



Effectiveness of Alcoholic Beverage Regulation Enforcement for Public Order in Gorontalo City

Efektivitas Pengawasan Peredaran Minuman Beralkohol dalam Mewujudkan Ketertiban Umum di Kota Gorontalo

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Abstract

This article examines the effectiveness of Gorontalo City Regional Regulation Number 3 of 2017 on alcoholic beverage control and supervision in realizing public order. The study responds to the persistence of hidden and adaptive illegal sales despite the regulation's administrative objectives. Using empirical legal research with a qualitative approach, data were collected through interviews with Civil Service Police Unit officers, community information, observation, and supporting documents, then analyzed through legal effectiveness and law enforcement theories. The findings show that implementation has occurred through patrols, raids, supervision, enforcement, and public complaint services. However, effectiveness remains moderate because violations persist, operational facilities are limited, public compliance is uneven, and legal culture has not fully supported social control. This article contributes an empirical assessment of regional regulation implementation by linking legal substance, enforcement capacity, community participation, and public order. Strengthening supervision, sanctions, documentation, and community reporting is required in Gorontalo City context.

Abstrak

Artikel ini mengkaji efektivitas Peraturan Daerah Kota Gorontalo Nomor 3 Tahun 2017 tentang pengendalian dan pengawasan minuman beralkohol dalam mewujudkan ketertiban umum. Kajian ini berangkat dari masih berlangsungnya penjualan ilegal yang tersembunyi dan adaptif, meskipun Perda telah memiliki tujuan administratif. Penelitian menggunakan metode hukum empiris dengan pendekatan kualitatif. Data dikumpulkan melalui wawancara dengan aparat Satuan Polisi Pamong Praja, informasi masyarakat, observasi, dan dokumen pendukung, kemudian dianalisis menggunakan teori efektivitas hukum dan penegakan hukum. Hasil penelitian menunjukkan bahwa pelaksanaan Perda telah dilakukan melalui patroli, razia, pengawasan, penertiban, dan layanan pengaduan masyarakat. Namun, efektivitasnya masih sedang karena pelanggaran tetap terjadi, sarana operasional terbatas, kepatuhan masyarakat belum merata, dan budaya hukum belum sepenuhnya menjadi kontrol sosial. Artikel ini berkontribusi pada penilaian empiris pelaksanaan Perda dengan menghubungkan substansi hukum, kapasitas aparat, partisipasi masyarakat, dan ketertiban umum. Penguatan pengawasan, sanksi, dokumentasi, dan pelaporan masyarakat diperlukan dalam konteks tata kelola ketertiban umum daerah yang berkelanjutan Gorontalo.



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A. INTRODUCTION

1. Background

Local regulation is one of the legal instruments used by local governments to conduct government affairs and maintain public order according to the needs of their communities. In the context of the rule of law, the existence of local regulations serves not only as a normative product but also as a means of regulating social behavior and controlling potential disturbances of order, as well as realizing the goals of local government. One of the issues that requires regional regulation is the circulation and consumption of alcoholic beverages, as they are directly related to security, order, health, social morality, and the public order of the community.

Alcoholic beverages are understood as beverages containing ethyl alcohol or ethanol produced from agricultural materials through fermentation, distillation, or fermentation without distillation.¹ Regulation of alcoholic beverages is necessary because their circulation has not only an economic dimension but also a social and legal dimension. Uncontrolled consumption of alcoholic beverages can provoke disturbances of order, commotion, violence, environmental unrest, and violation of social norms. Therefore, local governments have an interest in limiting, supervising, and controlling the circulation of alcoholic beverages through regional legal instruments.

Gorontalo City is an urban area that has a strategic position as the center of government, trade, services, education, and social activities in Gorontalo province. The high mobility of people promotes the growth of various economic and social activities, but at the same time it also opens up the possibility of violations of public order. In this context, the circulation of alcoholic beverages is one of the issues that need to be controlled because it has the potential to have a negative impact on the safety and comfort of the community.

