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IMPLEMENTATION OF PEKANBARU CITY POLICY ON PUBLIC ORDER AND COMMUNITY TRANQUILITY

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ABSTRACT

Public order is an orderly situation with principles, politeness, and discipline to achieve a peaceful and serene atmosphere. The existence of policies regulating public order in Pekanbaru City is undoubtedly an essential and binding thing for the population and the city's development; it is expected to create security and comfort for the community in carrying out life for public order. The implementation of public order is still an unsolved problem in Pekanbaru City, so there are still violations of public order, one of which is the emergence of business places that are used as places of prostitution even though the government has implemented regional regulation number 13 of 2021 concerning public order and public peace. The purpose of this research is to find out the implementation of the Pekanbaru city policy on public order and public peace and the inhibiting factors in policy implementation. This research uses a qualitative method by interviewing research informants in depth. The theory used in this research is Edward III's implementation theory, which includes indicators of communication, resources, disposition, and bureaucratic structure. Based on the results of the study, the Implementation of Pekanbaru City Regional Regulation number 13 of 2021 concerning public peace and order can be concluded that the Implementation of the Policy has been carried out, but not optimally. This is because there are still places of business that violate these regional regulations. The obstacle in this research is the need for more human resources needed to implement the policy.

Keywords: *Implementation, Order and Peace.*

INTRODUCTION

Public order is an orderly situation with principles, politeness, and discipline to achieve a peaceful and serene atmosphere. The existence of policies regulating public order in Pekanbaru City is undoubtedly an essential and binding thing for the population and the city's development, expected to create security and comfort for the community in carrying out life for public order.

The problem of public peace and order has become a national mandate that should be addressed, where the responsibility for security, peace, and order is a national mandate. I avoided a situation where the responsibility for security, peace, and public order was under the coordination of the government (Suprayono, 2012).

Order is a condition in which all social units, including members of society, regardless of their position and function, can participate in the role by the provisions (Mantiri and Siwi 2020). Furthermore, J.S Badudu (2004) defines peace as "Security, peace, tranquility while order is order, control, and compliance with all applicable rules" (Lasahido 2021). Order is a situation where the Government and the people can carry out activities in an orderly and regular manner. At the same time, community peace is a situation where the Government and the people can carry out activities safely, comfortably, and peacefully. In order to create peace and orderliness in Pekanbaru, the Pekanbaru city government issued Pekanbaru City Regional Regulation Number 13 of 2021 concerning public order and peace.

The regulation, as stated in Article 19, paragraphs (1) and (2), states that; 1) Business actors must prioritize safety and comfort and maintain public order and peace; 2) Business actors whose business activities cause dust impacts, road damage, unrest, and disturbances in the community must prevent, minimize, or participate in suppressing the impacts caused. Based on Article 19 above, it can be seen that every business actor is obliged to prioritize order and tranquility and not to cause unrest and disturbance to the community, including the practice of prostitution in the business place. However, the regional regulation of Pekanbaru City number 13 of 2021 concerning public order and tranquility has been implemented. However, in Pekanbaru City, several types of business places have sprung up that disturb public order and peace.

One that is often encountered is the practice of prostitution in business places such as hotels or inns, massage parlors, karaoke, and other entertainment venues. This has often become a discussion of the Pekanbaru City community, considering that the location is also in the community's environment and disturbs public order and peace. So, based on the description above, several research phenomena can be found as follows: 1) There are still places of business that are used as places of prostitution or immoral acts; 2) Lack of socialization or appeals related to Pekanbaru City Regional Regulation Number 13 of 2021 concerning Public Order and Community Peace; 3) There has been no decisive action or punishment given to business actors or commercial sex worker²⁸ as a deterrent effect.

The research objectives of this study are as follows: 1) To find out how the Implementation of Pekanbaru City Regional Regulation Number 13 of 2021 concerning Public Order and Community Peace; 2) To find out the inhibiting factors in the Implementation of Regional Regulation of Pekanbaru City Number 13 of 2021 concerning Public Order and Peace of the Community. Research related to Order and Peace has been carried out by many researchers before. However, research related to the Implementation of Policy Number 13 of 2021 concerning public order and public peace in Pekanbaru City has¹³ not yet been done. So, this research is still original.

