

IMPLEMENTATION OF THE POLICY ON THE ENFORCEMENT OF REGIONAL REGULATIONS AND REGIONAL HEAD REGULATIONS BY THE CIVIL SERVICE POLICE UNIT OF BALI PROVINCE

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Abstract

The Civil Service Police Unit (Satpol PP) of Bali Province faces several challenges in enforcing Regional Regulations (Perda) and Regional Head Regulations (Perkada). The main obstacles include limited human resources, the public's lack of understanding of the regulations, overlapping authority with customary institutions, and a public perception of Satpol PP as repressive. This situation, combined with inconsistent law enforcement, leads to low public compliance. This study aims to thoroughly examine how Satpol PP can optimize its enforcement of these regulations. The main research problems are to identify the challenges and obstacles faced by Satpol PP and to formulate effective strategies for improving law enforcement in Bali. The research uses a qualitative approach, with data gathered from observations, interviews, and documentation. The findings indicate that optimizing Satpol PP's role is crucial for maintaining public order and social stability in Bali. This is achieved by harmonizing legal certainty with the socio-cultural sensitivity of the Balinese community. A key strategy identified is strong cross-agency coordination with the police, prosecutors, and customary villages. This collaboration makes the law enforcement process faster, more accurate, and socially acceptable.

Keywords: Optimization, Perkada, Civil Service Police Unit (Satpol PP)

A. INTRODUCTION

Regional Regulations (Perda) and Regional Head Regulations (Perkada) are two important instruments in formulating regional policies. Perda, as a joint product between the regional head and the Regional People's Representative Council (DPRD), have binding legal force and cover various strategic sectors, from public order, the environment, education, health, to the protection of local wisdom. Meanwhile, Perkada are regulations enacted by the regional head to implement the Perda or as a form of exercising authority that does not require DPRD approval. These two regional legal products require effective implementation to ensure they are not merely normative but also address practical needs and real community issues.

However, the success of Perda and Perkada implementation is not solely determined by the quality of their formulation but also depends heavily on how these regulations are

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enforced in the field. In this regard, the Public Order Agency (Satpol PP) plays a vital role as a regional apparatus tasked with assisting the regional head in enforcing Perda and Perkada, as well as maintaining public order and public safety. The existence of the Public Order Agency (Satpol PP) is regulated by Government Regulation Number 16 of 2018 concerning the Public Order Agency (Satpol PP), which emphasizes this institution's strategic role in enforcing the law at the local level.

In Bali Province, the enforcement of Regional Regulations (Perda) and Regional Head Regulations (Perkada) is complex. Bali, a region rich in culture, traditions, and customs, has a unique social structure, including the existence of traditional villages that significantly influence community life. Many of Bali's Regional Regulations (Perda) and Regional Head Regulations (Perkada) contain strong cultural and social dimensions, such as the Regulation on Traditional Villages, the Regulation on the Use of Traditional Attire, and the Regulation on Public Order. In this regard, the role of the Satpol PP is not only faced with the task of enforcing regulations, but also faces the challenge of maintaining social harmony, respecting traditional values, and avoiding counterproductive coercive approaches. The following table presents data on the enforcement of regional regulations (Perda) and Regional Head Regulations (Perkada) carried out by the Bali Provincial Public Order Agency (Satpol PP).

Table 1. Data on Enforcement of Regional Regulations and Regional Head Regulations for 2021-2024 by the Bali Provincial Civil Service Police Unit

<i>No.</i>	<i>Year</i>	<i>Number of Regional Regulations</i>	<i>of Number of Regional Head Regulations</i>	<i>of Number of Orders</i>
1	2021	13	9	208
2	2022	12	9	195
3	2023	13	10	188
4	2024	14	10	176

Source: Bali Provincial Public Order Agency

Table 1. above shows that data from 2021 to 2024 shows quite interesting dynamics in terms of regulation and enforcement of order in the region. The number of Regional Regulations (Perda) tends to be stable, even increasing in 2024 to 14 regulations, after previously standing at 13 and dropping to 12 in 2022. This reflects a tendency for local governments to be more active in formulating normative legal policies and regulating the broader public interest. This increase may be a response to the need to adapt the law to evolving social, economic, and environmental conditions.