Socially and culturally, Gorontalo people are known to have strong religious and customary values. The philosophy of "adat bersendikan syara', syara' bersendikan Kitabullah" reflects that the social life of the community ideally runs according to religious values, customs, and decency.² The value normatively rejects behaviors that can disturb

¹ Ni Ketut Ratmini, "Ketentuan Pidana Peredaran Minuman Beralkohol Oplosan," *VYAVAHARA DUTA* 18, no. 1 (2023): 54–66, <https://doi.org/10.25078/vyavaharaduta.v18i1.2376>.

² Darwis Une, "Islamisasi Dan Pola Adat Masyarakat Gorontalo Dalam Perspektif Sejarah Kebudayaan Islam," *Ideas Jurnal Pendidikan Sosial Dan Budaya* 7, no. 3 (2021): 259, <https://doi.org/10.32884/ideas.v7i3.474>.

public order, including the abuse and circulation of alcoholic beverages. However, social realities show that the circulation of alcoholic beverages is still found in some regions, both openly and secretly.³ This situation shows that there is a gap between the social values adopted by the community and the practices that occur in the field.

The Gorontalo regional government considers it important to control and supervise the circulation of alcoholic beverages to prevent disruption to public order, security, and public comfort.⁴ This purpose shows that this local regulation is not solely aimed at limiting economic activity but rather becomes an instrument of local government in maintaining public order.

Regulations related to the control of alcoholic beverages generally regulate the classification of groups, restrictions on circulation and sale, licensing, supervision, and sanctions for violations.⁵ Provisions regarding restrictions on circulation, time of sale, location of sale, and prohibition of sales to certain groups are the basis for local governments to exercise administrative control.

Nevertheless, the existence of legal norms is not always directly proportional to the effectiveness of their implementation. The results indicated that the implementation of local regulations has been done through patrols, raids, surveillance, control, and public complaints services by the Civil Service police unit of Gorontalo City. However, the level of effectiveness is not optimal because it is still found selling alcoholic beverages clandestinely and moving locations to avoid the supervision of the authorities. This condition shows the distance between "das sollen," which is the purpose of local regulations to create public order, and "das sein," which are still ongoing violations in the community.

Previous research on the control of alcoholic beverages has generally shown that local regulations have not always been effective in suppressing the circulation of illegal alcoholic beverages. For example, a study on the effectiveness of Magelang Regency regional regulation No. 12 of 2012 found that the implementation of supervision and control of alcoholic beverages still faces obstacles in the form of a weak deterrent effect,

³ Leni Dwi Nurmala et al., "The Law Enforcement against Alcoholic Drinks Habits," *Jurnal Daulat Hukum* 5, no. 2 (2022): 83, <https://doi.org/10.30659/jdh.v5i2.19099>.

⁴ Nurmala et al.

⁵ Ratmini, "Ketentuan Pidana Peredaran Minuman Beralkohol Oplosan."

limited apparatus, low public awareness, and the influence of social habits.⁶ In addition, previous research on law enforcement regarding alcohol consumption habits has shown that alcohol problems are not only related to normative prohibitions but are also influenced by social patterns, apparatus responses, and the level of public acceptance of the rule of law.

Other studies on the effectiveness of municipal police in controlling public order also show that the success of local regulation enforcement is influenced by surveillance strategies, institutional support, operational facilities, and community participation. Different from these studies, this article places Gorontalo City Regulation No. 3 of 2017 as a regional legal instrument whose effectiveness is assessed through the relationship between norms, implementing capacity, empirical data on violations, and community legal culture. Thus, this study addresses a gap in the research by specifically examining the implementation of alcoholic beverage regulations in Gorontalo City and linking field findings, theories of legal effectiveness, and integrated public order objectives. The similarity of the research with this article lies in the object of study in the form of the effectiveness of local regulations regarding alcoholic beverages, while the difference lies in the context of the region, the basis of local law, the social character of the community, and the focus of analysis on the implementation of Gorontalo city regulations as an instrument of local government in realizing public order.

