

The Role of the Civil Service Police Unit (Satpol PP) in Regulating Outdoor Advertising in Semarang City

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Abstract:

The regulation of outdoor advertising is an important aspect of urban governance, particularly in maintaining spatial order, public safety, and aesthetic quality in rapidly developing cities. In Semarang City, the proliferation of billboards has posed significant regulatory challenges, necessitating effective enforcement by local authorities. This study aims to analyze the role of the Civil Service Police Unit (Satuan Polisi Pamong Praja/Satpol PP) in enforcing outdoor advertising regulations and to identify the factors influencing enforcement effectiveness.

This research adopts a qualitative descriptive approach with a case study design. Data were collected through in-depth interviews with key informants from Satpol PP and related local government agencies, complemented by document analysis of regional regulations and official policy documents. The data were analyzed using an interactive model involving data reduction, data display, and conclusion drawing to ensure analytical rigor and thematic coherence.

The findings reveal that Satpol PP has carried out its enforcement mandate through preventive, persuasive, and repressive measures, including regulatory socialization, issuance of warnings, and dismantling of illegal billboards. However, enforcement effectiveness remains suboptimal due to limited institutional capacity, weak inter-agency coordination, and inconsistent implementation practices. Compliance among billboard owners is largely driven by enforcement pressure rather than internalized legal awareness, indicating a weak legal culture in the domain of outdoor advertising regulation.

The study also identifies a structural tension between revenue generation objectives and the enforcement of spatial order, which affects regulatory consistency and legitimacy. These findings suggest that enforcement alone is insufficient to achieve sustainable compliance without parallel efforts to strengthen institutional capacity, coordination mechanisms, and public legal awareness.

In conclusion, while Satpol PP plays a pivotal role in regulating outdoor advertising in Semarang City, its effectiveness is constrained by structural, procedural, and cultural factors. Strengthening institutional capacity, enhancing inter-agency coordination, and fostering a stronger legal culture are essential to improving enforcement outcomes and advancing sustainable urban governance.

Keywords: outdoor advertising regulation; Satpol PP; law enforcement; urban governance; local regulation

1. Introduction

Urban governance in contemporary Indonesia faces increasingly complex challenges, particularly in managing public space amid rapid urbanization. One of the most visible manifestations of these challenges is the proliferation of outdoor advertising or billboards in urban areas. Advertisements, when not properly regulated, can disrupt urban aesthetics, compromise public safety, and undermine legal order. Therefore, the regulation of outdoor advertising constitutes an important aspect of maintaining public order and urban governance.

Outdoor advertising plays a dual role in urban development. On the one hand, it contributes to economic growth by supporting commercial activities and increasing local revenue through taxes and levies. On the other hand, uncontrolled advertising can lead to visual pollution, traffic hazards, and violations of spatial

planning regulations. This duality necessitates a strong regulatory framework and effective enforcement mechanisms to ensure that economic interests do not override public interests.

In Indonesia, the authority to regulate and control outdoor advertising is primarily delegated to local governments under the principle of regional autonomy. Law Number 23 of 2014 on Local Government grants regional administrations broad authority to manage public order and spatial arrangements within their jurisdictions. This decentralization places significant responsibility on local institutions to enforce regional regulations consistently and effectively. Consequently, the role of local law enforcement agencies becomes crucial in implementing these policies.

One of the key institutions tasked with enforcing regional regulations related to public order is the Civil Service Police Unit, commonly known as Satuan Polisi Pamong Praja (Satpol PP). Satpol PP functions as a local government apparatus responsible for maintaining public order and enforcing regional regulations. Its authority includes controlling activities that violate local bylaws, including illegal outdoor advertising. As such, Satpol PP occupies a strategic position in bridging regulatory frameworks and practical enforcement.

The enforcement of outdoor advertising regulations is not merely a technical task but also reflects the broader governance capacity of local governments. Effective enforcement demonstrates the commitment of local authorities to uphold the rule of law and protect public interests. Conversely, weak enforcement may indicate institutional limitations, lack of coordination, or insufficient political support. These conditions can ultimately erode public trust in government institutions.