Meanwhile, the number of Regional Head Regulations (Perkada) also shows a relatively stable trend, with a slight increase from 9 to 10 since 2023. This indicates that regional heads are also quite active in following up on or regulating the technical implementation of Perda. This consistency can be interpreted as an effort to strengthen regulatory implementation to make it more operational and easier to implement.

On the other hand, data on the number of enforcement cases has decreased year-on-year, from 208 cases in 2021 to only 176 in 2024. This decline can be interpreted from two

perspectives. First, positively, it may indicate improving public awareness and compliance with regional regulations, resulting in less frequent enforcement interventions. However, on the other hand, this decline could also indicate a decrease in the intensity of supervision or weak law enforcement, resulting in less effective prosecution of violations.

In practice, the Bali Provincial Public Order Agency (Satpol PP) faces various obstacles in enforcing Regional Regulations (Perda) and Regional Head Regulations (Perkada), such as limited human resources, limited public understanding of the substance of the regulations, overlapping authority with village officials or traditional institutions, and negative public perceptions of Satpol PP actions, which are perceived as repressive. Furthermore, inconsistencies in the implementation of Regional Regulations (Perda) and Regional Head Regulations (Perkada) have been found in several cases, resulting in low levels of public legal compliance. This situation highlights the importance of in-depth evaluation and study of how Satpol PP enforces Regional Regulations (Perda) and Regional Head Regulations (Perkada), particularly at the provincial level.

Through this study, it is hoped that it can provide useful recommendations for the Bali Provincial Civil Service Police Unit and related agencies to increase the effectiveness of enforcing Regional Regulations and Regional Head Regulations in the future, as well as creating Bali as a more orderly, safe and comfortable area, both for the local community and tourists visiting Bali.

B. LITERATURE REVIEW

George C. Edward III (in Subarsono, 2011: 90-92) believes that policy implementation is influenced by four variables:

- a) Communication. Successful policy implementation requires that the implementer know what to do, and that the policy's goals and objectives be communicated to the target group, thereby reducing implementation distortion.
- b) Resources. Even if the policy content has been communicated clearly and consistently, if the implementer lacks the resources to implement it, implementation will be ineffective. These resources can be human resources, such as implementer competence and financial resources.
- c) Disposition. Disposition refers to the character and characteristics of the implementer, such as commitment, honesty, and democratic nature. If the implementer has a positive disposition, they can effectively implement the policy as intended by the policymaker. When the implementer has a different attitude or perspective from the policymaker, the policy implementation process will also be ineffective.
- d) Bureaucratic Structure. The organizational structure tasked with implementing the policy has a significant influence on policy implementation.

According to Merilee S. Grindle (in Subarsono, 2011: 93), implementation success is influenced by two major variables: policy content and implementation context. These variables include: the extent to which the interests of the target group are reflected in the policy content, the types of benefits received by the target group, the extent of the desired

change resulting from a policy, whether a program is appropriately positioned, whether a policy specifically identifies its implementers, and whether a program is supported by adequate resources.

Meanwhile, Wibawa (in Samodra Wibawa et al., 1994: 22-23) suggests that Grindle's model is determined by the policy content and its implementation context. The basic idea is that after a policy has been transformed, implementation begins. Its success is determined by the policy's implementability. The policy content includes the following:

- a. The types of benefits to be achieved.
- b. The degree of desired change.
- c. The position of the policy maker.
- d. Who will implement the program.
- e. The resources generated..

Meanwhile, the implementation context includes:

- a) The power, interests, and strategies of the actors involved.
- b) The characteristics of the institutions and authorities.
- c) Compliance and responsiveness.