The novelty of this article lies in the empirical assessment of the implementation of Gorontalo City Regulation Number 3 of 2017 by linking regional legal norms, implementing capacity, evidence of supervisory operations, community response, and local legal culture. This article is not directed at the study of punishment but at the effectiveness of the administrative authority of local governments in controlling the circulation of alcoholic beverages as part of efforts to establish public order. This article demonstrates that the effectiveness of local regulations should not be assessed solely based on the existence of norms; instead, it must consider the consistency of implementation, the adequacy of facilities, the availability of supporting data, and the level of community involvement in social control.

⁶ Evi Andri Ani, Dyah Adriantini Sintha Dewi, and Dilli Trisna Noviasari, "Efektivitas Pengawasan Dan Pengendalian Minuman Beralkohol Dalam Mewujudkan Ketertiban Umum Di Kabupaten Magelang," *Borobudur Law and Society Journal* 2, no. 1 (2023): 23–35, <https://doi.org/10.31603/10096>.

Based on this description, this article finds that Gorontalo City Regulation Number 3 of 2017 has been implemented administratively through supervision and control activities by the Civil Service Police Unit. However, the effectiveness of its implementation is not optimal because violations still occur in an adaptive pattern, supervision has not been evenly distributed, the support of facilities and infrastructure is still limited, and the legal culture of the community has not fully become social control over the circulation of illegal alcoholic beverages.

2. Problem Formulation

Based on this background, the formulation of the problem in this article is the following: first, how is the effectiveness of the implementation of Gorontalo City Regional Regulation Number 3 of 2017 concerning the control and supervision of alcoholic beverages in realizing public order in Gorontalo City? Secondly, what factors affect the effectiveness of the implementation of local regulations?

3. Research Methodology

This study uses empirical legal research methods with a qualitative approach. Empirical legal research is used because the object of research is not only in the form of written norms in Gorontalo City Regional Regulation Number 3 of 2017 but also the implementation of these norms in people's lives. Empirical legal research views law as a social phenomenon that works in the reality of society so that field data becomes an important element in assessing the effectiveness of law.⁷

The data used consists of primary data and secondary data. Primary data were obtained through interviews with Gorontalo City Civil Service Police Unit officers and the community, as well as through observation of field conditions related to the control and supervision of alcoholic beverages. Secondary data were obtained through the study of literature on legislation, books, journals, the results of previous research, and documents relevant to the implementation of local regulations. The main legal materials used include the Constitution of the Republic of Indonesia of 1945, Presidential Regulation No. 74 of 2013 concerning the control and supervision of alcoholic beverages, Ministry regulations related to the circulation of alcoholic beverages, and Gorontalo City Regional Regulation No. 3 of 2017.

⁷ Mukti Fajar Nur Dewata and Yulianto Ahmad, *Dualisme Penelitian Hukum Normatif Dan Empiris* (Yogyakarta: Pustaka Belajar, 2010).

Data collection techniques are done through interviews, observations, and documentation. Interviews were used to obtain information about the implementation of supervision, control, constraints, and community responses to local regulations. Observation is used to look at empirical conditions related to public order and potential violations. Documentation is used to supplement field data through regulatory documents, activity reports, and other supporting documents. The collected data were analyzed descriptively and qualitatively using the theory of legal effectiveness and law enforcement theory.

The theory of legal effectiveness is used to assess the work of local regulations through five factors, namely legal factors, implementing apparatus factors, facilities and infrastructure factors, community factors, and legal culture factors.⁸ Law enforcement theory is used as an additional analytical knife to see how legal norms are operationalized through the actions of local governments and implementing authorities. Law enforcement views the law's success as not just normative certainty but also its ability to bring justice and benefit to society.⁹

B. DISCUSSION

1. The effectiveness of the implementation of Gorontalo City Regional Regulation Number 3 of 2017 in realizing public order in Gorontalo City

The implementation of Gorontalo City Regional Regulation Number 3 of 2017 concerning the control and supervision of alcoholic beverages is a concrete form of the authority of local governments in maintaining public order. This regulation is the basis for local governments to regulate, restrict, supervise, and control the circulation of alcoholic beverages. From the perspective of constitutional law, the existence of the regional regulation shows the function of the region in forming local norms that are tailored to the needs of local communities, as long as they do not conflict with higher legislation.