Semarang City, as the capital of Central Java Province, represents a dynamic urban center experiencing rapid economic and infrastructural development. This growth has been accompanied by an increasing number of outdoor advertisements occupying public spaces. The city government has issued various regional regulations to manage and control the placement of billboards. However, violations of these regulations remain prevalent, indicating persistent enforcement challenges.

The presence of illegal billboards in Semarang City illustrates a gap between regulatory norms and actual practices. Many advertisements are installed without permits, exceed size limitations, or are placed in prohibited zones. Such violations not only disrupt urban order but also cause potential safety risks, particularly when billboards are installed without proper structural standards. This situation underscores the importance of effective law enforcement by Satpol PP.

Law enforcement, in this context, is not limited to punitive actions but also includes preventive and persuasive measures. According to Soekanto (1983), law enforcement is influenced by legal norms, law enforcers, facilities, community support, and legal culture. The effectiveness of Satpol PP in regulating outdoor advertising thus depends on the interaction of these factors. Understanding these dimensions is essential to evaluating enforcement performance.

The concept of legal culture plays a significant role in determining compliance with regional regulations. Legal culture refers to societal attitudes, values, and perceptions toward law and legal institutions (Friedman, 1975). In the context of outdoor advertising, compliance is shaped not only by fear of sanctions but also by awareness and acceptance of legal norms. Weak legal culture can hinder enforcement efforts, regardless of the strength of formal regulations.

Moreover, enforcement by Satpol PP is often constrained by institutional and structural challenges. Limited human resources, inadequate facilities, and overlapping authorities with other agencies can reduce enforcement effectiveness. Coordination between Satpol PP, licensing offices, and spatial planning agencies is essential but not always optimal. These constraints highlight the need for institutional strengthening within local governance structures.

Political will also significantly influences the effectiveness of billboard regulation. Enforcement actions against illegal advertisements may involve powerful business interests, creating potential conflicts between regulatory objectives and economic considerations. In such cases, Satpol PP may face pressure that undermines consistent enforcement. This reality reflects the broader challenge of balancing governance integrity with economic pragmatism.

From a public administration perspective, the enforcement of outdoor advertising regulations represents an important indicator of local governance quality. Good governance emphasizes legality, accountability, transparency, and effectiveness in public service delivery (World Bank, 2002). The ability of Satpol PP to enforce regulations fairly and consistently contributes directly to these governance principles. Therefore, examining this role provides valuable insights into local administrative performance.

Previous studies on Satpol PP have largely focused on its role in maintaining public order and handling social disturbances. However, limited attention has been given to its specific function in regulating outdoor advertising as part of urban governance. This gap suggests the need for more focused empirical research on billboard control. Such research can enrich the discourse on local law enforcement and regulatory compliance.

In addition, outdoor advertising regulation intersects with spatial planning and environmental governance. Improperly placed billboards can obstruct public spaces and undermine city planning objectives. As urban spaces become increasingly contested, enforcement agencies must navigate complex regulatory environments. Satpol PP's role thus extends beyond enforcement to supporting sustainable urban development.

The challenges faced by Satpol PP in enforcing advertising regulations also reflect broader issues of bureaucratic capacity. According to Dwiyanto (2011), bureaucratic performance is shaped by institutional design, leadership, and organizational culture. Weak internal coordination or lack of clear operational standards can hinder enforcement outcomes. These internal dynamics merit careful examination.

Furthermore, community participation plays a vital role in supporting law enforcement efforts. Public awareness and reporting of illegal advertisements can enhance enforcement effectiveness. When citizens perceive regulations as legitimate and beneficial, compliance levels tend to increase. Therefore, enforcement strategies should incorporate community engagement alongside formal sanctions.

The legal basis for billboard regulation in Semarang City is rooted in regional bylaws concerning spatial planning, public order, and local revenue. These regulations provide formal authority for Satpol PP to conduct enforcement actions. However, the mere existence of legal instruments does not guarantee compliance. Effective implementation requires operational clarity and consistent enforcement practices.

In practice, enforcement actions against illegal billboards often involve stages such as warnings, sealing, and dismantling. These procedures are intended to ensure proportionality and fairness in law enforcement.

However, inconsistencies in their application may lead to perceptions of selective enforcement. Such perceptions can undermine the legitimacy of Satpol PP.

