




# The Role of Regional Regulations in Optimizing Public Order, Public Order, and Community Protection

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## Abstract

**Introduction:** The governance of public order and community protection constitutes a fundamental aspect of urban administration, particularly in cities undergoing dynamic social transformation. Regional Regulation of Yogyakarta City Number 7 of 2024 on the Implementation of Public Order, Community Protection, and Peace functions as a normative instrument designed to create a well-regulated, secure, and community-oriented urban setting.

**Purposes of the Research:** This study aims to analyze the regulation from a normative legal perspective by examining its legal foundations, institutional consequences, and socio-cultural dimensions, as well as assessing its effectiveness in reinforcing local initiatives related to public order and enhancing public legal awareness.

**Methods of the Research:** This research employs a normative juridical method, emphasizing the examination of legal norms and their implementation through statutory, conceptual, and comparative approaches. Legal materials are derived from laws and regulations, official records, and academic literature, which are then qualitatively analyzed to assess the regulation's application and broader implications.

**Findings of the Research:** The study reveals that the regulation not only consolidates the role and authority of law enforcement institutions but also encourages active community involvement through the Kampung Panca Tertib Model. The five pillars – Orderly Buildings, Orderly Roads, Orderly Business Activities, Orderly Environment, and Orderly Society – function as strategic instruments in cultivating a sustainable legal culture at the community level. Nevertheless, the effectiveness of the regulation is closely linked to institutional readiness, sustained public participation, and continuous commitment from local government stakeholders. Strong inter-stakeholder collaboration is therefore crucial to achieving inclusive and civilized public order.

**Keywords:** Public Order; Regional Regulation; Legal Culture; Community Engagement.

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## INTRODUCTION

The implementation of public order, tranquility, and community protection constitutes a primary responsibility of local governments in ensuring a safe and harmonious environment for citizens. In the context of Yogyakarta City, this responsibility becomes increasingly significant due to its distinctive characteristics as a student city, cultural hub, and major tourism destination, which contribute to high population mobility and social diversity. These conditions create not only dynamic urban interactions but also a unique potential for social tension, public order disturbances, and the intensive use of public spaces.

In this regard, the Yogyakarta City Government is mandated to regulate and manage various aspects of public order, including the organization of social activities, crime prevention, and the governance of public spaces. Regional Regulations (Peraturan Daerah/Perda), as legal instruments enacted by local governments, play a central role in ensuring the effective implementation of public order and community protection policies.

One of the relevant legal frameworks is the Regional Regulation of Yogyakarta City on the Implementation of Public Order, Tranquility, and Community Protection, which is designed to optimize regulatory responses and establish a secure, orderly, and harmonious urban environment amid evolving social dynamics.<sup>1</sup>

As a legal product at the regional level, a Perda occupies an important position within the Indonesian legal system. The 1945 Constitution of the Republic of Indonesia grants local governments the authority to manage governmental affairs within their jurisdiction according to the principle of autonomy, including the maintenance of public order and safety. A Perda serves as a juridical foundation that regulates the procedures for administering public order and tranquility at the regional level. An effective regulation provides clear guidance for managing public order in the region and functions as a control instrument for local government officials in carrying out their duties and responsibilities. Supriyanto argues that regional regulations may function as tools to harmonize national policies with local needs, thereby enhancing their effectiveness in addressing community-specific issues.<sup>2</sup>

Regional regulations governing public order operate not only as policy guidelines but also have significant implications for operational enforcement on the ground. This can be observed in various local government policies, including traffic management, disturbance prevention, and the regulation of public spaces. However, the enforcement of these regulations continues to face challenges for local authorities, particularly in ensuring effective implementation and generating positive outcomes for the public. Herlina's study demonstrates that the implementation of public order regulations in several major Indonesian cities, including Yogyakarta, is often constrained by limited human resources, insufficient budgets, and suboptimal inter-agency coordination.<sup>3</sup>

