Implementation of Sanctions Against Unlicensed Alcoholic Beverage Sellers in Pekanbaru City Based on Regional Government Regulation No. 13 of 2021 concerning Public Order and Tranquility

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Abstract

This study aims to examine the efforts of Satpol PP as the enforcer of Perda and Perkada in tackling the circulation of alcoholic beverages and the application of sanctions against its sellers in Pekanbaru city as well as the factors that support and inhibit the enforcement of the Law. The research method used is field research method, the research was conducted in pekanbaru city. The type of research in this writing is empirical juridical research, because it approaches the problem from the applicable regulations and the reality in society. the results of this study There are 3 (three) efforts of Satpol PP and related agencies in tackling the circulation of alcoholic beverages, namely: Preincentive efforts, preventive efforts and repressive efforts in this case Satpol PP and related agencies have 3 (three) supporting factors, namely: legal substance factors, informant factors, community leaders factors. and 4 (four) inhibiting factors, namely: human resource factors, intellectual resources of expert investigators, facilities and infrastructure factors of law enforcement, ground rules factors, community factors, and community culture factors.

INTRODUCTION

The state as an organization of power has the authority to regulate society in the country in accordance with the policy pattern of the state government. The instrument to regulate public life is the rule of law that applies in the society of the country concerned both in writing and unwritten. The state in running the government requires the existence of state organizers which are technically called State Institutions.\textsuperscript{1} State Institutions are government organizers and are a component in the system of state administration carrying out their duties based on the Constitution and Laws. Therefore, the state authorizes a Government Institution

to carry out government functions to maintain the security and order of society in order to remain peaceful and orderly.\textsuperscript{2}

The rapid economic and population growth of Pekanbaru City gives a new nuance to the environment and the people who live or domicile in the area which is also known as the city of luck and civilization. So do not be surprised if we find many people who come to this city from various types, circles and different backgrounds. Starting from ethnicity, tribe, race, culture, religion and profession. Therefore, it cannot be denied that the diversity that is present in the community will produce different movements and behavior patterns in each individual community.

In society, especially in urban areas, there are many activities undertaken in society, one of which is in the economic sector, namely buying and selling or trading activities. In this trade, there are often activities that violate applicable regulations or laws, such as not having a license, selling prohibited goods, where these trading activities can be found in the community who work as street vendors.

The government has made regulations directly related to the circulation of alcoholic beverages through Regulation of the Minister of Trade of the Republic of Indonesia No. 6/2015 on the Control and Supervision of the Procurement, Distribution and Sale of Alcoholic Beverages. This shows that the government is serious in tackling the negative impacts of alcoholic beverages. In Regulation of the Minister of Trade of the Republic of Indonesia No. 6/2015, local governments are given an important role in its implementation. One of them is that the local government, in this case the Regent/Mayor, has the authority to determine which places are allowed to sell alcoholic beverages, including the Pekanbaru City Government.

Trade is sometimes conducted in a fraudulent manner. An example of this is the unlawful sale of liquor. In the Regulation of the Minister of Trade Number Sixth Amendment to the Regulation of the Minister of Trade Number 20/M-Dag/ Per/4/2014 on the Control and Supervision of the Procurement, Distribution, and Sale of Alcoholic Beverages, and the Sale of Liquor, it is said that if you want to carry out liquor trading business activities, you must first have a SIUP-MB (license to be able to carry out special liquor trading business activities). With such a complicated process, the community began to take the middle way and did not care about the existing regulations.