In this study, researchers used the Implementation theory. Public policy implementation is one of the activities in the public policy process that determines whether a policy is in contact with public interests²⁷ and can be accepted by the public (Aneta, 2010). When associated with public policy, "public policy implementation" is the completion or implementation of a public policy activity determined or approved using the means or tools to achieve the policy objectives.

Etymologically, "implementation" can refer to an activity related to completing a job using tools to obtain results. Implementation is the stage of a public policy that ultimately determines its success. It is possible to determine whether a policy is well-linked through¹⁴ its implementation. All stages of the formulated policy will only be helpful if implemented. According to (Nugroho, 2003), policy implementation is, in principle, a way for a policy to achieve its objectives: no more and no less. There are two options for implementing public policy: directly implementing programs or through policy formulation (Syaprianto 2018).

Policy goals or objectives, activities or activities to achieve¹⁰ them, and activity results are components of policy implementation, as seen from the above understanding. Policy implementation is an activity seen after the issuance of a policy's legal direction, which includes efforts to manage inputs to produce outputs and outcomes for the community (Sutmasa 2021). Therefore, policy implementation is a dynamic process in which a policy or activity is carried out to achieve a result that aligns with the goals or objectives set in the end. In addition, the implementation process will only begin if the goals and objectives have been set, the activity program has been arranged, and the funds are ready and channeled to achieve the goals (Akib 2010).

Furthermore, according to Grindle, implementation (implementation) is to establish a link that

allows the goals of public policies to be realized as an outcome of government an activity which can be interpreted as establishing an organization to carry out the objectives of public policies set by the government (Nurhulina & Herman, 2018). According to Van Meter and Van Horn, policy implementation consists of 6 (six) indicators, namely: Policy standards and objectives, resources, Characteristics of implementing organizations, Implementing attitudes, Communication between related organizations, and Social, economic, and political environment (Herman et al., 2022).

Furthermore, Edwards III (Winarno, 2012) states that four crucial factors determine the success of public policy implementation (Nurdin and Rorimpandey 2019); these factors or variables are communication, sources/resources, behavior/attitudes, and bureaucratic structures.

Communication

Communication is the process of conveying information from the communicator to the communicator. Meanwhile, policy communication means delivering policy information from policymakers to implementers. Information needs to be conveyed to policy actors so that policy actors can understand the content, objectives, direction, and implementation of policies.

Information needs to be conveyed to policy actors so that they can understand what is the content, objectives, direction, and target group (target group) of the policy so that policy actors can prepare any matters related to policy implementation, that the policy implementation process can run effectively and by the policy objectives themselves. (Wardiana, Arifianti, and Alexandri 2021).

Resources

Resources are one of the critical factors in implementing policies or programs (Setyawan & Srihardjono 2016) because no matter how well a policy and program is formulated (has fulfilled the clarity of orders and directions, smooth in delivery and consistent in delivering orders and directions or information) without adequate resource support, the policy will have difficulty in implementing it.

The resources in question include an adequate number of implementing staff with adequate expertise, information, authority or authority and the facilities needed to ensure that the policy is carried out as expected. What is meant is that the number of implementers must be by the number of tasks assigned or responsibilities charged to their abilities and the skills possessed, both technical and managerial.

Disposition

The willingness or intention of the implementers to implement this policy often aligns with what is put forward by Meter and Horn, which is defined as the psychological motivation of the implementing apparatus to implement the policy. A tendency is an attitude or set of opinions towards a policy. The more policy implementers tend to support the policy, the higher the probability that the policy can be adequately implemented. Edwards states that many policies are forced into the zone of ignorance because of the tendency of implementers who do not support them (resistance) (Wardiana et al. 2021).

According to (Wahab, 2010). Disposition refers to the character and traits of policy implementers, such as commitment, discipline, honesty, intelligence, and democracy. If the policy implementer is cheerful, he will likely implement the policy effectively. Conversely, suppose the policy implementer has an attitude or perspective different from the policy's intent and direction. In that case, it is possible that the policy implementation process will not be effective and efficient.