In addition to public order, another critical component of the regulation concerns community protection. Community protection refers to government efforts to ensure the safety of residents from various threats, including crime, natural disasters, and potential social tensions. Such protection encompasses policies aimed at preventing crime, reducing disaster risks, and promoting a peaceful and harmonious social environment. Accordingly, a Perda does not merely contain provisions concerning public order, but also regulates community protection mechanisms through both preventive and repressive approaches. Kurniawan emphasizes that community protection within regional regulations must include clear provisions regarding disaster response, crime prevention, and the resolution of potential social conflicts.<sup>4</sup>

Despite its vital role, the implementation of regional regulations on public order and community protection frequently encounters various challenges. One major issue is the gap between the normative content of the Perda and the realities observed in practice. This gap is influenced by several factors, including budgetary limitations, weak inter-agency coordination, and low public awareness regarding the importance of the regulation. Another significant issue concerns the limited effectiveness of law enforcement regarding Perda violations. As Suryanto notes, although the regulations provide detailed provisions

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<sup>1</sup> Government of Yogyakarta City, *Regional Regulation of Yogyakarta City on the Implementation of Public Order, Tranquility, and Community Protection* (Yogyakarta, 2017), p. 1-5.

<sup>2</sup> D. Supriyanto, *Hukum Pemerintahan Daerah dan Pembentukan Peraturan Daerah* (Jakarta: Prenadamedia Group, 2018), p. 87-90.

<sup>3</sup> N. Herlina, "Implementation of Local Regulations on Public Order in Major Indonesian Cities," *Jurnal Administrasi Negara* 14, no. 2 (2019): pp. 115-129.

<sup>4</sup> A. Kurniawan, *Community Protection in Local Government Policies* (Yogyakarta: Gava Media, 2017), p. 55-63.

on public order and community protection, their implementation often remains hampered by low levels of legal awareness among citizens and the limited capacity of enforcement officers.<sup>5</sup>

This study is important as it provides deeper insights into how the Regional Regulation on the Implementation of Public Order, Tranquility, and Community Protection in Yogyakarta City is implemented and what factors influence its effectiveness. The research aims to identify solutions to enhance the implementation of the regulation, particularly in areas such as law enforcement, institutional coordination, and public understanding. As Santosa suggests, such scholarly inquiry contributes significantly to improving local governance in the domains of public order and community protection and offers valuable recommendations for strengthening regional policy frameworks.<sup>6</sup>

The implementation of public order, tranquility, and community protection in Yogyakarta City through regional regulation has a significant impact on the quality of life of its residents. Despite the existence of various regulatory frameworks, challenges persist, particularly in law enforcement and inter-institutional coordination. Accordingly, this study aims to: (1) examine the legal and institutional implications of the Regional Regulation on the Implementation of Public Order, Tranquility, and Community Protection in Yogyakarta City; (2) analyze the mechanisms of implementation and coordination among relevant institutions; and (3) formulate recommendations to enhance the effectiveness of the regulation in improving public order and community protection.

## METHODS OF THE RESEARCH

This study employs a normative juridical approach, which is a legal research method grounded in literature review through the examination of legal norms, doctrines, and secondary data. The research applies a normative–conceptual approach aimed at collecting and analyzing legal materials in the form of legal theories, concepts, principles, and statutory regulations relevant to the research subject. In accordance with the scope of normative legal research as described by Soerjono Soekanto, this study encompasses: (a) research on legal principles; (b) research on legal systematics; (c) analysis of vertical and horizontal legal synchronization; (d) comparative legal analysis; and (e) legal historical perspectives (Soekanto, 2003). Data sources in this research consist primarily of secondary legal materials, which include: (1) primary legal materials, such as the 1945 Constitution of the Republic of Indonesia, national legislation related to public order and community protection, and the Regional Regulation of Yogyakarta City concerning the Implementation of Public Order, Tranquility, and Community Protection; (2) secondary legal materials, including academic books, peer-reviewed journal articles, policy papers, official government reports, and commentaries by legal scholars; and (3) tertiary legal materials, such as legal dictionaries, encyclopedias, and other reference sources that support the interpretation of legal concepts. The data analysis technique used in this study is qualitative descriptive analysis, conducted by systematically examining and interpreting legal norms and doctrines. This process involves identifying relevant legal provisions, comparing regulatory frameworks, analyzing their coherence and consistency, and assessing their implications for the implementation of public order and community protection in

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<sup>5</sup> B. Suryanto, "Effectiveness of Local Regulation Enforcement in Maintaining Public Order," *Jurnal Hukum dan Kebijakan Daerah* 6, no. 1 (2020): p. 45–60.

