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Implementation of the Operasi Kasih Sayang Program by the Civil Service Police Unit in Realizing Social Order in Barru Regency.

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ABSTRACT

This study examines the implementation of Operasi Kasih Sayang by the Civil Service Police Unit (Satuan Polisi Pamong Praja/Satpol PP) in maintaining social order among adolescents, traders, and the community in Barru Regency, Indonesia, and identifies factors that hinder its implementation. The study employed a qualitative approach. Data were collected through observation, interviews, and documentation, and analyzed using data condensation, data display, and conclusion drawing or verification. The analysis was guided by George C. Edwards III's policy implementation model, which comprises communication, resources, implementer disposition, and bureaucratic structure. The findings indicate that the implementation of Operasi Kasih Sayang has not been optimal. Communication remains inadequate because information and socialization about the operation have not reached all target groups, particularly adolescents and traders. Resource constraints, including limited personnel, facilities, and budget, also restrict the coverage and effectiveness of operations. In contrast, the disposition of implementers and bureaucratic structure have functioned well, as reflected in officers' commitment, the application of standard operating procedures, clear task distribution, leadership direction, and coordination. The study also identifies the social environment as an additional contextual factor influencing implementation, since community characteristics and social responses shape the effectiveness of efforts to maintain public order. The main obstacles are insufficient socialization and limited institutional resources. The study recommends strengthening targeted and continuous communication, expanding cooperation with schools and community leaders, and improving personnel capacity, facilities, and budget support. These measures are expected to enhance the effectiveness and sustainability of Operasi Kasih Sayang in maintaining social order in Barru Regency.

Keywords: Operasi Kasih Sayang; Satpol PP; Social Order; Policy Implementation; Barru Regency.

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A.INTRODUCTION

Social order is an essential element of effective local governance because it creates a safe, orderly, and harmonious environment for community activities. Maintaining social order requires more than the enforcement of regulations; it also involves public awareness, community participation, preventive measures, and the development of responsible social behavior. Local governments are expected to establish an environment in which individual rights, public interests, and community responsibilities can coexist. In this context, public order management must address various social activities that may potentially disrupt the use of public spaces and community life. Government institutions responsible for maintaining public order therefore need to combine regulatory enforcement with education, supervision, and community engagement. Lipsky (2010) emphasizes that frontline public officials play a significant role in translating government policies into actual practices through their direct interactions with citizens. Accordingly, effective social order management requires not only institutional authority but also appropriate approaches to dealing with diverse community groups.

At the global level, public order management has increasingly emphasized inclusive governance, human rights, procedural fairness, and the responsible use of public spaces. Urban and community environments involve different social and economic interests, including the needs of young people, informal workers, traders, and other community members. Consequently, public authorities face the challenge of balancing regulatory compliance with social inclusion and economic considerations. UN-Habitat (2015) highlights the importance of accessible, inclusive, and well-managed public spaces in supporting sustainable urban development and community interaction. Furthermore, Tyler (2006) argues that public compliance with regulations is influenced not only by the threat of sanctions but also by perceptions of legitimacy and fairness in the treatment received from public authorities. These perspectives suggest that public order initiatives should not rely exclusively on coercive enforcement. Instead, preventive education, persuasive communication, and proportionate administrative action can contribute to stronger public trust and more sustainable compliance with local regulations.

In Indonesia, the responsibility for maintaining public order and public peace is institutionally assigned to the Civil Service Police Unit (Satuan Polisi Pamong Praja or Satpol PP).

Law No. 23 of 2014 concerning Regional Government establishes the framework for regional government responsibilities, while Government Regulation No. 16 of 2018 specifically regulates the duties and authority of Satpol PP. Under this regulation, Satpol PP is responsible for enforcing regional regulations and regional head regulations, maintaining public order and public peace, and providing community protection (Republic of Indonesia, 2014, 2018). Its authority includes non-judicial enforcement actions, measures against activities that disturb public order, and administrative actions in accordance with applicable regulations. The regulation also emphasizes the importance of operational standards, professional conduct, and respect for human rights in carrying out these responsibilities. Therefore, the role of Satpol PP extends beyond conducting enforcement operations to include preventive activities, public guidance, and coordination with relevant government institutions and community stakeholders.