Bureaucratic Structure

"The bureaucracy as the implementer of a policy must be able to support policies that have been decided politically by coordinating well." Even though in the implementation of the policy, the sources for implementation are available, or the implementers already know what should be done and desire to implement a policy, it is possible that the policy may still not be realized because there are weaknesses in

the bureaucratic system. As a policy implementer, the bureaucracy must be able to support policies that have been decided politically by coordinating well (Nurdin and Rorimpandey, 2019).

Bureaucratic structure is an important consideration. The suitability of the bureaucratic organization in charge of coordinating the implementation of public policies is related to the bureaucratic structure. Policy implementation is strongly influenced by organizational structure. Standard procedures for policy implementation, also known as precise policy management and effective agency coordination, are aspects of the organizational structure that enable effective policy implementation.

Implementation can be conceptualized as a process, an outcome, and an effect. One of the implementation processes is a series of decisions and actions. As a result, implementation concerns how far the programmed direction is satisfying.

Policy implementation is needed because, at that stage, the "suitability" of various factors determines the success of a policy or program implementation (Akib 2010). The success of an implementation is part of the implementer's capability to carry out what is aspired to (Iman Amanda Permatasari 2020). Thus, the success or failure of implementing a program can be seen from the ability to operationalize policy implementation to achieve goals.

RESEARCH METHOD

Research using the method used is a descriptive analysis of a qualitative approach. Qualitative research aims to understand the context conditions through a detailed and in-depth explanation of the conditions in a natural environment (natural setting). Researchers conducted in-depth interviews with research subjects because this study wanted to get the actual reality. Because of that, the researcher had to get data directly from the research subject, which aims to obtain correct and accountable data. The data is processed and analyzed descriptively per the problem material by trying to make an in-depth understanding and interpretation that can be accounted for

RESULTS AND DISCUSSION

In this study, researchers used the theory of policy implementation (George Edward III). Policy implementation is a crucial process because how good a policy is if it is not well prepared and planned for implementation, what is the purpose of public policy will not be realized. George Edward III (Nugroho 2009 in Handoko 2012; 112), to measure the effect of Public Policy Implementation, 4 (four) Variables can be used. Based on the results of the research that the authors conducted on implementing the Pekanbaru City Policy on Public Order and Community Peace Can be found as follows:

Communication

Communication is a form of conveying information, news, and Socialization, which means getting a mutual understanding in communication research in the form of delivering information and Socialization so that there is an attitude of tolerance towards the community environment to maintain order and public peace.

So that the Pekanbaru City Regional Regulation on public order and public tranquility can be appropriately implemented. So, the Pekanbaru city government has conducted Socialization related to Regulations on Public Order and Community Peace that have been passed. Socialization has been carried out, such as appeals to business owners to carry out their business in accordance with applicable regional regulations; it is also socialized action if the business place violates regional regulations on public order and community peace.

Actions taken such as raids on business places suspected of violating local regulations. However, the timing of the Socialization cannot be ascertained, and for the past few months, Socialization has yet to be carried out.

Resources

Resources are a supporting tool in various aspects; resources have an economic value to fulfill or handle something, as a source of supply and support, as a means produced by a person's ability. Resources can also be interpreted as ecosystem components that provide goods or services that are beneficial to human needs and as assets for fulfilling human satisfaction and utility.

Resources are needed to implement policies on public order and community tranquility. Such as human resources in conducting surveillance. The Pekanbaru City Pamong Praja Police Unit assesses the need for members, which makes supervision of business places that disturb order and tranquility impossible.

Regarding violations of business premises that occur, the Praja police unit confirms the practice of prostitution; besides that, there is also the practice of buying and selling liquor. So, to overcome the resource problems that occur, it is necessary to increase the number of employees; this aims to maximize the supervision carried out.

Disposition

Disposition concerns the willingness of implementers to implement policies effectively. Disposition shows the characteristics closely attached to the policy/program implementer. The most essential characteristics implementers possess are honesty, commitment, and democracy. About the willingness of implementers to implement policies effectively (According to Edward III in Indiahono (2009: 32)

According to Edwards III (in Widodo, 2010: 102), it is said to be the willingness, desire, and tendency of policy actors to implement the policy earnestly so that the policy objective can be realized (Sulistiyadi 2014).