Substantially, Gorontalo City Regulation No. 3 of 2017 has provided a fairly clear regulatory direction. The purpose of the regional regulation has been formulated to protect the public from the adverse effects of alcoholic beverages, increase public awareness of the risks of alcoholic beverages, and create safe and comfortable conditions

⁸ Soerjono Soekanto, *Faktor-Faktor Yang Mempengaruhi Penegakan Hukum* (Jakarta: PT Raja Grafindo Persada, 2002).

⁹ Satjipto Rahardjo, "Penegakan Hukum: Suatu Tinjauan Sosiologis," 2011, https://sirkulasi-lib.unesa.ac.id/index.php?p=show%5C_detail%5C&id=88580.

free from interference due to the consumption of alcoholic beverages. The provision shows that the orientation of the regional regulation is not only to limit the circulation of certain goods but also to maintain social order and protect the community from the negative effects that arise from the consumption of alcoholic beverages.

The regulatory framework also encompasses aspects of control and supervision. Control is interpreted as an effort by local governments to limit the circulation of alcoholic beverages so as not to cause disruption to the community. Supervision involves monitoring business activities, sales locations, permits, and compliance with local regulations. Regulations regarding licensing, restrictions on sales locations, prohibitions on sales to certain parties, and sanctions for violations become legal instruments that can be used by regional authorities in carrying out administrative actions. From this side, the regional regulation fulfills the element of legal certainty by providing norms that serve as guidelines for action. The regional regulation fulfills the element of legal certainty by containing norms that serve as guidelines for action.

Legal certainty in a regulation is crucial because it is the basis for the government and society to know the limits of permissible and prohibited behavior. However, legal certainty is not always synonymous with legal effectiveness. A norm can be clear, but if it is not consistently enforced or followed, it is ineffective. Therefore, the effectiveness of local regulations must be assessed based on their implementation in the field rather than solely on the clarity of written norms.

The results indicated that the implementation of local regulations has been running through the supervision and control activities of the Civil Service police unit of Gorontalo City. Satpol PP functions as a regional device in charge of enforcing local regulations and organizing public order. In the context of regulating and supervising alcoholic beverages, Satpol PP conducts patrols, raids, controls, and public complaint services. The activity showed that local governments have operationalized local regulations, not just at the normative level.

Interviews with officials of the Gorontalo City Civil Service Police Unit showed that raids were routinely carried out twice a week, patrols were still running, and public complaint services were open for 24 hours.¹⁰ The findings indicate that, from an institutional perspective, there is a significant level of activity in implementing local

¹⁰ Pejabat Satuan Polisi Pamong Praja Kota Gorontalo, "Hasil Wawancara," 2026.

regulations. The local government through Satpol PP is not passive but has taken preventive and repressive measures to supervise the circulation of alcoholic beverages. Patrols and raids are the main instruments for detecting and cracking down on violations that occur in the field.

The implementation of Perda also received social support from some communities. People basically want an environment that is safe, orderly, and free from interference due to the consumption of alcoholic beverages. Public support is vital because the law's effectiveness relies on both the apparatus and the public's acceptance of its goals. If people understand that local regulations aim to maintain public order, they will grant stronger social legitimacy to their implementation. If people understand that local regulations aim to maintain public order, then the implementation of these regulations will gain greater social legitimacy.

However, we cannot claim that local regulations are optimally effective. The results indicated that violations of local regulations were still found, especially in the form of clandestine sales of alcoholic beverages and moving locations to avoid the supervision of officers.¹¹ This pattern of violations indicates that the perpetrators have adapted their behavior in response to surveillance activities. Perpetrators no longer always sell openly but use a more closed way to make it difficult. Perpetrators have shifted from open sales to more discreet methods, making it harder for authorities to detect their activities.