Evaluating the role of Satpol PP also requires consideration of accountability mechanisms. Transparent enforcement processes and clear documentation of actions are essential for public accountability. Without such mechanisms, enforcement may be perceived as arbitrary or politically motivated. Strengthening accountability is therefore integral to improving enforcement credibility.

This study positions the enforcement of outdoor advertising regulations as a critical aspect of local governance. By focusing on Satpol PP in Semarang City, the research aims to provide empirical insights into enforcement dynamics at the local level. The findings are expected to contribute to both academic discourse and practical policy formulation. Understanding these dynamics is essential for enhancing regulatory effectiveness.

The significance of this research lies in its potential to inform policy improvements in local law enforcement. By identifying strengths and weaknesses in enforcement practices, policymakers can design more effective regulatory strategies. Moreover, the study contributes to the broader literature on decentralized governance and law enforcement. Such contributions are particularly relevant in the context of Indonesia's ongoing decentralization process.

In conclusion, the regulation of outdoor advertising represents a complex governance challenge that requires effective law enforcement, institutional capacity, and community support. Satpol PP plays a pivotal role in translating legal norms into practical order within urban spaces. Examining its role in Semarang City provides valuable lessons for other local governments facing similar challenges. This study therefore seeks to analyze the role of Satpol PP in regulating outdoor advertising as an integral component of urban governance.

2. Literature Review

a. Law Enforcement in Local Governance

Law enforcement constitutes a fundamental component of governance, particularly within decentralized administrative systems. In the context of local governance, law enforcement refers to the implementation of legal norms and regional regulations by authorized institutions to ensure order, compliance, and public welfare. According to Soekanto (1983), law enforcement effectiveness is determined by several interrelated factors, including the legal framework, law enforcement officers, supporting facilities, community participation, and legal culture. These factors interact dynamically and shape enforcement outcomes at the local level.

Within decentralized systems, local governments possess discretionary authority to regulate public order based on regional characteristics and needs. However, decentralization also introduces challenges related to institutional capacity and coordination. As argued by Rondinelli (1999), decentralization may enhance responsiveness but can weaken enforcement if local institutions lack adequate resources or authority. Therefore, examining law enforcement at the local level requires attention to both institutional design and contextual conditions.

Law enforcement is not limited to coercive measures but also encompasses preventive and persuasive approaches. Satjipto Rahardjo (2009) emphasizes that law enforcement should be oriented toward achieving

substantive justice rather than merely applying formal rules. This perspective highlights the importance of proportionality, discretion, and social context in enforcement practices. Consequently, local law enforcement agencies must balance legal rigidity with adaptive governance strategies.

b. The Role of Civil Service Police Units (Satpol PP)

Satpol PP serves as a distinctive law enforcement body within Indonesia's administrative system. Unlike national police institutions, Satpol PP operates under local government authority and focuses on enforcing regional regulations and maintaining public order. Its legal basis is established in Law Number 23 of 2014, which mandates Satpol PP to support local governments in implementing regional bylaws. This positioning places Satpol PP at the intersection of administrative governance and legal enforcement.

Several studies have examined the institutional role of Satpol PP in maintaining public order. Prasojo and Kurniawan (2018) argue that Satpol PP's effectiveness depends heavily on leadership, inter-agency coordination, and political support from local executives. Without these elements, enforcement actions may become symbolic rather than substantive. This insight underscores the importance of organizational context in assessing Satpol PP performance.

From a public administration perspective, Satpol PP embodies the executive arm of local regulatory enforcement. Its role involves translating policy objectives into concrete actions within public spaces. According to Dwiyanto (2011), such frontline institutions are critical in shaping public perceptions of government authority and legitimacy. Inconsistent or selective enforcement by Satpol PP may therefore undermine trust in local governance.

c. Outdoor Advertising Regulation as an Urban Governance Issue

Outdoor advertising regulation represents a significant challenge within urban governance frameworks. Billboards and other forms of outdoor advertisements directly affect spatial order, traffic safety, and urban aesthetics. When improperly managed, they contribute to visual pollution and pose risks to public safety. As noted by Carmona (2010), the regulation of public space is a key indicator of urban governance quality.