\textsuperscript{2} Ibid.
Alcoholic beverages in the explanation of Article 537 of the Criminal Code, liquor is a drink containing alcohol that can intoxicate. Thus, alcohol is a beverage that is intoxicating, harmful to the human mind and physique. The danger affects the family, wife and children, as well as the nation and state, spiritually, materially and morally.\(^3\)

On the other hand, the diverse attitudes and acceptance of Indonesian society towards alcoholic beverages as described above has been the basis for the issuance of several local regulations (Perda) or various regional policies. However, the policies on alcoholic beverages stipulated in various laws and regulations, ranging from the level of laws to the level of existing regional regulations, are still not specifically mentioned, i.e. only categorized as “beverages” or “processed food”. For example, Articles 111 and 112 of Law No. 36 of 2009 on Health; Articles 86, 89, 90, 91, 97, 99, and 104 of Law No. 18 of 2012 on Food; Government Regulation No. 28 of 2004 on Food Safety, Quality, and Nutrition; Presidential Decree No. 3 of 1997 on the Supervision and Control of Alcoholic Beverages; Minister of Trade Regulation No. 15/M-DAG/PER/3/2015 on the Third Amendment to the Minister of Trade Regulation on the Distribution, Sale, Supervision and Control of Alcoholic Beverages; and Minister of Industry Regulation No. 71/M-IND/PER/7/2012 on the Control and Supervision of the Alcoholic Beverage Industry (which also regulates traditional alcoholic beverages). The facts above show that some Indonesians are accustomed to consuming alcoholic beverages, both manufactured and traditional as well as oplosan. However, to date, the regulation is still scattered, ranging from existing laws and regulations in various agencies to regional regulations with various substances (in accordance with their respective local/regional policies).

The practice of production, sale, and distribution of alcoholic beverages is a form of violation and criminal offense regulated in several legal regulations, namely the regulation of the Minister of Trade number 25 of 2019 concerning the sixth amendment to the regulation of the Minister of Trade number 20 / M-Dag / supervision of the procurement, circulation, and sale of alcoholic beverages, as well as the regulation in the Criminal Code in the provisions of the Criminal Code (KUHP) the crime of circulation of oplosan liquor is regulated in Article 204 paragraph (1) of the Criminal Code (KUHP).

To overcome the negative impact of alcoholic beverages, the state needs to play a role in creating an environment free from alcohol abuse because the role of stakeholders is vital. Rules and regulations on alcoholic beverages. Governments at both the central and local levels should be responsible for dealing with the problem of alcoholic beverages. The government’s responsibility should not only be to issue regulations and policies or to supervise and control the circulation of alcoholic beverages, but also to supervise and enforce law enforcement strictly on the regulations and policies that have been issued and to socialize to the public about the negative impact of consuming alcoholic beverages.4

Legal arrangements regarding the control of alcohol abuse can be found and regulated in several regulations, both ministerial regulations and regional regulations. In Pekanbaru City, although there is no legal regulation on the prohibition of alcohol abuse, the prohibition is implicitly found in several regional regulations, such as Regional Regulation No. 14/2006 on Business License Retribution and Regional Regulation No. 13/2021 on Public Order and Community Peace. And the two regulations are then used as a legal umbrella and guidelines for regional regulation enforcers such as the Pamong Praja Police Unit in collaboration with related institutions in order to carry out public order enforcement activities. But in reality, when the author conducted a series of observation activities at several locations in Pekanbaru City, the author still found traders who easily sold alcoholic beverage merchandise in places that were clearly prohibited from distribution.

Based on the above background, this study aims to describe how the role of police institutions in the city of Pekanbaru in implementing sanctions against sellers of alcoholic beverages and overcoming the abuse of alcoholic beverages as an institution that is included in the state administration system in Indonesia in Pekanbaru City. The type of research used is juridical sociological, which is research conducted by identifying the law and how effective the implementation of the law is in society.5

JURIDICAL REVIEW OF LOCAL GOVERNMENT REGULATION NUMBER 13 OF 2021 CONCERNING PUBLIC ORDER AND TRANQUILITY OF THE COMMUNITY

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The position of regional government is regulated in Article 18 of the 1945 Constitution of the Republic of Indonesia concerning regional government. Local government is the administration of government affairs by the local government and the Regional People's Representative Council (DPRD) according to the principles of autonomy and assistance with the principle of autonomy as broad as possible within the system and principles of a unitary State of Indonesia as referred to in the 1945 Constitution of the Republic of Indonesia.6