The pattern of hidden violations shows that the implementation of the regional regulation has not fully caused a deterrent effect. The deterrent effect is an important indicator in the assessment of the effectiveness of the implementation of the law, as it indicates whether surveillance and control measures are capable of changing the behavior of violators. If the violation continues to occur, then the implementation of the law has failed to establish stable compliance. If the violation continues to occur, then the law's implementation has failed to establish stable compliance. In establishing stable compliance. In this case, patrol and raid actions do indicate the implementation of the law but are not yet fully able to control people's behavior as a whole.

This condition also shows that the implementation of local regulations still tends to face reactive work patterns. The apparatus moves through patrols and raids, but violators can change locations or adjust the timing of sales. As a result, surveillance does not always

¹¹ Pejabat Satuan Polisi Pamong Praja Kota Gorontalo.

reach the points of violation. In such a situation, the effectiveness of the law requires not only the intensity of enforcement but also a more targeted surveillance strategy, mapping of vulnerable areas, community involvement, and cross-agency coordination.

The goal of the regional regulation is to maintain public order. Violations continue to pose a potential disruption to the community, preventing the regional regulation from fully achieving its goal of public order. Violations continue to cause potential disruptions to the community. Public order in this context means not only the absence of noise or violence but also the creation of social conditions that are orderly, safe, and in accordance with applicable legal norms. As long as the circulation of illegal alcoholic beverages is still ongoing, the potential for disruption of order remains. Therefore, the ongoing implementation of local regulations is insufficient to conclude that the goal of achieving public order has been fully met.

The field findings show that the main obstacle to the implementation of local regulations lies not in the absence of norms, but in the gap between norms and implementation capacity. From a legal perspective, local regulations have provided the basis for control, supervision, prohibition, and sanctions. However, from the factors of apparatus and facilities, the implementation is still faced with a limited range of supervision, operational facilities, and patterns of violations that are moving. From the factors of society and legal culture, support for public order has not yet been fully transformed into active obedience and the courage to report. Thus, the theory of legal effectiveness is not only used as a conceptual description but also as a tool to read why the implementation of local regulations is already underway but has not yet resulted in stable social compliance.

The analysis indicates that the implementation of local regulations is ineffective. Local regulations cannot be declared a failure because the local government has conducted patrols, raids, surveillance, controls, and public complaint services. However, we cannot declare the regional regulation fully effective, as violations continue to occur in secret and shift locations. Thus, Gorontalo City Regulation No. 3 of 2017 is only moderately effective in realizing public order.

The assessment is important so that the discussion does not stop at the mere existence of violations. Violations that still occur mean that the regulation works imperfectly. Local regulations continue to serve as a legal basis, a means of control, and a source of authority for local governments. However, in order for local regulations to be

truly effective, their implementation must be strengthened through consistency of supervision, firmness of administrative actions, improvement of operational facilities, expansion of socialization, and strengthening community participation. Thus, the goal of realizing public order can be more aligned with the expected social reality.

The implementation of local regulations must also be placed in the context of the relationship between legal certainty, justice, and expediency. Legal certainty has been normatively established. The regional regulation has met the normative requirement for legal certainty by incorporating a formulation of control, supervision, licensing, prohibition, and sanctions. However, if the community continues to experience the consequences of illegal alcohol sales, it will not achieve justice or benefits. However, the community will not achieve justice and benefits if it continues to experience the consequences of illegal alcohol sales. However, if the community continues to experience the consequences of illegal alcohol sales, then justice and benefit remain unfulfilled. The law must do more than just set norms; it must create a safe, orderly environment. In this case, the effectiveness of implementing local regulations has not yet been fully realized. In this case, we still need to strengthen the effectiveness of implementing local regulations.