In many cities, outdoor advertising is regulated through zoning, licensing, and design standards. These regulations aim to balance economic benefits with public interests. However, enforcement gaps often arise due to conflicting interests between revenue generation and urban order. Such conflicts place enforcement agencies in a difficult position, particularly when advertisers possess strong economic or political influence.

Research on billboard regulation highlights the importance of enforcement consistency. Inconsistent enforcement can create perceptions of inequality and encourage further violations. According to Tyler (2006), perceived legitimacy of law enforcement significantly influences voluntary compliance. Thus, enforcement agencies like Satpol PP must ensure fairness and transparency in their actions to maintain regulatory credibility.

d. Legal Culture and Regulatory Compliance

Legal culture plays a central role in shaping compliance with regional regulations. Friedman (1975) defines legal culture as the set of social attitudes and values that determine how law is perceived and obeyed. In the context of outdoor advertising, compliance is influenced not only by formal sanctions but also by societal acceptance of regulatory objectives. Weak legal culture often results in widespread non-compliance, even when regulations are clear.

Studies on regulatory compliance suggest that economic actors often weigh costs and benefits when deciding whether to comply with regulations. This rational-choice perspective aligns with Kelman's (1966) typology of compliance, identification, and internalization. In many cases, billboard owners comply only when enforcement is visible and sanctions are credible. This condition places significant pressure on enforcement agencies to maintain consistent oversight.

In Indonesia, legal culture related to spatial regulation remains relatively weak, particularly in urban areas experiencing rapid growth. Informal practices and tolerance of minor violations often undermine regulatory authority. As a result, enforcement agencies must operate within a complex social environment where legal norms compete with economic pragmatism. Understanding this cultural context is essential for evaluating enforcement effectiveness.

e. Institutional Capacity and Inter-Agency Coordination

Institutional capacity significantly influences the effectiveness of local law enforcement. Capacity encompasses human resources, technical expertise, infrastructure, and organizational procedures. According to Grindle (1997), weak institutional capacity often leads to policy implementation gaps, even when legal frameworks are adequate. This observation is particularly relevant for local enforcement agencies operating under resource constraints.

Inter-agency coordination is another critical factor in billboard regulation. Effective enforcement requires collaboration between Satpol PP, licensing offices, spatial planning agencies, and revenue authorities. Lack of coordination can result in overlapping responsibilities or enforcement delays. Studies by Peters (2015) emphasize that collaborative governance enhances regulatory effectiveness by reducing institutional fragmentation.

In practice, poor coordination may allow illegal billboards to persist despite clear violations. Enforcement actions may be delayed due to unclear authority or bureaucratic procedures. These challenges illustrate the need for integrated governance mechanisms. Strengthening coordination frameworks can therefore improve enforcement outcomes.

f. Previous Studies and Research Gap

Previous empirical studies on Satpol PP have predominantly focused on its role in maintaining public order and handling social disturbances. Research on eviction, street vendor control, and public demonstrations dominates the literature. However, specific studies on Satpol PP's role in regulating outdoor advertising remain limited. This gap suggests insufficient academic attention to billboard regulation as a governance issue.

Moreover, existing studies often emphasize normative or legal perspectives rather than empirical enforcement dynamics. Few studies analyze how enforcement is conducted in practice, including challenges faced by enforcement officers. This limitation restricts the applicability of research findings to policy improvement. Consequently, there is a need for empirical studies that examine enforcement processes in detail.

This study addresses the identified gap by focusing on the role of Satpol PP in regulating outdoor advertising in Semarang City. By examining enforcement practices, institutional challenges, and regulatory outcomes, the study contributes to a more nuanced understanding of local law enforcement. It also enriches the broader discourse on urban governance and decentralized regulation in Indonesia.

3. Methodology

This study employs a qualitative research approach to examine the role of the Civil Service Police Unit (Satuan Polisi Pamong Praja/Satpol PP) in regulating outdoor advertising in Semarang City. A qualitative approach is considered appropriate because the research seeks to understand institutional roles, enforcement practices, and contextual challenges that cannot be adequately captured through quantitative measurement. Qualitative research allows for in-depth exploration of perceptions, actions, and interactions among actors involved in law enforcement processes (Creswell, 2014). Through this approach, the study aims to generate a comprehensive understanding of regulatory enforcement in a real-world governance context.