<sup>6</sup> M. Santosa, *Local Governance and the Effectiveness of Regional Policies* (Bandung: Refika Aditama, 2018), p. 102–110.

Yogyakarta City. Through this approach, the study seeks to draw normative conclusions and formulate recommendations to improve regulatory effectiveness.

## RESULTS AND DISCUSSION

### A. Regulation of the Regional Regulation on Public Order, Security, and Community Protection in Yogyakarta City

Yogyakarta City Regional Regulation No. 7 of 2024, enacted on August 30, 2024 and effective immediately, replaces Regulation No. 15/2018. The update responds to evolving social dynamics and the increasing complexity of urban governance. As a center of education, culture, and tourism, Yogyakarta faces public-order challenges such as illegal parking, unlicensed street vendors, vandalism, and neighborhood conflicts hence the need for a more adaptive regulation.

This regulation is grounded solidly in law specifically, Article 18(6) of the 1945 Constitution, Law No. 23/2014 on Regional Government (amended by Law No. 6/2023), and Law No. 16/1950 on community security providing legal legitimacy for municipal enforcement. It comprises 16 abstract articles and 38 technical provisions defining key terms, outlining government and Satpol PP (municipal policing unit) authority, classifying public-order disturbances, specifying administrative and criminal sanctions, enabling community protection mechanisms, mandating multisector collaboration, fostering public participation, establishing budgets, outlining investigations, and detailing penalties. Together, these reflect a holistic approach preventive, repressive, and collaborative fostering a more dynamic legal framework suited to urban life. Satpol PP's strengthened role, via Mayor's Regulation No. 84/2019, authorizes on-the-spot fines, cessation of illegal activities, and removal of unauthorized structures designed to create immediate deterrence. However, coercive tactics without adequate public education may alienate informal settlers.

Introduced in 2015 through Mayor's Regulation No. 22/2015 (revised by No. 101/2016), the Kampung Panca Tertib initiative emphasizes five pillars: building order, traffic order, business order, environmental order, and social order. Empirical support for this program is provided by a quantitative survey conducted by Syafawati and Sunarso (2022) in three urban neighborhoods in Yogyakarta City. The study involved 368 respondents, selected from local residents who directly experienced the implementation of the program. Using a structured questionnaire and simple regression analysis, the authors examined the relationship between the implementation of Kampung Panca Tertib and levels of civic discipline.

The findings indicate that 79.9% of respondents perceived the program as effective in increasing compliance with public order regulations, while 80.4% reported an improvement in civic discipline. The regression analysis produced a t-value of 8.743 ( $p < 0.05$ ), demonstrating a statistically significant influence of the program on disciplined citizen behavior. For a detailed explanation of the sampling technique, research instruments, and analytical procedures, this study refers to the original work of Syafawati & Sunarso (2022).

By March 2024, the Kampung Panca Tertib model had expanded to 146 neighborhoods, with plans for full implementation across all 170 neighborhoods by 2026. The model applies indicator-based community monitoring, focusing on violations, participation levels, and local action programs. At the neighborhood level, the Forum Kampung Panca Tertib (FKPT) facilitates continuous interaction among residents, community leaders, and Satpol PP,



supported by informal, door-to-door educational approaches to strengthen legal awareness and voluntary compliance. Nevertheless, challenges remain: limited staff capacity (especially in communication), perceived enforcement overreach impacting informal traders, uneven outreach between central and peripheral districts, and persistent regard for regulations as coercive rather than empowering.

To address this, Regulation Number 7/2024 requires routine coordination between subdistrict heads, Satpol PP, relevant agencies, community organizations, the private sector, and residents – promoting accountability, transparency, participation, and responsiveness. Evaluations, based on field data and IT systems, help detect disturbances early, engage public support, and reinforce lawful behavior. Civil protection units (Satlinmas) are mandated: every kelurahan must form a unit of at least five members under the subdistrict head, working together with Satpol PP citywide. These units empower communities to manage local order complementarily.