2. Factors affecting the effectiveness of the implementation of Gorontalo Regional Regulation Number 3 of 2017

The effectiveness of the implementation of Gorontalo Regional Regulation Number 3 of 2017: Several interrelated factors influence the effectiveness of implementing Gorontalo Regional Regulation Number 3 of 2017. The first factor is the substance of the law. From this aspect, the regional regulation has provided a fairly clear normative basis. Provisions regarding the purpose of regulation, classification of alcoholic beverages, restrictions on circulation, licensing mechanisms, supervision, prohibitions, and sanctions have become the basis for local governments to exercise control. The formulation of the norm is important because it provides certainty for the implementing apparatus and the community about the limits of permissible and prohibited behavior.

The results indicated that the substance of the law is not the main factor that inhibits the effectiveness of local regulations. Legal norms have become available and relatively clear. The main problem arises precisely when the norm must be translated into concrete actions on the ground. This situation shows that the legal aspect is static, while the effectiveness is determined by the dynamics of implementation. The existence of clear

norms only provides direction and limits to action but does not automatically create compliance if it is not supported by consistent supervision and legal awareness of society.

The second factor is the implementing apparatus. The Gorontalo City Civil Service police unit plays an important role in the implementation of local regulations because it is tasked with organizing public order and enforcing local regulations.¹² Satpol PP has carried out various activities, such as patrols, raids, control, and follow-up on public complaints. This activity shows the institutional commitment to carrying out the function of monitoring the circulation of alcoholic beverages.

However, the implementing apparatus has not fully maximized its effectiveness. Despite conducting patrols and raids, violations continue to occur. Even though patrols and raids Despite conducting patrols and raids, violations continue to occur., violations still occur. This situation shows that control activities have not been fully able to create a deterrent effect. In addition, the approach that tends to be persuasive through reprimand and coaching needs to be balanced with the consistency of the application of administrative sanctions so that violations are not considered tolerable actions. In the context of the effectiveness of the law, the implementing apparatus is not only assessed by the presence or absence of supervisory activities but also by the ability of these activities to change people's behavior.

The consistency of the apparatus becomes a decisive factor. If surveillance is only conducted at a specific time or location, offenders can adjust strategies to avoid officers. Therefore, surveillance patterns need to be developed more systematically. Local governments need to map vulnerable areas, improve coordination between agencies, and build a complaint system that is easily accessible to the public. Consistent implementation will reinforce the message that local regulations are not just written rules, but norms that actually apply in people's lives.

The third factor is facilities and infrastructure. The implementation of supervision and control requires the support of operational facilities, number of personnel, and budget. The results showed that Satpol PP Gorontalo City has operational vehicles in the form of three units of cars, including two units of Dalmas cars, which are used in patrol activities and raids in the field.¹³ The existence of these facilities shows that the local

¹² Dina Safira Retna Sari and Calvin Edo Wahyudi, "Efektivitas Strategi Satuan Polisi Pamong Praja Kota Madiun Dalam Penertiban Pedagang Kaki Lima," *JLAP (Jurnal Ilmu Administrasi Publik)* 12, no. 1 (2024): 45, <https://doi.org/10.31764/jiap.v12i1.21770>.

¹³ Pejabat Satuan Polisi Pamong Praja Kota Gorontalo, "Hasil Wawancara."

government has provided the means to support the implementation of local regulations.

However, the availability of such facilities has not fully met the needs of supervision. The number of vehicles and personnel is still limited when compared with the area of supervision and the dynamics of the circulation of alcoholic beverages. This limitation causes surveillance to not be carried out evenly throughout the region. Surveillance tends to be directed at points that are considered vulnerable, while other less monitored areas can be a space for hidden violations. Thus, the limitations of facilities and infrastructure have a direct impact on the effectiveness of the implementation of local regulations.

Budget constraints also affect the intensity of supervision. Patrol activities, raids, control, and follow-up complaints require operational expenses. If budget support is limited, then the frequency and range of activities will also be limited. This condition shows that the effectiveness of local regulations depends not only on the normative will of local governments but also on the institutional capacity and support of available resources. Within the framework of local government, the strengthening of facilities and infrastructure is an important part of efforts to strengthen the functioning of public order.