C. RESEARCH METHODOLOGY

This type of research uses a case study, which aims to deeply understand the conditions and dynamics of regulations and law enforcement in a specific context, based on concrete data obtained from a region over a specific period. Case studies are used because they allow researchers to more thoroughly explore processes, policies, and their impacts in real-world situations. This approach allows researchers to capture the complex relationship between regulation formation and implementation, as well as the factors influencing the success or challenges of law enforcement at the regional level. This research uses a qualitative research approach. Qualitative research essentially involves observing people in their living environment, interacting with them, and attempting to understand their language and interpretations of the world around them (Sugiyono, 2012:64), which in this case is the Bali Provincial Civil Service Police Unit.

By using a qualitative approach, the data obtained will be more comprehensive, in-depth, credible, and meaningful, thereby achieving the research objectives. This approach was chosen because the researched matter is interconnected with many factors. A qualitative approach is essential because it essentially involves observing people in their living environment, interacting with them, and attempting to understand their language and interpretations of the world around them. By using a qualitative approach, the data obtained will be more complete, in-depth, credible and meaningful, so that the research objectives can be achieved.

D. RESULT AND DISCUSSION

The Bali Provincial Public Order Police (Public Order) enforces local regulations using the Policy Implementation Model. This model assumes that policy implementation will proceed linearly from available political decisions, implementers, and public policy

performance. The implementation process model introduced by Van Meter and Van Horn is not primarily intended to measure and explain the final results of government policies, but rather to measure and explain what is called program achievement. According to them, a policy may be implemented effectively but fail to achieve the appropriate substantial impact due to poor formulation or other circumstances. According to Van Meter and Van Horn, six variables can influence implementation success, as outlined in Agustino (2008):

a. Policy standards and targets or policy measures and objectives

The success of policy implementation can be measured by the level of policy measures and objectives that are realistic and align with the socio-cultural context at the policy implementer level. Policy standards and targets, or policy measures and objectives, are needed to guide policy implementation and ensure alignment with planned programs. Policy clarity and objectives must be clearly defined so that the success or failure of the policy or program can be determined at the end of the program.

Based on interviews with all informants, it can be concluded that the successful enforcement of Regional Regulations (Perda) and Regional Head Regulations (Perkada) by the Bali Provincial Public Order Agency (Satpol PP) is highly dependent on the clarity of formulated policy standards and objectives. Clear standards serve as operational guidelines, facilitating strategy development, task allocation, and enforcement priorities, while minimizing differences in interpretation among officers. Specific, measurable, and realistic policy objectives ensure that programs can be implemented within the capacity of existing resources, with performance indicators that can objectively measure success, including the number of cases resolved, the rate of case resolution, and increased public compliance.

Aligning policies with Balinese local wisdom is crucial, as approaches aligned with cultural values are more easily accepted by the community and reduce resistance to law enforcement. The private sector perspective also emphasizes the need for transparency and intensive outreach to ensure businesses understand legal boundaries, anticipate potential violations, and support the achievement of policy objectives. Furthermore, regular evaluation of standards and targets is necessary to ensure policies remain relevant to the rapidly changing social dynamics and developments in the tourism sector. Therefore, clear, realistic, measurable policies based on local values will strengthen the synergy between the government, law enforcement, businesses, and the community, thereby effectively and sustainably achieving the goal of maintaining public order and public safety in Bali.

b. Resources

The success of the policy implementation process is influenced by the utilization of human resources, costs, and time. Human resources are crucial because they act as the driving force and implementer of policy. Capital is needed to ensure smooth policy financing and prevent delays in the policy process. Meanwhile, time is crucial in policy implementation, as it supports policy success. Time resources are a determining factor for the government in planning and implementing policies.