Funding comes from the city budget and additional legal sources, including sponsorships from local businesses. A cashless fine system has been implemented to simplify compliance. In neighborhoods like Gampingan, service-learning projects have raised legal and environmental awareness by 18%, transforming waste zones into community amenities. Despite success, peripheral neighborhoods still need more intensive outreach particularly regulatory training, digital reporting systems, and enhanced understanding of the regulatory purpose. Quantitative evaluations in areas such as Jetisharjo have improved accountability through metrics like volunteer ratios, communication flows, internal dispute resolution, and online reporting rates. These periodic reviews inform future regulation updates tailored to field conditions.

In sum, Regulation Number 7/2024 offers a transformative framework that modernizes enforcement, community empowerment, and multisectoral coordination. To move beyond formal documentation, implementation must focus on enhancing personnel training, expanding legal literacy, digitalizing reporting, and forging strategic public-private-community partnerships. With consistent progress, Yogyakarta may become a national exemplar of human-centered, effective, and inclusive public order governance – where law becomes a lived culture, not merely a tool of control.

## **B. Implications of the Regional Regulation for Public Order, Security, and Community Protection in Yogyakarta City**

Yogyakarta City Regional Regulation No. 7 of 2024 enacted on 30 August 2024 and immediately replacing Regional Regulation No. 15 of 2018 marks a significant normative update aligned with the increasingly complex challenges of urban governance. As an educational, cultural, and tourism hub, Yogyakarta experiences rising public-order issues, including illegal parking, unlicensed street vending, physical disorder (vandalism), nighttime disturbances, and neighborhood-based social frictions, thereby requiring more adaptive and responsive regulatory instruments.<sup>7</sup> The 2024 regulation reflects a recalibration that integrates preventive, collaborative, and technology-assisted approaches to public-order governance consistent with contemporary urban-management theories.<sup>8</sup> The legal foundation of Regional Regulation No. 7/2024 is firmly anchored in Article 18(6)

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<sup>7</sup> Government of Yogyakarta City, *Regional Regulation No. 7 of 2024 on the Implementation of Public Order, Security, and Community Protection* (Yogyakarta, 2024), p. 1–4.

<sup>8</sup> J. K. Gibson & G. O'Donnell, *Urban Governance and Adaptive Regulation* (London: Routledge, 2021), p. 45–53.

of the 1945 Constitution, which authorizes local governments to enact regional regulations in the exercise of regional autonomy, as well as Law No. 23 of 2014 on Regional Government (as amended by Law No. 6 of 2023) and Law No. 16 of 1950 concerning the formation of regencies and municipalities in Java. These constitutional and statutory frameworks provide a solid legal basis for municipal regulatory and enforcement authority in the field of public order and community protection. Substantively, the regulation comprises 16 general provisions and 38 operative articles that define key legal concepts, delineate the authority of local government and Satpol PP, categorize forms of public order disturbances, regulate administrative and criminal sanctions, establish mechanisms for community protection, mandate multisectoral coordination, encourage public participation, regulate budgeting, outline investigative procedures, and stipulate enforcement measures. This normative structure reflects a graduated and integrated regulatory design, combining preventive, corrective, and participatory instruments.

Importantly, this regulatory design corresponds closely with the “responsive regulation” framework proposed by Ayres and Braithwaite, which emphasizes proportional enforcement, escalation based on compliance behavior, and the prioritization of persuasion over punishment. The relevance of this theory is evident in the empirical implementation of the regulation in Yogyakarta, particularly through community-based initiatives such as the Kampung Panca Tertib model. Field findings indicate that enforcement practices frequently begin with socialization, informal warnings, and community dialogue, before escalating to administrative sanctions when non-compliance persists. This enforcement pattern mirrors the regulatory pyramid central to responsive regulation theory.