The fourth factor is society. Society is the subject of law that determines the success or failure of the implementation of local regulations. Some people support the existence of local regulations because they want a safe and orderly environment free from interference due to the consumption of alcoholic beverages. This support is social capital for local governments in conducting control and supervision. However, the level of community compliance has not been evenly distributed. There are still parties who commit violations, especially the hidden sale of alcoholic beverages.

Community compliance is influenced by several things, including economic factors, social habits, and understanding of the law.¹⁴ For some performers, the sale of alcoholic beverages can be considered a source of income.¹⁵ In such circumstances, legal prohibitions or restrictions may be waived if supervision is weak.¹⁶ In addition, gathering

¹⁴ Ayuta Puspa Citra Zuama, "Menciptakan Perlindungan Hukum Yang Efektif Bagi Hak Cipta Karya Sastra Film Nasional: Utopis Atau Logis?," *Jurnal Hukum Dan Pembangunan Ekonomi* 8, no. 2 (2021): 95, <https://doi.org/10.20961/hpe.v8i2.49760>.

¹⁵ Sakiko Yamaguchi, Raphael Lencucha, and Thomas G Brown, "A Qualitative Study of Local Perspectives on Problem Drinking in Peruvian Andean Highlands: Control, Power, and Responsibility," *Research Square (Research Square)*, 2021, <https://doi.org/10.21203/rs.3.rs-149064/v1>.

¹⁶ Enza Resdiana and Mery Eka Nordiansah, "Analisis Kebijakan Pengelolaan Kawasan Karst Dalam Kelestarian Lingkungan Di Batuputih Sumenep Madura," *Paradigma Jurnal Masalah Sosial Politik Dan Kebijakan* 26, no. 2 (2022): 188, <https://doi.org/10.31315/paradigma.v26i2.7467>.

habits or certain social activities can trigger the consumption of alcoholic beverages. Low public understanding of the content of local regulations and sanctions can also cause compliance to not have been formed as a whole.¹⁷

Socialization becomes an important element in strengthening community compliance.¹⁸ Local regulations are not only enforced but also must be understood by the community. Local governments need to ensure that people are aware of the purpose of local regulations, regulated prohibitions, consequences of violations, and reporting mechanisms. Limited socialization causes some people to only know about raids but not understand the substance of the rules and the reasons for the protection behind them. In fact, obedience built out of understanding tends to be stronger than obedience that only arises out of fear of raids.

The fifth factor is legal culture. Legal culture is related to the values, attitudes, and habits of people in viewing the law. The people of Gorontalo City have strong social and religious values. Normatively, the value favors the control of alcoholic beverages since the circulation and consumption of alcohol are not in line with the religious norms, customs, and decency that live in society. However, such normative values are not yet fully effective social control.

The persistence of tolerance for violations indicates that the legal culture of society has not yet been firmly formed. In some circumstances, the public may be aware of the sale of alcoholic beverages but not report it because they consider it a private matter, are afraid of causing conflict, or have become accustomed to the existence of the practice. This situation weakens social control and makes the apparatus have to work alone in conducting surveillance.¹⁹ In fact, the control of alcoholic beverages will be more effective if the community is actively part of the social surveillance system.

A strong legal culture is characterized not only by a moral rejection of alcoholic beverages but also by concrete actions to comply with and support the implementation of the law. In this context, we must translate Indigenous and religious values into concrete legal awareness. Local governments can involve community leaders, religious leaders,

¹⁷ Fahria Fahria and Muh. Mufti M Djafar, "Violation of Traffic Signaling Equipment by Road Users (A Research in the Ternate City Police Legal Area in Ternate City)," *International Journal of Multicultural and Multireligious Understanding* 8, no. 12 (2021): 153, <https://doi.org/10.18415/ijmmu.v8i12.3266>.

¹⁸ Ending Solehudin, Idzam Fautanu, and Lutfi Fahrul Rizal, "The Value of Community Participation in the Creation of Local Legal Products in Indonesia," *Hanifiya: Jurnal Studi Agama-Agama* 7, no. 1 (June 4, 2024): 99–114, <https://doi.org/10.15575/hanifiya.v7i1.34483>.