Disposition is an attitude of acceptance or rejection of policy implementers that affects success or failure in implementing public policy. The attitude and compliance of the Pekanbaru City Pamong Praja Police Unit in implementing a policy, so far, the regulations in the Pekanbaru City Pamong Praja Police Unit, especially for members, have been implemented according to the applicable Standard Operating Procedures. However, when viewed in terms of violations, there must be members who commit violations wherever the institution is.

The Pamong Police Unit conducts raids with the police, such as karaoke, mini cinemas (Moviebox), nightclubs, and even hotels/lodgings. If a business place violates local regulations, a summons will be given to the head of the business place; if not, a second summons will be given; if the same thing is not present, the third call will be sealed. In this case, the Pekanbaru City Pamong Police Unit, together with the One Pitu Investment Office, is the agency that grants business licenses. For actions against prostitution practices and immoral acts, they will be brought to the office to be questioned and make a letter of agreement not to repeat the same thing.

The Pekanbaru City Pamong Police Unit enforces a policy by the applicable Standard Operating Procedures; even with the attitude of Pamong Police Unit members in taking action against individuals caught in raids, many accept and admit their mistakes that what they did was wrong. However, they inevitably do it because they think about a life that requires money. It is just that if seen so far, it is still not a firm attitude taken, so until now, there has been no deterrent effect given as evidenced by the large number of business places that are used for prostitution / immoral acts.

Bureaucratic Structure

The bureaucratic structure is related to the suitability of organizations implementing public policy. In this case, what needs to be maintained is how to avoid bureaucratic fragmentation in its implementation because such a structure will hinder the implementation of public policies (George Edward II (Nugroho 2009 in Handoyo 2012: 112).

This aspect of the bureaucratic structure includes two essential things: the mechanism and organizational structure of the implementer itself. A bureaucratic structure is a container or place in a government or organization with application and relationships in achieving common goals, meaning that an organizational structure is used to organize a job in an orderly manner.

With a clear bureaucratic structure, things such as the development of standard operating procedures (SOPs) designed for future policies will be more detailed. Development of standard operating procedures or SOPs designed for future policies (Indah and Hariyanti 2018). The Pekanbaru City Pamong Police Unit has done its duties according to applicable regulations. However, in the field, there are still many certain business places that are used for prostitution or immoral acts, and these places can be said to be increasing. So, it needs decisive action.

The Pamong Police Unit has performed its duties and functions according to standard operating procedures. Sometimes, in carrying out enforcement against business places that are classified as significant, the Pamong Police Unit needs help. This is due to the existence of backups so that we can only take action against places classified as low (Lower Class), as a result of which the business places it is violating cannot be taken action. Not a few people report that there are places of business that are used as places of prostitution or immoral acts.

Based on the interviews and observations, the authors found several inhibiting factors in implementing Pekanbaru City Regional Regulation Number 13 of 2021 concerning public order and community peace: 1) The limited authority possessed by the Pamong Police Unit means that it cannot take action against high-end entertainment venues suspected of violating regulations; 2) Lack of personnel in the field in controlling places that are indicated to be places of prostitution / immoral acts. Given that these places of business have become rampant in Pekanbaru City, which causes unrest in the community, strict supervision is also needed to monitor these places of business. Considering the personnel who already exist at this time, their performance is not optimal.

CONCLUSION

Based on the study's results, it can be concluded that the Pekanbaru City Policy on Public Order and Community Peace has been implemented but needs to be optimal. This is because there are still many business places that are used as places of prostitution. The socialization that has been carried out cannot be done optimally.

There are several obstacles experienced in the Implementation of the Pekanbaru City Policy on Public Order and Peace, including: 1) Lack of personnel in the field in controlling places that are indicated to be places of prostitution / immoral acts. 2) Limited authority owned by the Pamong Police Unit so that it cannot take action against entertainment venues that violate regulations.

This study suggests that the Pekanbaru city government implements policies on public order and community peace. Among others: 1) Need to optimize socialization and understanding of business places that are used as places of prostitution / immoral acts in them; 2) It is hoped that the Pekanbaru City Government will add personnel to the Pamong Praja Police Unit, considering that the Pekanbaru City Pamong Praja Police Unit needs more personnel because many business places require close supervision. 3) It is expected to improve coordination or cooperation with the police to crack down on entertainment

venues that are difficult to reach in the Praja Police Unit.

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