At the local level, the implementation of social order policies in Barru Regency requires approaches that respond to the characteristics and needs of different community groups. Young people, traders, and other community members represent groups whose activities may become the focus of public order initiatives, particularly when their behavior or use of public spaces conflicts with applicable regulations. In this context, the Operasi Kasih Sayang program, as identified in this study, provides an important subject for examining how Satpol PP approaches social order through its activities. The program's implementation needs to be understood in relation to the responsibilities of local government, the social conditions of the targeted groups, and the interaction between enforcement officers and the community. However, the specific operational procedures, target locations, frequency of activities, and institutional arrangements of Operasi Kasih Sayang in Barru Regency need to be established through local policy documents and field research. Examining this local initiative is therefore relevant to understanding how public order responsibilities are translated into practical activities at the regency level.

The implementation of Operasi Kasih Sayang raises several important issues concerning the relationship between regulatory enforcement and social approaches to maintaining public order. First, it is necessary to examine how Satpol PP communicates the objectives, rules, and expectations of the program to young people, traders, and the wider community. Second, the implementation process requires adequate personnel, operational facilities, institutional support, and coordination with relevant agencies. Third, the approach adopted by enforcement officers is

important in determining whether program activities are perceived as educational, preventive, or merely repressive. Fourth, the sustainability of the program depends on the extent to which targeted individuals understand and comply with public order regulations after receiving guidance or intervention. Research on street-level enforcement demonstrates that officials' enforcement styles can influence how citizens respond to regulatory interventions (de Boer, 2018, 2020). Similarly, procedural justice is relevant because perceptions of fair treatment can influence public acceptance of government authority and compliance with regulations (Edri-Peer & Cohen, 2023; Nagin & Telep, 2017). These issues provide the basis for examining the implementation of Operasi Kasih Sayang in Barru Regency.

Previous studies have explored the implementation of public order policies, the performance of Satpol PP, and the relationship between enforcement approaches and community behavior. Subawa et al. (2024) examined a humanistic model of public order management and highlighted the importance of considering the social and economic conditions of communities affected by enforcement activities. Research by de Boer (2018) identified different dimensions of street-level enforcement styles, including legal enforcement, facilitation, and accommodation. In a subsequent study, de Boer (2020) examined how enforcement styles influence citizens' obedience and their reactions toward public officials. Wiguna et al. (2025) analyzed the performance of Satpol PP in controlling street vendors in Bandung City and emphasized the importance of evaluating institutional performance and stakeholder perspectives. In addition, research on street vendor governance in Indonesian cities has demonstrated the complexity of balancing public space management with the economic interests and livelihoods of informal traders (The Public Space Paradox, 2025). These studies provide useful perspectives for understanding the challenges of public order implementation and the importance of enforcement approaches that consider social conditions.

Despite these contributions, further research is needed to understand how a specific local initiative integrates enforcement, preventive education, and community engagement into public order management. Previous studies have generally focused on street vendor control, enforcement styles, procedural justice, or broader humanistic approaches to public order (Subawa et al., 2024; Wiguna et al., 2025; de Boer, 2018). However, the implementation of Operasi Kasih Sayang by Satpol PP in Barru Regency offers a different research context because the study considers three

groups—young people, traders, and the wider community—within a single local public order initiative. The novelty of this study lies in examining the program as a local governance instrument that connects institutional enforcement responsibilities with social guidance and community-oriented interventions. It focuses on the implementation process, communication and coordination, the approaches used by Satpol PP officers, and the supporting and inhibiting factors. By addressing these aspects, the study seeks to contribute to a more contextual understanding of how human-centered public order initiatives are implemented at the local government level.

Accordingly, this study aims to analyze the implementation of the Operasi Kasih Sayang program by the Civil Service Police Unit in realizing social order in Barru Regency. Specifically, it examines the implementation mechanisms, the roles and responsibilities of Satpol PP officers, and the approaches applied toward young people, traders, and other community members. It also identifies the supporting and inhibiting factors that influence the implementation of the program, including institutional capacity, human resources, operational facilities, inter-agency coordination, and community participation. Furthermore, the study evaluates how preventive, persuasive, and enforcement-oriented activities contribute to public awareness and compliance with applicable social order regulations. The findings are expected to contribute to public administration scholarship, particularly in the fields of policy implementation, local governance, and public order management. Practically, this research is expected to provide recommendations for strengthening Satpol PP's institutional capacity and developing more effective, proportionate, and socially responsive approaches to maintaining public order in Barru Regency.