¹⁹ Resdiana and Nordiansah, "Analisis Kebijakan Pengelolaan Kawasan Karst Dalam Kelestarian Lingkungan Di Batuputih Sumenep Madura."

youth, and village officials in socialization and supervision activities. The involvement is important because the formal apparatus has a limited range, while the community knows more closely the environmental conditions.

These five factors indicate that the effectiveness of the implementation of local regulations is the result of interaction between norms, apparatus, facilities, society, and legal culture. If any factor is suboptimal, achieving the regulation's purpose is also difficult. This imbalance causes the implementation of local regulations to not have been able to realize public order optimally.

In the perspective of law enforcement, these conditions indicate that the implementation of local regulations has not fully presented a balance between legal certainty, justice, and expediency. Legal certainty has been provided through local regulation norms, but the benefits in the form of public order have not been fully felt because violations still occur. Justice is also not fully achieved if enforcement is inconsistent or the obedient community still feels the impact of the other party's violation. Therefore, improving the effectiveness of local regulations needs to be directed at strengthening implementation, not merely changing norms.

Strengthening implementation can be done through several steps. First, local governments need to increase the intensity and quality of surveillance based on mapping vulnerable areas. Second, Satpol PP needs to strengthen coordination with the police, village officials, licensing agencies, and community leaders so that supervision does not run sectoral. Third, operational facilities and infrastructure need to be improved so that the range of supervision is more evenly distributed. Fourth, the socialization of local regulations must be expanded so that people understand the content of the regulations and the reasons for their formation. Fifth, community participation needs to be strengthened through an accessible and secure complaint channel. To clarify the relationship between the theory of legal effectiveness and field findings, the factors that influence the implementation of Gorontalo City Regulation No. 3 of 2017 can be summarized in the following table.

Table 1. Factors Influencing the Effectiveness of the Implementation of Gorontalo City Regional Regulation Number 3 of 2017

Legal Effectiveness Factor	Research Findings	Analysis
Legal substance	The Regional Regulation provides provisions on control, supervision, prohibitions, licensing, and sanctions.	The relevant legal norms are relatively comprehensive; however, effectiveness is not determined solely by the clarity of the regulations.
Enforcement officers	The Municipal Police Unit conducts patrols, inspections, enforcement operations, and complaint-handling services.	Implementation has been carried out, but greater consistency and a more targeted supervision strategy are required.
Facilities and infrastructure	Operational vehicles are available, but the scope of supervision remains limited.	The available facilities support implementation but have not yet ensured evenly distributed supervision.
Community	Some members of the community support public order, but compliance remains uneven.	Legal awareness has not yet fully developed into active compliance.
Legal culture	Social and religious values support the control of alcoholic beverages, but social control remains weak.	Legal culture has not yet fully functioned as a mechanism for preventing violations.

Source: Processed from interviews, observations, and an analysis based on the theory of legal effectiveness.

Thus, the factors that affect the effectiveness of the implementation of local regulations cannot be viewed separately. A beneficial legal substance still requires a consistent apparatus, adequate facilities, an obedient society, and a supportive legal culture. The implementation of Gorontalo City Regulation Number 3 of 2017 will be more effective if local governments not only rely on raids but also build a sustainable surveillance system that involves the community. This approach is in line with the purpose of local regulations as an instrument of local government to create a real public order.

C. CONCLUSION

The implementation of Gorontalo City Regional Regulation Number 3 of 2017 has been running through patrols, raids, surveillance, control, and public complaint services, but its effectiveness is still moderate because hidden violations and moving locations are still found. The factors that most influence the effectiveness of local regulations are the

limitations of implementation, operational facilities, community compliance, and legal culture, while the relative substance of the law has provided the basis for control and supervision. The scientific contribution of this article lies in explaining that the effectiveness of the bylaws on alcoholic beverages is not sufficiently assessed by the existence of norms but must be tested through the capacity of the apparatus, empirical evidence, and public participation in maintaining public order. Policy implications are the need for mapping-based surveillance of vulnerable areas and consistency of administrative sanctions.

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