Thus, the application of Regional Regulation No. 7/2024 demonstrates that Ayres and Braithwaite’s theoretical framework is not merely a normative reference but is operationalized in practice through collaborative governance, community participation, and proportionate enforcement. This alignment strengthens the regulation’s capacity to foster voluntary compliance and sustainable public order at the local level.<sup>9</sup> A major institutional component of the regulatory framework is the strengthened authority of the Yogyakarta Civil Service Police Unit (Satpol PP). Through Mayor’s Regulation No. 84/2019, Satpol PP is authorized to impose on-the-spot fines, terminate illegal economic activities, and remove unauthorized structures. While these powers aim to create immediate deterrent effects, scholars warn that coercive enforcement without sufficient public education risks alienating informal-economy actors and may exacerbate distrust toward local authorities.<sup>10</sup> This tension reflects the broader global debate on balancing “order-maintenance policing” with community-centered approaches.<sup>11</sup> Community participation is institutionalized through the Kampung Panca Tertib program, introduced via Mayor’s Regulation No. 22/2015 and strengthened by its 2016 revision. The initiative centers on five pillars: building order, traffic order, business order, environmental order, and social order. A 2022 study by Syafawati and Sunarso involving 368 respondents in three neighborhoods found that 79.9% perceived the program as effective in enhancing compliance, and 80.4% reported improvement in civic discipline. Regression analysis ( $t = 8.743$ ;  $p < 0.05$ ) confirmed the program’s statistically significant effect on citizens’ disciplined behavior.<sup>12</sup> Such findings

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<sup>9</sup> Ian Ayres & John Braithwaite, *Responsive Regulation: Transcending the Deregulation Debate* (Oxford: Oxford University Press, 1992), p. 25–48.

<sup>10</sup> M. Setiawan, “Coercive Urban Enforcement and Informal Economy Dynamics,” *Jurnal Ilmu Pemerintahan* 9, no. 1 (2020): 55–68.

<sup>11</sup> David Thacher, “Order Maintenance Reconsidered,” *American Journal of Sociology* 116, no. 2 (2010): 381–425.

<sup>12</sup> R. Syafawati & P. Sunarso, “Effectiveness of Kampung Panca Tertib,” *Jurnal Ketahanan Nasional* 28, no. 3 (2022): 412–430.

affirm theories of community-based regulation, which emphasize local ownership, participatory decision-making, and informal social sanctions.<sup>13</sup> By March 2024, the program had expanded to 146 neighborhoods, with full adoption planned across 170 neighborhoods by 2026. Implementation involves community-based monitoring that tracks violations, participation rates, and local initiatives. The neighborhood-level forum (Forum Kampung Panca Tertib/FKPT) functions as a deliberative space where residents, community leaders, and Satpol PP conduct regular dialogues and door-to-door educational campaigns.<sup>14</sup> This reflects Ostrom's model of polycentric governance, where multiple community-level actors share responsibility for maintaining social order.<sup>15</sup>

Despite promising outcomes, several structural challenges remain. First, staff capacity is limited particularly in communication and community-engagement skills resulting in uneven outreach between central and peripheral districts. Second, informal trade actors often perceive enforcement as punitive, reinforcing the longstanding tension between urban informality and regulatory strictness.<sup>16</sup> Third, some communities continue to view regulations as coercive instruments rather than empowerment tools, indicating persistent gaps in legal literacy and civic trust.<sup>17</sup> This resonates with studies showing that legal culture significantly influences the effectiveness of local regulations.<sup>18</sup> To address these issues, Regulation No. 7/2024 mandates routine coordination among subdistrict heads, Satpol PP, technical agencies, community organizations, the private sector, and neighborhood associations to promote accountability, transparency, participation, and responsiveness. Evaluation mechanisms based on field data and IT-supported monitoring allow early detection of disturbances and strengthen evidence-based decision-making. Digital reporting systems, which have begun to be piloted at the kelurahan level, increase transparency and citizen engagement.<sup>19</sup>