B.RESEARCH METHOD

This study employed a normative legal research method (normative juridical research), focusing on the examination of legal norms, statutory regulations, and legal concepts governing the duties and authority of the Civil Service Police Unit (Satuan Polisi Pamong Praja or Satpol PP) in maintaining public order and public peace. The research applied a statutory approach (statute approach) and a conceptual approach (conceptual approach). The primary legal materials consisted of Law No. 23 of 2014 concerning Regional Government and Government Regulation No. 16 of 2018 concerning the Civil Service Police Unit, particularly provisions regulating the duties, functions, authority, and responsibilities of Satpol PP in enforcing regional regulations and

maintaining public order. Relevant regional regulations and institutional provisions governing the implementation of Operasi Kasih Sayang in Barru Regency were also considered, subject to their availability and legal validity. Secondary legal materials included legal textbooks, academic journals, previous research findings, and relevant scholarly publications concerning policy implementation, public order management, human rights, and the role of local government enforcement institutions. These legal materials were examined to establish the legal framework for understanding the implementation of Operasi Kasih Sayang toward adolescents, traders, and the wider community.

The collection of legal materials was conducted through library research, involving the identification, inventory, classification, and examination of relevant legislation, legal literature, and academic publications. The collected materials were analyzed qualitatively using legal interpretation and descriptive-analytical techniques to examine the consistency of the legal framework governing Satpol PP's authority and the implementation of public order policies. The analysis focused on the legal basis of Operasi Kasih Sayang, the scope of Satpol PP's authority, the procedures for maintaining public order, and the application of preventive, persuasive, and enforcement approaches toward adolescents, traders, and community members. Furthermore, the study examined the conformity of these activities with the principles of legality, legal certainty, proportionality, and respect for human rights. The results of the analysis were presented descriptively and analytically to formulate legal conclusions and recommendations concerning the strengthening of the legal framework and the governance of social order in Barru Regency.

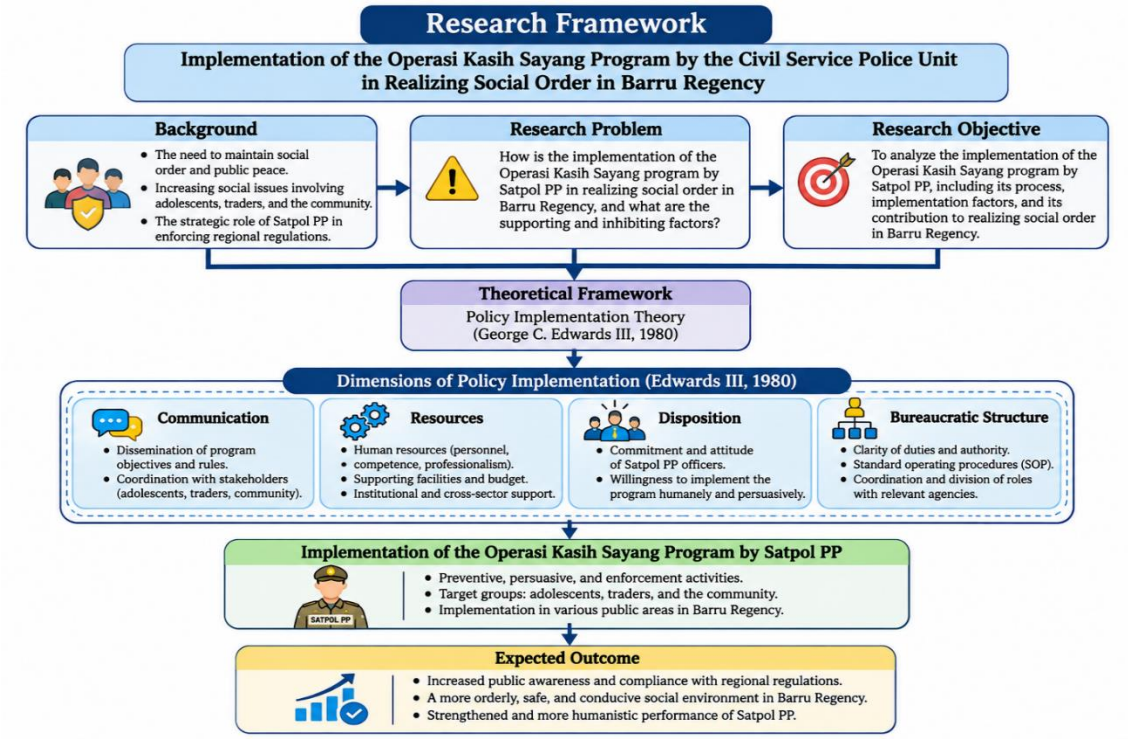


Figure 1 Research Framework for the Implementation of the Operasi Kasih Sayang Program by the Civil Service Police Unit in Realizing Social Order in Barru Regency.