Based on interviews with all informants, it can be concluded that the effectiveness of enforcing Regional Regulations (Perda) and Regional Head Regulations (Perkada) in Bali Province is greatly influenced by the availability and quality of resources possessed by the Public Order Agency (Satpol PP). These resources include human resources, operational equipment, budget, supporting technology, and implementation time. Regarding human resources, all informants emphasized the importance of competent officers who not only understand the legal substance but also possess communication skills and a persuasive approach to ensure humane and effective law enforcement. Capacity building through technical training, understanding the latest regulations, and mastery of information technology is deemed necessary on an ongoing basis.

Furthermore, supporting facilities and infrastructure such as operational vehicles, communication devices, violation database systems, adequate workspace, and documentation equipment are crucial factors in facilitating coordination and mobility in the field. However, budget constraints often pose a barrier, leading several sources to emphasize the need for efficiency strategies, prioritizing resource use, and cross-sector collaboration to optimize performance. From the private sector's perspective, the quality of human resources will influence the speed, accuracy, and professionalism of enforcement, while also fostering trust and legal certainty for business actors.

c. Characteristics of the Implementing Agency

The characteristics of the Bali Provincial Satpol PP implementing agency are considered to include a clear organizational structure, a well-directed coordination mechanism, and a structured division of tasks from the leadership level to the technical implementation level. These characteristics support the control, monitoring, and procedural enforcement of Regional Regulations (Perda) and Regional Head Regulations (Perkada). Integrity, discipline, professionalism, and an understanding of local wisdom are key strengths that distinguish the Bali Satpol PP from other regions. A humanistic approach balanced with legal firmness is considered effective in maintaining social harmony, particularly in a region with a strong cultural heritage like Bali.

Nevertheless, informants agreed that internal and cross-agency coordination still needs to be strengthened to ensure faster, more integrated, and more efficient handling of violations. In the eyes of business actors, the characteristics of the implementing agency, which are professional, transparent, and communicative, and understand the dynamics of the tourism sector, will encourage compliance and foster harmonious relationships between the local government and the private sector. With a combination of a well-organized organizational structure, a strong work ethic, and the ability to adapt to the socio-cultural context, the Satpol PP implementing agency has a strong foundation for carrying out its law enforcement duties effectively.

d. Attitudes/Tendencies of Implementers

The attitudes/tendencies of implementers significantly influence the success or failure of public policy implementation. This is likely because the policies implemented are not formulated by local residents who are familiar with the issues and problems they face.

e. Inter-Organizational Communication and Implementation Activities

Inter-Organizational Communication and Implementation Activities
Inter-organizational communication within the Bali Provincial Public Order Agency (Satpol PP) is considered a key factor in the successful enforcement of Regional Regulations and Regional Head Regulations (Perkada). Coordination with relevant agencies such as the police, tourism office, and traditional villages generally runs well, although it is sometimes hampered by differing priorities, schedules, and delays in information delivery. Formal communication mechanisms through coordination meetings and informal channels through online communication groups help expedite information exchange, although strengthening documentation, reporting systems, and joint monitoring is still needed.

Interviews with all informants indicate that the attitudes of Bali Provincial Public Order Agency (Satpol PP) officers generally reflect a high level of commitment, integrity, and a sense of responsibility in enforcing regional regulations (Perda) and regional head regulations (Perkada). The majority of officers strive to maintain a balance between legal firmness and a humanistic approach, in line with Balinese socio-cultural characteristics that prioritize deliberation and harmony. A tendency to prioritize mediation before taking decisive action is a frequently used strategy, particularly to avoid friction with the community.

Professionalism, openness to two-way communication, and courage to make decisions are key factors recognized by both the Satpol PP and the private sector. However, differences in discipline and consistency of attitude among officers persist, necessitating efforts to improve motivation, understanding of legal substance, and the courage to act against violations committed by influential parties. A consistent, neutral, and resistant attitude to intervention is believed to strengthen public trust and the effectiveness of policy implementation.