The research adopts a descriptive-analytical design, focusing on describing enforcement practices while critically analyzing their effectiveness. This design enables the researcher to identify patterns, challenges, and institutional dynamics related to billboard regulation. According to Yin (2018), descriptive qualitative research is suitable for studies that seek to explain contemporary phenomena within their real-life settings. In this case, the enforcement of outdoor advertising regulations is examined as an ongoing governance issue within an urban environment.

The study was conducted in Semarang City, the capital of Central Java Province, which serves as an important administrative and economic center. Semarang City was selected as the research site due to its rapid urban development and the increasing proliferation of outdoor advertisements. The city has enacted regional regulations governing billboard placement, size, and licensing. However, persistent violations indicate enforcement challenges that warrant empirical investigation.

Data were collected from both primary and secondary sources to ensure analytical depth and validity. Primary data were obtained through in-depth interviews with key informants directly involved in billboard regulation and enforcement. These informants included officials of Satpol PP, representatives of the licensing agency, and personnel from relevant local government offices. The selection of informants was based on purposive sampling, emphasizing individuals with direct knowledge and experience in enforcement activities.

In-depth interviews were conducted using semi-structured interview guides to allow flexibility while maintaining focus on research objectives. This method enabled informants to elaborate on enforcement procedures, institutional constraints, and coordination mechanisms. Semi-structured interviews are particularly useful for exploring complex administrative processes and institutional roles (Kvale & Brinkmann, 2009). Interviews were conducted until data saturation was achieved, ensuring the adequacy of information collected.

Secondary data were obtained through document analysis of regional regulations, policy documents, official reports, and related literature. These documents included local bylaws on outdoor advertising, spatial planning regulations, and official enforcement guidelines. Document analysis was conducted to contextualize interview findings and to examine the formal regulatory framework governing billboard

control. This method enhances the credibility of qualitative findings through data triangulation (Bowen, 2009).

Data analysis was conducted using an interactive model consisting of data reduction, data display, and conclusion drawing. This analytical framework follows the model proposed by Miles, Huberman, and Saldaña (2014), which emphasizes continuous interaction between data collection and analysis. Interview transcripts and documents were systematically coded to identify key themes related to enforcement roles, challenges, and strategies. Thematic analysis enabled the researcher to link empirical findings with theoretical perspectives discussed in the literature review.

To ensure data validity and reliability, the study employed triangulation of data sources and methods. Information obtained from interviews was cross-checked with documentary evidence and observations where possible. Member checking was also conducted by confirming key findings with selected informants. These strategies are essential in qualitative research to enhance trustworthiness and reduce researcher bias (Lincoln & Guba, 1985).

Ethical considerations were carefully observed throughout the research process. Informants were informed about the purpose of the study and their voluntary participation. Confidentiality and anonymity were maintained to protect participants' identities and institutional positions. Ethical compliance was considered essential to ensuring the integrity and credibility of the research.

Overall, this methodological approach enables a comprehensive examination of Satpol PP's role in regulating outdoor advertising in Semarang City. By integrating empirical data with theoretical analysis, the study provides robust insights into local law enforcement practices. The methodology supports the study's objective of contributing to the literature on urban governance and regulatory enforcement in decentralized administrative systems.

4. Results and Discussions

a. The Regulatory Framework of Outdoor Advertising Control in Semarang City

The regulation of outdoor advertising in Semarang City is grounded in local bylaws that govern spatial order, licensing procedures, and public safety considerations. These regulations aim to ensure that billboard installations comply with urban planning principles and do not disrupt traffic, aesthetics, or public order. Within this framework, outdoor advertising is not merely an economic activity but a component of urban governance that reflects the city's regulatory capacity. Consequently, effective enforcement becomes a prerequisite for achieving orderly urban development.

The regulatory framework establishes clear obligations for advertisers, including permit acquisition, compliance with designated zones, and adherence to technical standards. However, the existence of regulations alone does not guarantee compliance. As noted in the literature on law enforcement, regulatory effectiveness depends on how consistently and fairly rules are applied in practice. In Semarang City, persistent violations indicate a gap between normative regulation and empirical enforcement.