The figure illustrates the conceptual framework of this study, which examines the implementation of the Operasi Kasih Sayang program by the Civil Service Police Unit (Satpol PP) in maintaining social order in Barru Regency. The analysis is based on George C. Edwards III's policy implementation theory (1980), which consists of four dimensions: communication, resources, disposition, and bureaucratic structure. Communication examines the dissemination of program information and coordination with adolescents, traders, and the community. Resources focus on personnel capacity, competence, facilities, and institutional support. Disposition concerns the commitment and attitudes of Satpol PP officers in implementing the program through preventive, persuasive, and enforcement approaches. Meanwhile, bureaucratic structure examines the clarity of responsibilities, standard operating procedures, and coordination with relevant institutions. These four dimensions provide the analytical foundation for evaluating program implementation and identifying supporting and inhibiting factors, with the ultimate objective of strengthening public awareness, regulatory compliance, and the realization of a safe, orderly, and conducive social environment in Barru Regency.

C.RESEARCH RESULTS AND DISCUSSION

- Results

The legal foundation for the implementation of Operasi Kasih Sayang is closely related to the statutory responsibilities of the Civil Service Police Unit (Satuan Polisi Pamong Praja or Satpol PP) in maintaining public order and enforcing regional regulations. Law No. 23 of 2014 concerning Regional Government establishes the institutional position of Satpol PP as a regional government instrument responsible for enforcing regional regulations, maintaining public order and public peace, and providing community protection. These responsibilities are further regulated under Government Regulation No. 16 of 2018 concerning the Civil Service Police Unit. The regulation provides the legal basis for Satpol PP to conduct supervision, take enforcement measures against violations of regional regulations, and coordinate public order activities with relevant institutions. Accordingly, Operasi Kasih Sayang can be understood as an operational initiative within the broader mandate of Satpol PP to maintain public order. Its implementation, however, must remain within the authority and procedures established by applicable legislation.

From a normative legal perspective, the implementation of Operasi Kasih Sayang must be based on the principles of legality, legal certainty, and accountability. Government Regulation No. 16 of 2018 provides the institutional framework for Satpol PP to undertake public order enforcement and supervision. The thesis document also describes an operational procedure involving instructions from the head of the unit, assignment orders, personnel preparation, pre-operation briefings, determination of enforcement locations, notification or warnings, identification of alleged violations, administrative recording, and reporting. These procedural stages demonstrate the importance of an established administrative mechanism in carrying out field operations. Consequently, every activity undertaken under Operasi Kasih Sayang should have a clear legal basis, an identifiable institutional responsibility, and documented operational procedures. The existence of such procedures is essential to prevent arbitrary actions and ensure that enforcement activities are legally accountable.

Communication constitutes an important element in ensuring that public order policies are implemented consistently with their intended objectives. The research document indicates that

Satpol PP Kabupaten Barru has undertaken socialization and educational activities through meetings and direct communication in the field. These activities are intended to inform adolescents, traders, and community members about applicable public order regulations. However, the findings also indicate that the dissemination of information has not reached all targeted groups. Some traders reported that they had not received direct information about the program and only became aware of enforcement activities when they occurred. A student informant similarly indicated limited knowledge of the program's objectives. Normatively, this situation highlights the importance of public information as part of accountable government administration. The authority to conduct enforcement should be accompanied by adequate information, clear explanations of applicable rules, and opportunities for the community to understand its rights and obligations.

The implementation of Operasi Kasih Sayang also requires adequate human resources, operational facilities, and financial support. Government Regulation No. 16 of 2018 establishes Satpol PP's responsibilities, which necessarily require institutional capacity to carry out supervision and enforcement effectively. The thesis findings identify limitations in personnel, operational facilities, and budget availability as factors affecting the implementation of the program in Barru Regency. The geographical coverage of seven districts also creates challenges for personnel in reaching all schools and communities that require guidance and supervision. Although the officers continue to conduct operations by maximizing available resources, these limitations may restrict the scope and continuity of program activities. From a normative perspective, the fulfillment of institutional resources is closely connected to the government's responsibility to ensure that its statutory duties can be implemented effectively. Therefore, resource allocation should be aligned with the scope of Satpol PP's authority and the operational requirements of public order management.