In implementation activities, a clear and transparent division of tasks has been shown to minimize overlapping roles in the field. From both the perspective of officials and business actors, advance notification before action, the use of communicative language, and an explanation of the legal basis are factors that facilitate implementation and reduce resistance. Post-activity feedback is also considered crucial for building transparency and trust. Overall, the better the quality of communication and coordination across parties, the less likely procedural errors are, while increasing the effectiveness of public policy implementation.

f. Economic, Social, and Political Environment

The economic, social, and political environment are referred to as the external environment. They are also factors that determine the success of implementation. Successful implementation can occur if the external environment is

conducive; therefore, the external environment influences the success of policy implementation. Therefore, the economic, social, and political environment in Bali significantly influences the successful enforcement of Regional Regulations (Perda) and Regional Head Regulations (Perkada) by the Public Order Agency (Satpol PP). From an economic perspective, the high dependence on the tourism sector requires officials to be careful to ensure enforcement actions do not tarnish the region's image and tourist interest. Socially, Bali's strong culture and customs require a law enforcement approach aligned with local norms, often involving community leaders or traditional villages to maintain public support and mitigate potential conflict.

On the political side, support from regional leaders, harmonization with the Regional People's Representative Council (DPRD), and government stability are determining factors for smooth implementation. Inter-agency relationships and the freedom of the enforcement process from political interference are also considered crucial. These three aspects are interrelated, so the success of policy implementation depends heavily on the ability of the Public Order Agency (Satpol PP) to adapt strategies to current socio-economic conditions and political dynamics. The economic, social, and political environment serve as external factors that can be either supportive or hindering. If the external environment is conducive to a stable economy, harmonious social relations, and a solid political situation, law enforcement tends to be more effective and accepted by the public. Conversely, instability in any one aspect can impact the effectiveness of policy implementation.

Based on interviews with various parties, both within the Bali Provincial Public Order Agency (Satpol PP) and business actors, the main challenge faced in enforcing regional regulations (Perda) and regional head regulations (Perkada) lies in maintaining a balance between legal certainty and preserving Bali's image as a tourist destination. Overly rigid enforcement risks sparking resistance from businesses and communities who depend on the tourism sector for their livelihoods. This is reinforced by Bali's socio-cultural environment, which values tradition and harmony, requiring a careful, persuasive, and communicative approach.

Another significant obstacle is limited resources, including personnel, human resource capacity, and supporting facilities such as vehicles, surveillance technology, and documentation equipment. This situation prevents all violations from being promptly addressed, especially those requiring in-depth investigations or handling in remote locations. The process of establishing evidence in the field is also often time-consuming, especially when violations are committed covertly or involve influential parties who are able to evade scrutiny.

In terms of coordination, enforcement of regional regulations often involves multiple agencies, such as the police, tourism offices, and traditional villages. Differences in authority, procedures, and priorities can hinder the smooth handling of cases. Political pressure and lobbying from stakeholders also influence enforcement priorities. Meanwhile, low legal awareness among some members of the public and

minimal outreach often lead to violations occurring not only due to unlawful intent but also due to ignorance.

From the perspective of business actors, the biggest challenges are the rapid changes in regulations, the lack of information and outreach prior to enforcement, and the inconsistency in the application of sanctions. Some business actors perceive the enforcement process as sometimes lacking transparency and worry that open enforcement will negatively impact their business's public image.

Therefore, it can be concluded that these challenges and obstacles demonstrate that the enforcement of Regional Regulations and Regional Head Regulations in Bali is not only a matter of legal firmness but also requires communication strategies, cross-agency coordination, an understanding of local culture, increased human resource capacity, and adequate infrastructure support so that policies can be implemented effectively without triggering social conflict or economic loss.

The strategy to increase the effectiveness of Regional Regulation and Regional Head Regulation enforcement in Bali Province emphasizes the importance of synergy across agencies, particularly between the Public Order Agency (Satpol PP), the police, the prosecutor's office, traditional villages, and regional apparatus. Integrated coordination is believed to be able to overcome authority constraints and expedite the handling of violations. All informants agreed that human resource capacity must be strengthened through ongoing training, encompassing investigative skills, persuasive communication, technology utilization, and an understanding of Bali's socio-cultural context.