This condition underscores the importance of enforcement institutions in bridging legal norms and social reality. Satpol PP, as the authorized local enforcement agency, plays a central role in operationalizing these regulations. Its actions determine whether regulatory objectives are realized or remain symbolic. Therefore, understanding billboard regulation requires examining not only legal provisions but also enforcement mechanisms.

b. The Role of Satpol PP in the Enforcement of Billboard Regulations

Satpol PP performs a multifaceted role in enforcing outdoor advertising regulations in Semarang City. This role encompasses preventive, persuasive, and repressive actions designed to ensure compliance with local bylaws. Preventive measures include regulatory socialization, coordination with licensing authorities, and dissemination of information regarding legal requirements. These efforts aim to foster voluntary compliance and reduce violations before coercive measures become necessary.

Persuasive actions are typically implemented through written warnings and direct communication with billboard owners. This approach reflects an enforcement philosophy that prioritizes compliance through awareness and negotiation. Such practices align with the concept of responsive regulation, which emphasizes gradual escalation of enforcement based on the behavior of regulated actors. In this context, Satpol PP functions not only as an enforcer but also as a mediator between regulatory norms and economic interests.

When preventive and persuasive measures fail, Satpol PP undertakes repressive actions, including the sealing and dismantling of illegal billboards. These actions represent the formal exercise of state authority to restore regulatory order. However, the effectiveness of repressive enforcement depends on procedural consistency and institutional support. Inconsistencies may weaken deterrence and undermine public confidence in enforcement institutions.

c. Enforcement Procedures and Implementation Practices

The enforcement of billboard regulations follows a procedural sequence intended to ensure legality and proportionality. This sequence typically begins with identification of violations, followed by warnings, administrative sanctions, and ultimately physical removal. Such procedures are designed to safeguard due process while maintaining enforcement effectiveness. In theory, this structured approach supports legal certainty and fairness.

In practice, however, implementation challenges often arise. Delays in enforcement, limited operational capacity, and procedural complexities can hinder timely action. These challenges may allow illegal billboards to remain in place for extended periods, reducing the perceived seriousness of regulatory violations. As a result, enforcement outcomes may fall short of regulatory intentions.

Moreover, enforcement practices are influenced by situational factors, including location, billboard size, and the economic significance of advertisers. These factors can shape enforcement priorities and resource allocation. While discretion is an inherent aspect of law enforcement, excessive discretion without clear guidelines risks producing selective enforcement. This condition highlights the need for standardized enforcement procedures.

d. Obstacles Faced by Satpol PP in Billboard Regulation

One of the primary obstacles faced by Satpol PP is limited institutional capacity. Constraints related to personnel, equipment, and budget restrict the frequency and scope of enforcement operations. These limitations affect the ability of Satpol PP to conduct regular monitoring and swift enforcement. Institutional capacity thus directly influences enforcement effectiveness.

Inter-agency coordination also presents a significant challenge. Billboard regulation involves multiple local government units, including licensing offices, spatial planning agencies, and revenue authorities. Inadequate coordination among these entities can result in overlapping responsibilities and enforcement delays. Fragmented governance structures weaken regulatory coherence and complicate enforcement processes. In addition to institutional constraints, socio-economic factors pose enforcement challenges. Billboard owners often possess economic leverage and may resist enforcement actions. In some cases, enforcement is perceived as selective, particularly when violations involve high-value advertisements. Such perceptions undermine enforcement legitimacy and weaken deterrence effects.

e. Legal Culture and Compliance Behavior of Billboard Owners

Compliance with billboard regulations is closely linked to legal culture among regulated actors. Many billboard owners demonstrate compliance based on instrumental considerations rather than internalized legal values. Compliance often occurs only when enforcement actions are visible and sanctions are imminent. This pattern reflects a legal culture dominated by compliance and identification rather than internalization. Weak legal culture contributes to recurring violations and enforcement fatigue. When regulations are perceived as negotiable or inconsistently enforced, compliance becomes contingent rather than voluntary. This condition increases enforcement costs and burdens enforcement institutions. Strengthening legal culture therefore becomes an essential component of regulatory effectiveness.