A government administration in order to develop the region and the character of human resources in an area can run well and smoothly if the peace and order is maintained, which is a condition where the community and government are dynamic so that they can carry out activities safely, peacefully, orderly and regularly. The whole process of achievement requires rules in terms of Public Order. With a high level of Public Order, a sense of comfort will always be felt by the community. The problems of cleanliness, arrangement, public order and peace are problems that are often used as parameters in the success of a city or region, especially since the opening of the door to regional autonomy, each region is then competing to organize its area. Various regions seem to be competing to make local regulations on public order. Where a local regulation on public order must be made in accordance with the circumstances and needs of a city.

Provisions on the formation of Regency or City Regulations are almost the same as the formation of Provincial Regulations. The provisions on the establishment of Regency / City Regional Regulations are an effort in order to realize Indonesia as a state of law. Therefore, national legal development must be carried out in a planned, integrated and sustainable manner in a national legal system that guarantees the protection of the rights and obligations of all Indonesian people. According to the order of laws and regulations, regional regulations are at the bottom of the order, so it appears that the lower the order, the more specialized the content of each regulation. With the smaller content material, it will be easier to determine the lowest content material because the latter is the residual result of the regulations on top. With the regulation of the formation process to the content material contained in a local regulation or draft local regulation, problematic local regulations should no longer appear. However, in reality there are still many problematic draft regulations and local regulations. Wahiduddin

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Adams, explains that the emergence of problematic regional regulations and draft regulations is caused by among other reasons:

1. weak human resources (legislative support system) in the regions;
2. weak guidance and socialization from the central government to the regions;
3. weak public monitoring (participation) of local government performance;
4. the preparation of local regulations is still influenced by short-term interests (to increase PAD) and prioritizes the interests of local elites.7

As for the prohibition of the sale of alcoholic beverages in the Pekanbaru City Regional Regulation Number 13 of 2021 concerning Public Order and Community Peace, there is no specific regulation on alcoholic beverages and is only found in the eleventh section on Orderly Places of Entertainment and Crowds in Article 36 Paragraphs 1 and 2 which reads; (1) Every person who organizes a crowd is prohibited from providing alcoholic beverages. (2) Every person in a crowd is prohibited from carrying and or consuming alcoholic beverages.

Sanctions regulated in Regional Regulation Number 13 of 2021 Pekanbaru City concerning Public Order and Community Peace, namely there are administrative sanctions and criminal sanctions. Administrative sanctions are intended for large-scale entrepreneurs and retailers who have official licenses from the industry and trade office such as license revocation or closure of business premises and criminal sanctions are intended for any person or legal entity that violates the provisions of laws and regulations related to alcoholic beverages. Sanctions contained in the Pekanbaru City Regional Regulation Number 13 of 2021 concerning Public Order and Community Peace are found in chapter V on enforcement, chapter VII on administrative sanctions and chapter VIII on criminal sanctions.

Meanwhile, users may be subject to administrative fines, both light and heavy, amounting to Rp.5,000,000 (Five million rupiah). Of course this will not have a deterrent effect on the user. As for the criminal provisions, there are no criminal provisions for violators of Article 36 for any person or business entity that commits alcohol abuse or the sale of alcohol without a license. Criminal sanctions are imposed on organizers of nightlife activities that have the effect of disrupting public order in the community and to impose criminal sanctions must go through administrative sanctions that have been regulated in the local regulation.