Utilizing technology is a key strategy, such as the use of online reporting systems, integrated databases, CCTV, drones, and digital communication channels to accelerate the detection and prosecution of violations. Mapping areas prone to violations is also considered crucial for more focused and efficient supervision.

Massive dissemination of regional regulations (Perda) and regional head regulations (Perkada), involving traditional leaders and business actors, is seen as an effective preventative measure to raise legal awareness. A persuasive approach is prioritized before repressive measures, with a gradual warning system that provides violators with the opportunity to correct their mistakes.

From the perspective of business actors, clarity and consistency of regulations are essential for fair law enforcement. Regular dialogue forums between officials and business actors are proposed to discuss regulatory developments, challenges, and joint solutions, thereby minimizing potential conflict.

Therefore, the strategies presented are aimed at creating firm yet humane, transparent, and adaptive law enforcement to Bali's socio-economic dynamics. With the support of solid coordination, competent human resources, capable technology, and active involvement of the community and the business world, the Bali Province Satpol PP is expected to be able to carry out its duties of enforcing Regional Regulations and Regional Head Regulations more effectively, sustainably, and be widely accepted by the community.

E. CONCLUSION

The enforcement of Regional Regulations and Regional Head Regulations by the Bali Provincial Public Order Agency (Satpol PP) plays a crucial role in maintaining public order and creating social stability in Bali. Satpol PP acts as the vanguard in enforcing regional regulations governing various aspects of community life, from public order, spatial planning, cleanliness, to business compliance with applicable regulations. Inhibiting factors in the implementation of Regional Regulation and Regional Head Regulation enforcement policies by the Bali Provincial Public Order Agency (Satpol PP) originate from both internal and external aspects. Internally, limitations in the number of personnel, human resource competencies, and operational infrastructure such as vehicles, documentation equipment, and surveillance technology are the main obstacles in law enforcement. Strategies or solutions to optimize the implementation of Regional Regulation and Regional Head Regulation enforcement policies by the Bali Provincial Public Order Agency (Satpol PP) must be holistic and adaptive, encompassing aspects of coordination, human resource capacity, technology, communication, and community participation. The main strategy is to strengthen cross-agency coordination, including the police, prosecutors, regional apparatus, and traditional leaders, so that enforcement procedures run synergistically and authority barriers can be overcome. Furthermore, strengthening human resource capacity through ongoing training, technical training, and improving competency in investigations, persuasive communication, and understanding the socio-cultural context are essential. The use of information technology, such as online reporting systems, integrated databases, CCTV, and drones, supports accelerated enforcement and accuracy in evidence collection.

The author's recommendation is for the Bali Provincial Government to improve the human resource capacity of the Public Order Agency (Satpol PP). The regional government is advised to provide regular training to Satpol PP officers, covering investigative techniques, conflict management, persuasive communication, and an understanding of the Balinese socio-cultural context. This will enable officers to enforce regional regulations (Perda) and regional head regulations (Perkada) professionally, accurately, and effectively, while simultaneously enhancing their legitimacy in the eyes of the public. The Bali Provincial Public Order Agency (Satpol PP) should utilize information technology optimally. Satpol PP should utilize online reporting systems, integrated violation databases, CCTV, drones, and other monitoring applications to make the law enforcement process more efficient, transparent, and well-documented. This will allow for faster and more accurate detection of violations, evidence collection, and inter-agency coordination. To the Satpol PP and the Regional Government to increase socialization and persuasive approaches to the community and business actors, it is hoped that Satpol PP together with the regional government will expand legal education programs and socialization of Regional Regulations and Regional Head Regulations through social media, community forums, and direct dialogue, so that legal compliance grows voluntarily, community resistance is reduced, and harmony between law enforcement, economic interests, and local culture is maintained.

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