Improving compliance requires not only stricter enforcement but also sustained efforts to build legal awareness and normative acceptance. Public communication, transparency, and fairness in enforcement can enhance regulatory legitimacy. Over time, such measures may encourage internalized compliance and reduce reliance on coercive enforcement.

f. Implications for Urban Governance and Local Regulation

The findings of this study illustrate that billboard regulation is a microcosm of broader urban governance challenges in Semarang City. Effective regulation requires alignment between legal norms, institutional capacity, and societal acceptance. Satpol PP's role in billboard enforcement reflects the capacity of local governments to manage public space and assert regulatory authority. However, enforcement practices reveal structural and operational limitations that constrain regulatory outcomes.

Empirically, this study finds that Satpol PP has formally carried out its mandate in regulating outdoor advertising through preventive, persuasive, and repressive measures. Nevertheless, enforcement effectiveness remains suboptimal due to limited institutional capacity, weak inter-agency coordination, and inconsistent enforcement practices. The persistence of illegal billboards indicates that enforcement has not yet produced a strong deterrent effect. Compliance among billboard owners is largely driven by fear of sanctions rather than internalized legal awareness.

Another important finding is that legal compliance behavior is predominantly characterized by compliance and identification, rather than internalization of regulatory norms. Many billboard owners comply only after receiving warnings or facing imminent sanctions, suggesting a weak legal culture in the domain of spatial regulation. This condition increases enforcement burdens on Satpol PP and perpetuates recurring violations. The findings confirm that enforcement alone is insufficient without parallel efforts to strengthen legal awareness and normative acceptance.

From a governance perspective, the study reveals a tension between revenue-oriented policies and urban order objectives. While outdoor advertising contributes to local revenue, inconsistent enforcement undermines spatial order and regulatory legitimacy. This tension highlights the need for clearer policy priorities and integrated governance mechanisms. Strengthening institutional capacity, enhancing coordination among relevant agencies, and promoting transparent enforcement procedures emerge as critical policy implications of this study.

Overall, the findings demonstrate that Satpol PP plays a pivotal role in billboard regulation in Semarang City, but its effectiveness is constrained by structural, procedural, and cultural factors. Addressing these constraints is essential to improving enforcement outcomes and ensuring that outdoor advertising regulation contributes to sustainable urban governance. These findings provide empirical evidence that can inform policy reform and institutional strengthening at the local government level.

5. Conclusion

This study concludes that the Civil Service Police Unit (Satpol PP) plays a crucial role in enforcing outdoor advertising regulations in Semarang City as part of local government efforts to maintain urban order and regulatory compliance. Satpol PP has formally implemented its mandate through preventive, persuasive, and repressive enforcement measures. These actions demonstrate the institutional presence of Satpol PP as the primary local authority responsible for translating regional regulations into practical governance outcomes. However, the effectiveness of enforcement remains limited in achieving sustained regulatory compliance.

The findings indicate that enforcement challenges stem from a combination of structural, procedural, and cultural factors. Limited institutional capacity, particularly in terms of human resources and operational support, constrains the frequency and consistency of enforcement actions. In addition, weak inter-agency coordination among licensing, spatial planning, and revenue authorities undermines regulatory coherence. These conditions result in uneven enforcement practices and reduce the deterrent effect of sanctions against regulatory violations.

This study also concludes that legal compliance among billboard owners is largely instrumental rather than normative. Compliance tends to occur in response to enforcement pressure rather than internalized legal awareness. Such a pattern reflects a weak legal culture in the domain of outdoor advertising regulation and contributes to recurring violations. Without efforts to strengthen legal awareness and normative acceptance, enforcement will continue to rely heavily on coercive measures.

From a governance perspective, the study highlights a persistent tension between revenue generation objectives and the need to maintain spatial order and public aesthetics. Inconsistent enforcement risks undermining regulatory legitimacy and public trust in local governance institutions. Therefore, improving enforcement effectiveness requires not only stronger institutional capacity but also clearer policy priorities and transparent enforcement mechanisms.

Overall, this study concludes that while Satpol PP has fulfilled its formal enforcement role, substantive regulatory effectiveness has not yet been fully achieved. Strengthening institutional capacity, enhancing inter-agency coordination, and promoting a stronger legal culture among regulated actors are essential for

improving the governance of outdoor advertising. These conclusions contribute to the broader discourse on local law enforcement and urban governance within decentralized administrative systems.

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