ANALYSIS OF THE APPLICATION OF SANCTIONS AGAINST UNLICENSED ALCOHOLIC BEVERAGE SELLERS IN PEKANBARU CITY BASED ON PEKANBARU CITY LOCAL GOVERNMENT REGULATION NUMBER 13 OF 2021 CONCERNING PUBLIC ORDER AND COMMUNITY TRANQUILITY

A prosperous and good country requires good cooperation between the government and its people, the community has a role in realizing the ideals of the country both national and international development. With the cooperation between the government and the community, the goals and targets of national and international development will soon be achieved so that in the future a prosperous society can be realized. A prosperous nation often faces various problems both from outside and inside. The positive or good impact of national and international development is the realization of increased prosperity and welfare of the Indonesian people, and the negative or bad impact is the increase in various kinds of crime, which has an influence on the smoothness and success of development.\(^8\)

Government reform in Indonesia has led to changes in governance. Governance that was initially centralized has changed towards decentralization. This is characterized by the granting of broader regional autonomy to the regions. Local government with autonomy is a form of transition from centralization to decentralization. The process of change from centralization to decentralization not only affects administratively but also politically and socio-culturally. So that autonomy also has an impact on the community (public), private bodies or institutions in various fields. The rule of law requires that all actions, including those of state officials, have a clear legal basis or legality, both based on written law and based on unwritten law.\(^9\)

The implementation of Regional Autonomy and Decentralization requires a legal instrument to ensure the implementation of the rights, authorities and assistance tasks that have been handed over by the Central Government to the Regions. The legal instrument is in the form of Regional Regulations. These local regulations are made as a form of implementing regional autonomy and assistance tasks. Local regulations are a strategic instrument in achieving the objectives of decentralization. The goal of decentralization will be achieved through a strategic and effective instrument. In the context of regional autonomy, the existence of local regulations in principle plays a role in encouraging maximum decentralization. From a

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\(^8\) Soedjono Dirjosisworo, *Alkoholisme, Paparan Hukum Dan Kriminologi*, (Bandung: Remaja Karya, 1984), 111.

political perspective, the objectives of decentralization can be seen from the perspective of local government and central government. The purpose of decentralization from the local government side is to realize political equality, local accountability and local responsiveness. Meanwhile, the objectives of decentralization from the central government side are to realize political education, provide training in political leadership and create political stability.\textsuperscript{10}

 Provincial Regional Regulations are laws and regulations formed by the Provincial House of Representatives with the joint approval of the Governor, while Regency / City Regional Regulations are laws and regulations formed by the Regency / City Regional House of Representatives with the joint approval of the Regent / Mayor. A legal product cannot be called a Regional Regulation (Perda) if it is only stipulated by the Regional Head, without being approved by the DPRD. Because the partnership relationship between the DPRD and the Head of the region, in this case the Governor, is an equal partnership. So that joint approval is needed in the formation of local regulations. Regarding the transfer of Government affairs by the Central Government to the Autonomous Regional Government, both Provincial and Regency / City Regional Regulations act as organizers of Regional Autonomy and Assistance Tasks.\textsuperscript{11}

 In regional autonomy, autonomous regions need legal instruments as a means of implementing autonomy and assistance tasks given from the central government to local governments. With the existence of regional regulations, the legal basis for the regions to carry out the tasks of assistance and the implementation of other authorities regarding regional autonomy becomes stronger.\textsuperscript{12} Related to the hierarchy of legislation, the function of local regulations must also be subject to the provisions of the hierarchy of laws and regulations. The role of local regulations in regional autonomy includes: First, local regulations as policy instruments in implementing broad and responsible regional autonomy. In this function, local regulations as legal instruments are regional policy tools to implement regional autonomy and co-administration. As a regional policy tool, the main objective is to improve the welfare of the regional community through sustainable regional development.\textsuperscript{13}

 Second, local regulations are the implementers of higher laws and regulations. So it must comply with the principle of the order of laws and regulations. Third, capture and channel