The attitude and commitment of enforcement officers are important considerations in assessing the implementation of Operasi Kasih Sayang. The research document indicates that Satpol PP officers are expected to act firmly while maintaining a humanistic approach, particularly when dealing with adolescents and small-scale traders. This approach reflects the need to balance the enforcement of regional regulations with the protection of community interests. In legal terms, the exercise of administrative authority should be conducted within the limits established by legislation and should respect human dignity and applicable human rights principles. Enforcement

should therefore be proportionate to the nature of the violation and should distinguish between preventive guidance and formal enforcement measures. The findings suggest that the disposition of Satpol PP officers has generally been positive, as officers continue to carry out their responsibilities according to established procedures despite operational constraints. This demonstrates the importance of professional conduct and institutional commitment in maintaining legitimate and accountable public order enforcement.

The bureaucratic structure of Satpol PP Kabupaten Barru provides an administrative basis for the implementation of Operasi Kasih Sayang. The thesis describes a chain of command beginning with instructions from institutional leadership, followed by the issuance of assignment orders, coordination with field coordinators, personnel deployment, and the preparation of activity reports. These arrangements indicate that operational responsibilities and reporting mechanisms have been established within the institution. The research also identifies the use of standard operating procedures and regular operational briefings to guide personnel before conducting field activities. From a normative perspective, a clear bureaucratic structure is necessary to ensure that every enforcement action is undertaken by authorized personnel and can be institutionally accounted for. The implementation of standard operating procedures also supports consistency, administrative discipline, and legal certainty. Nevertheless, the existence of internal procedures must be accompanied by compliance with higher-level legislation and applicable regional regulations governing public order.

The research identifies insufficient public socialization and limited institutional resources as the principal obstacles to the implementation of Operasi Kasih Sayang. These constraints have implications for the effectiveness and coverage of activities involving adolescents, traders, and the wider community. Limited communication may result in inadequate public understanding of the objectives and procedures of the program, while insufficient personnel, facilities, and budget may restrict the ability of Satpol PP to conduct regular supervision and guidance throughout Barru Regency. From a normative legal perspective, these conditions raise questions about the relationship between the legal mandate of Satpol PP and the institutional capacity available to fulfill that mandate. The effectiveness of public order enforcement cannot be assessed solely through the existence of legal authority or operational procedures. It must also consider whether the government provides the administrative and institutional support necessary to implement its

responsibilities. Accordingly, strengthening public communication, institutional coordination, and resource availability is important to ensure that the program operates consistently with the objectives of regional governance.

Based on the examination of the applicable legal framework and the findings presented in the thesis, the implementation of Operasi Kasih Sayang by Satpol PP Kabupaten Barru has an institutional basis within the government's responsibility to maintain public order and enforce regional regulations. The program is supported by the statutory authority of Satpol PP under Law No. 23 of 2014 and Government Regulation No. 16 of 2018, while its operational implementation is guided by internal procedures and institutional arrangements. The findings indicate that the disposition of officers and bureaucratic structure have generally functioned well, whereas communication and institutional resources remain areas requiring improvement. The principal obstacles involve insufficient socialization and limitations in personnel, operational facilities, and budget support. Therefore, strengthening the implementation of Operasi Kasih Sayang requires not only consistent enforcement of applicable regulations but also improved public information, adequate institutional capacity, proportionate enforcement measures, and respect for community rights. These improvements are necessary to support legal certainty, administrative accountability, and sustainable social order in Barru Regency.

- Discussion

The implementation of Operasi Kasih Sayang by the Civil Service Police Unit (Satpol PP) in Barru Regency demonstrates the importance of effective policy implementation in maintaining social order among adolescents, traders, and the wider community. The findings indicate that the program has been implemented through socialization, public education, field supervision, and enforcement activities. However, its implementation has not been fully optimal, particularly in terms of communication and resource availability. This condition reflects the view of Edwards (1980), who identifies communication, resources, implementer disposition, and bureaucratic structure as four essential factors influencing policy implementation. In the context of Barru Regency, the commitment of Satpol PP officers and the availability of operational procedures have supported the implementation process, but weaknesses in public communication and institutional capacity continue to limit the program's effectiveness.

