most critical deficiency as the absence of a dedicated monitoring team to oversee the implementation of the regional regulation.

Ultimately, the Regional Regulation on the Prohibition of Gambling, Prostitution, and Alcoholic Beverages has not yet achieved its intended objectives of establishing public order and ensuring consistent enforcement. To address this at the community level, it has been suggested that neighborhood watch programs (*pos ronda* and *pos kamling*) be revitalized to enhance local security and facilitate cooperation in combating these social problems.

In its official capacity, the Public Order Agency continues to conduct monthly operations to enforce Article 3, Section 1, Point C of the regulation. These operations involve raiding locations suspected of illegal activity, often based on reports from concerned citizens. The agency consistently raids gambling dens across various districts—including Pegagan Lor, Astapada, Losari, Palimanan, and Weru—targeting activities like cockfighting and illegal card games.

Data from 2017 illustrates the scale of these enforcement actions against the illicit alcohol trade. The Public Order Agency conducted numerous raids and seized significant quantities of alcoholic beverages from various vendors and suppliers between July and October 2017. A summary of these confiscations includes:

- July 2017: Seizures from multiple vendors in Pasar Minggu, Bode, and Babakan Gebang, totaling over 55 cases and hundreds of bottles.
- August 2017: Operations in Pabuaran, Jemaras Kidul, Ciperna, and Beber resulted in the confiscation of more than 37 cases and hundreds of bottles.
- September 2017: Raids in Arjawinangun, Pabuaran Kidul, Serang Wetan, and Plumbon led to the seizure of over 50 cases of alcohol.
- October 2017: Actions in Duku Puntang, Sindang Jawa, and Palimanan continued, with authorities confiscating dozens more cases and bottles.

These raids primarily target informal stalls (*warung remang-remang*), where alcohol is

sold freely, as well as larger stores that function as suppliers. In addition to alcohol, the regulation's provisions on prostitution are also a focus of enforcement. The number of commercial sex workers is believed to be increasing annually. Raids conducted by the Public Order Agency regularly result in the apprehension of more than ten individuals, with monthly totals often ranging from fifteen to twenty. While some are repeat offenders, the frequent appearance of new individuals suggests a large and fluid population of sex workers in the regency.

KESIMPULAN

Based on the analysis of the issues detailed in the preceding chapters, the following conclusions can be drawn:

1. The primary drivers for engagement in prostitution and gambling are fundamentally economic, rooted in financial hardship and socioeconomic pressures. In contrast, the etiology of alcohol abuse is more multifaceted, with its principal factors including detrimental social influences, negative peer association, unresolved personal conflicts, and crises related to identity formation. A significant consequence of these dynamics is the frequent apprehension of adolescents, many of whom are students, during public order enforcement operations. For vendors of illicit alcoholic beverages, the primary motivation is the substantial profit margin associated with this trade.
2. A comprehensive strategy to mitigate these social pathologies requires a dual approach that combines community-led initiatives with sustained governmental enforcement. An initial and crucial effort recommended for communities is the revitalization of neighborhood watch programs (*pos ronda* and *pos Kamling*), many of which have fallen into disuse. Reinstating these programs is a vital cooperative measure for residents to actively participate in the eradication of societal ills. Concurrently, the Public Order Agency must continue its efforts to suppress the practices of *Mo-Limo* by conducting continuous and systematic raids. These operations should be targeted at locations identified as suspicious hubs of illicit activity and should also be responsive to intelligence and reports provided by local citizens.

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