\textsuperscript{10} Syarif Hidayat, \textit{Desentralisasi untuk Pembangunan Daerah, edisi 14 Tahun IV}, (Jakarta:Jentera, 2006), 56.  
\textsuperscript{13} Ibid.
the aspirations of the regional community. Local regulations are a means of channeling the special conditions of the region in the context of economic, social, political and cultural dimensions. Fourth, as a tool for transforming regional change. In this function, local regulations contribute to the success of regional governance and development. Fifth, harmonizer of various interests. Local regulations are legislative products that bring together various interests.14

Hans Kelsen argues that legal norms are tiered and layered in a hierarchy (order), in the sense that a lower norm applies, is sourced and based on a higher norm, a higher norm applies, is sourced and based on a higher norm, and so on until a norm that cannot be traced further and is hypothetical and fictitious. Law is the foundation of development in other fields which means the actualization of the function of law as a tool of social engineering / development, an instrument of problem solving, and an instrument of regulating community behavior. Given that Indonesia is a State of Law, all actions taken by both state implementers and citizens must be based on the law.15

Socially, consuming alcoholic beverages can create an economic burden and can also destroy the family economy due to decreased productivity. In addition, when under the influence of alcohol, people are often unable to control themselves and commit crimes that can lead to disruption of public order, peace and security because crimes including riots, separatism and terrorism are also increasing. This condition can cause unrest and anxiety in the community. Another broader impact is the destruction of the quality and competitiveness of the nation and can kill the future and glory of the country. This condition can jeopardize the life of the nation and state, resulting in the destruction of national unity and integrity, which in turn will damage national stability and the morality of Indonesian people in the future. Given the extensive impact of alcoholic beverages on life and the threat to the sustainability of the younger generation in the future, its use needs to be controlled.16

The 1945 Constitution of the Republic of Indonesia (UUD RI) Article 28 H paragraph (1), has mandated that everyone has the right to live in physical and mental prosperity, to live

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and obtain a good and healthy environment and to obtain health services. The government does not only guard against violating or infringing on one's rights, but must also strive for the fulfillment of these rights. Likewise, the right to health is the responsibility of the Government to fulfill. For this reason, the Government is obliged to provide health services and make arrangements to protect the health of its people. This is a manifestation of the government's duties in carrying out government functions based on good governance. This concept is also in line with the concept of the right to an optimal degree of health according to WHO, where there are two obligations of the government towards its people in the health sector, namely, first regulation (in the context of health protection for rights holders) and second the provision of health facilities or services.\textsuperscript{17}

In relation to the circulation and consumption of alcoholic beverages in society, the right to health as a human right and as a necessary condition for the fulfillment of other rights has been internationally recognized. The right to health includes the right to a healthy life and work, the right to health services and health means that the government is responsible for creating conditions that enable individuals to live healthy lives and be free from the negative effects of alcohol. This means that the government is required to be able to make policies that lead to efforts to protect the younger generation from the negative effects of alcohol both in terms of health and social. This includes policies related to access to alcoholic beverages (both modern/manufactured and traditional alcoholic beverages as well as oplosan) and access to rehabilitation services for alcohol abuse and dependence. For this reason, a firm and clear commitment and concept, as well as the participation of the community, are needed to realize the goal of protecting the younger generation from the negative health and social effects of alcoholic beverages.

The main purpose of local regulations in Pekanbaru city is to empower the community and realize regional independence, and the formation of local regulations must be based on the principles of the formation of legislation in general, including favoring the interests of the people, upholding human rights, environmental and cultural insight. One of the implementation of the Pekanbaru City Regional Regulation Number 13 of 2021 concerning Public Order and Peace of Mind. In das sollen, this policy is expected to be able to emphasize the problems that have occurred so far so as to create order in the implementation of the circulation of alcoholic beverages.