Communication is a crucial factor because the success of public order policies depends on whether the target groups understand the objectives, procedures, and expected behavioral changes. The findings reveal that Satpol PP has conducted socialization and educational activities through meetings and direct communication in the field. Nevertheless, these efforts have not reached all community groups, as some traders and adolescents remain unfamiliar with the objectives of Operasi Kasih Sayang. This situation suggests that information dissemination needs to be more systematic, continuous, and adapted to the characteristics of the target community. Van Meter and Van Horn (1975) explain that policy implementation is influenced by the clarity of policy standards and objectives, as well as the communication and coordination among implementing organizations. Therefore, improving public communication and strengthening coordination with schools, community leaders, and relevant institutions are important measures to increase public understanding and participation in maintaining social order.

Another important finding concerns the limitations of human resources, operational facilities, and budget support. The research indicates that the number of Satpol PP personnel has not been sufficient to cover all areas across the seven districts of Barru Regency, while financial and operational resources also remain constrained. These limitations affect the frequency and geographical coverage of supervision and educational activities. Although officers continue to conduct operations according to established standard operating procedures, limited resources may reduce the consistency and sustainability of implementation. Hill and Hupe (2014) emphasize that policy implementation involves the translation of policy decisions into practical actions through operational governance, institutional arrangements, and the capacity of implementing organizations. Accordingly, the effectiveness of Operasi Kasih Sayang requires adequate personnel, facilities, and budget allocation, supported by continuous capacity development and more effective operational planning.

In contrast, the disposition of implementers and bureaucratic structure have generally supported the implementation of Operasi Kasih Sayang. Satpol PP officers demonstrate a commitment to maintaining public order through firm yet humanistic approaches, while operational activities are guided by leadership instructions, assignment orders, clear task distribution, and established reporting procedures. Nevertheless, the findings also identify the social environment as an important contextual factor influencing the program's effectiveness.

Community attitudes, peer-group influences among adolescents, and social practices among traders may affect compliance with public order regulations. These findings indicate that maintaining social order cannot rely exclusively on enforcement activities but also requires preventive education, community participation, and cooperation between government institutions and society. Therefore, Operasi Kasih Sayang should be strengthened through an integrated approach that combines consistent law enforcement, humanistic public services, adequate institutional resources, and community-based engagement to achieve sustainable social order in Barru Regency.

D. CONCLUSIONS AND RECOMMENDATIONS

- Conclusions

The implementation of Operasi Kasih Sayang by the Civil Service Police Unit (Satpol PP) in managing social order among adolescents, traders, and the community in Barru Regency has not been optimal. Based on George C. Edwards III's policy implementation model, two indicators implementer disposition and bureaucratic structure have functioned relatively well, as demonstrated by officers' commitment, humanistic approaches, clear task distribution, leadership direction, coordination, and compliance with standard operating procedures (SOPs). However, the communication and resource indicators remain inadequate. Socialization has not reached all target groups, particularly adolescents and traders, while limitations in personnel, operational facilities, infrastructure, and budget have constrained the effectiveness and coverage of the operation.

Furthermore, the study identifies the social environment as an additional contextual factor influencing the implementation of Operasi Kasih Sayang. Community characteristics, social behavior, and public support affect the effectiveness of efforts to maintain social order. Therefore, the success of this operation depends not only on the institutional capacity of Satpol PP but also on active community participation and cooperation among relevant stakeholders. Strengthening communication, resources, and community engagement is essential to improving the effectiveness and sustainability of the operation in Barru Regency.

- Recommendations

The Barru Regency Government, particularly Satpol PP, should strengthen the implementation of Operasi Kasih Sayang through more intensive, targeted, and continuous public socialization using direct education, social media, and collaboration with schools, community leaders, and local institutions. It is also necessary to improve personnel capacity, provide adequate operational facilities and infrastructure, and ensure sufficient budget allocation. Furthermore, Satpol PP should maintain its professional and humanistic approach, strengthen coordination and periodic evaluation, and encourage active community participation. These measures should consider the social characteristics of the local community to ensure that the operation is more effective, inclusive, and sustainable in maintaining social order in Barru Regency.

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