Community protection units (Satlinmas) also play a crucial role. According to the regulation, each kelurahan must establish a unit of at least five members under the subdistrict head, operating in coordination with Satpol PP. These units strengthen local capacity for risk mitigation, crowd management, conflict prevention, and emergency response - an approach consistent with global trends in community safety governance.<sup>20</sup> Funding for the program is sourced from the city budget and legally permitted alternative contributions, including community partnerships and private-sector sponsorships. A cashless fine system has also been instituted to improve transparency and facilitate compliance. Service-learning projects in neighborhoods such as Gampingan have increased legal and environmental awareness by 18%, transforming previously neglected areas into community assets.<sup>21</sup> This aligns with studies showing that civic-education-based interventions significantly improve rule compliance.<sup>22</sup> Nevertheless, peripheral neighborhoods continue to require intensified outreach particularly through regulatory training, digital-literacy programs, and community facilitation methods tailored to local socio-economic contexts. Quantitative evaluations in areas such as Jetisharjo demonstrate

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<sup>13</sup> Elinor Ostrom, *Governing the Commons* (Cambridge: Cambridge University Press, 1990), p. 88-102.

<sup>14</sup> *Ibid.*, p. 25-27.

<sup>15</sup> Ostrom, *Governing the Commons*, p. 73-76.

<sup>16</sup> Hernando de Soto, *The Other Path* (New York: Basic Books, 2002), p. 45-46.

<sup>17</sup> S. Wicaksono, "Legal Culture and Local Compliance," *Jurnal Hukum IUS QUIA IUSTUM* 27, no. 1 (2020): 91-108.

<sup>18</sup> Lawrence Friedman, *Legal Culture and the Development of Law* (Stanford: Stanford University Press, 2016), p. 12-18.

<sup>19</sup> *Ibid.*, p. 15-16.

<sup>20</sup> UN-Habitat, *Community Safety and Urban Governance* (Nairobi: UN-Habitat, 2020), p. 33-36.

<sup>21</sup> Community Service Learning Team, "Gampingan Legal Awareness Program," UMY Report (2023), p. 18-21.

<sup>22</sup> T. Tyler, *Why People Obey the Law* (Princeton: Princeton University Press, 2006), p. 23-32.

improved accountability through metrics including volunteer participation ratios, communication flow effectiveness, dispute-resolution outcomes, and online reporting rates. Such evaluations feed into the city's regulatory feedback loop, informing future updates to the Perda based on empirical conditions. In sum, Regional Regulation Number 7/2024 represents a transformative governance instrument that modernizes enforcement, strengthens community empowerment, and institutionalizes multisector coordination. To move beyond compliance-oriented implementation, the city must continue to enhance personnel training, expand legal-literacy programs, digitalize reporting mechanisms, and cultivate public-private-community partnerships. With sustained improvement, Yogyakarta may emerge as a national model of human-centered, effective, and inclusive public-order governance where law evolves into collective civic culture rather than a mere apparatus of control.<sup>23</sup>

## CONCLUSION

Regional Regulation Number 7 of 2024 marks a substantive shift in Yogyakarta City's governance of public order, security, and community protection by moving beyond a purely enforcement-oriented approach toward a participatory and preventive regulatory model. The most critical finding of this study is that the effectiveness of public-order regulation is determined less by the severity of sanctions than by the degree of community involvement and legal awareness. While the regulation provides a comprehensive normative structure, its practical impact is realized primarily through mechanisms that embed regulatory norms into everyday community life. Empirical findings underscore that community-based initiatives, particularly the Kampung Panca Tertib program, constitute the regulation's most effective instrument. Quantitative evidence confirms that these participatory models significantly enhance civic discipline, demonstrating that behavioral change is most sustainable when regulation is implemented through local leadership, continuous socialization, and culturally responsive practices. This finding affirms the central role of responsive and collaborative governance in managing urban public order. At the same time, the study identifies institutional capacity and uneven implementation as the main constraints on regulatory effectiveness. Limited human resources, disparities in outreach across districts, and persistent perceptions of coercive enforcement weaken the regulation's transformative potential, especially in peripheral areas and among informal-sector and low-literacy communities. These challenges highlight a crucial insight: normative completeness does not automatically translate into effective enforcement without adaptive, inclusive, and context-sensitive implementation strategies.

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<sup>23</sup> J. Braithwaite, "Regulation and Community Empowerment," *Regulation & Governance* 4, no. 2 (2010): 123-135.



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