\textsuperscript{17} Miko Ardinata, “Hak atas Derajat Kesehatan Optimal sebagai HAM di Indonesia”, \textit{Jurnal HAM} 2, no. 11 (2022): 3.
beverages in Pekanbaru City. Regarding the regulation of alcohol consumption, policy evaluation is carried out through a formal evaluation approach to contribute to the clarification and criticism of the values underlying the determination of the objectives and targets of the existing regulation of alcohol consumption. Formal evaluation can thus shed light on how policies and their implementation can achieve objectives. An evaluation of the current alcohol consumption regulation can lead to improvements. It can also lead to decisions that completely replace the existing models.

Based on the results of interviews with informants from the Pekanbaru City Regional People's Representative Council element who is the chairman of Commission II of the Pekanbaru City Regional People's Representative Council Dapot Sinaga, S. E, he said that in order to protect all the people of Pekanbaru City from the dangers of alcoholic beverages, his party always coordinates with the Pekanbaru City Industry and Trade Office, the Pekanbaru City Pamong Praja Police Unit and the Pekanbaru City Resort Police in terms of taking action against alcoholic beverage traders who do not have distribution permits from the disperindag, he said that even commission II of the Pekanbaru City Regional House of Representatives often participates in unannounced inspections conducted by the Industry and Trade Office and the Pekanbaru City Pamong Praja Police Unit.

In the implementation of a social problem, there needs to be cooperation from all related parties, both government and society, the success or failure of efforts to overcome social problems depends on the commitment of each party to carry out its role to the fullest, increasing the role of related officials in solving the social problem of alcoholic beverage circulation can be done by evaluating the implementation of tasks that have been carried out, as well as improving performance, there are 3 three efforts of police officers and Satpol PP in tackling the circulation of alcoholic beverages, namely:

1. Pre-emptif efforts

Pre-emptif efforts are the initial efforts that must be made by the police and Satpol PP to prevent deviant behavior such as consuming alcoholic beverages and selling them freely, in this pre-emptif effort what is done is the cultivation of good values / norms according to applicable customs, so that with the cultivation of applicable values, it can prevent individual behavioral intentions to commit deviant behavior in society.

2. Preventive efforts
Preventive efforts are efforts in the form of socialization in the community, schools, and communities that are prone to consuming alcohol, in addition to conducting cross-sectoral meetings with community leaders to discuss alcohol and its prevention.

3. Repressive efforts

Repressive efforts are in the form of enforcement and control operations. The targets are stalls, cafes, and herbal shops suspected of selling illegal and oplosan alcoholic beverages.

CONCLUSION

Unlicensed alcoholic beverages are alcoholic beverages that are sold illegally at low prices and are vulnerable to being mixed and contain harmful ingredients. In an effort to enforce the law against the circulation of unlicensed alcoholic beverages, local regulation enforcers in the form of the Pamong Praja Police Unit take strategy steps in the form of preemptive, preventive and repressive efforts which involve related departments, institutions and agencies. In its implementation, law enforcement and the application of sanctions against the circulation of illegal alcoholic beverages have not been enforced optimally for several reasons, among others: There is no Regional Regulation of Pekanbaru City that specifically regulates alcoholic beverages, law enforcers have difficulty suppressing the circulation of unlicensed alcoholic beverages because the existing legal regulations are still weak and the effectiveness of penalties against dealers and sellers of alcoholic beverages has not created a deterrent effect, the lack of budget given for activities and the lack of personnel and poor coordination across OPDs have hampered enforcement against violators of Regional Regulation Number 13 of 2021.

So that law enforcement efforts against illegal alcoholic beverages can produce effective results, educational pre-emptive efforts should not only be aimed at the public as consumers of alcoholic drinks but also pre-emptive efforts should be aimed at sellers and distributors of alcoholic drinks in Pekanbaru City so that There is awareness to immediately apply for business permits for those who do not yet have an alcoholic beverage business permit and not to sell alcoholic beverages that do not have a distribution permit. The arrangements made must also be clear what the lining points are (which will be aimed at), whether they will adhere to arrangements that contain a deterrent effect (through cruel criminal acts) or will also accommodate arrangements that are humanistic in their implementation (with rehabilitation).
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