

Implementation of Law Enforcement Towards the Regulation of Street Clowns in Gorontalo City

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The phenomenon of street clowns in urban areas, particularly in Gorontalo City, is a form of social problem that arises due to economic pressures and limited employment opportunities, and has implications for disrupting public order. Although it has been regulated in Regional Regulation No. 1 of 2018 concerning Public Order, the practice of street clowns continues to occur in public spaces. This study aims to analyze the implementation of Regional Regulation No. 1 of 2018 on controlling street clowns and identify factors that influence the effectiveness of law enforcement. This study uses an empirical legal research type with a descriptive qualitative approach. The research location was carried out in Gorontalo City, specifically at road intersections and public spaces. The research informants numbered 6–8 people consisting of officers from the Civil Service Police Unit, the Social Service, street clowns, and road users, who were selected purposively because they were considered to understand the problem being studied. The data used includes primary and secondary data, obtained through interviews, observation, documentation, and literature review. These data were then analyzed through data reduction, data presentation, and conclusion drawing, with validity testing through source triangulation. The results of the study indicate that policy implementation has been running quite well from an institutional perspective through socialization, enforcement, and guidance. However, it has not been fully effective due to ongoing communication constraints, limited resources, unequal distribution of guidance, and inconsistent law enforcement. Furthermore, economic factors are the primary cause of the continued existence of the street clown phenomenon. Therefore, an approach that is not solely repressive but also encompasses a sustainable social empowerment program is needed. These findings provide important implications for public policy development, particularly in creating more comprehensive and long-term solution-oriented handling.

Keywords: Law enforcement, street clowns, public order, implementation of regional regulations, Satpol PP

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1. Introduction

A city is an area with a high population density, a permanent settlement, and inhabited by people from diverse social, economic, and cultural backgrounds. Urban areas generally serve as centers of economic, governmental, educational, and cultural activity, attracting people from various regions, whether seeking employment or settling permanently. However, rapid population growth in urban areas is not always matched by adequate employment and space. This situation triggers increasingly fierce competition, putting individuals without adequate skills and education at risk of experiencing difficulties in obtaining employment and a decent living. [1] This condition reflects the existence of inequality in the distribution of resources and opportunities, thus causing some people to be in a condition of economic and social vulnerability. [2]

One phenomenon that has emerged as a result of these conditions is the presence of street beggars and street clowns in urban public spaces. In Gorontalo City, this phenomenon is quite common, especially at red light intersections, parks, and busy centers. Street clowns utilize their creativity and entertainment skills, such as wearing clown costumes and performing magic tricks, dances, or pantomimes, as a strategy to earn

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income through public charity. This phenomenon indicates that some people are seeking alternative livelihoods in the informal sector due to limited employment opportunities. However, the presence of street clowns not only provides entertainment and joy for some people, but also has social impacts in the form of potential disruptions to traffic flow, public order, and discomfort in public spaces [3].

The social environment in which street clowns operate significantly influences various aspects of their lives, from their behavior and social interaction patterns to their appearance and even their income levels. This situation becomes even more concerning when these activities involve children, as they are still in a developmental phase that greatly requires education, protection, and social guidance. The involvement of children as street clowns or street beggars has the potential to hinder formal education, reduce learning motivation, and shape a mindset that is less oriented towards future self-development. In Gorontalo City, the street clown phenomenon involves not only adults but also children and housewives, indicating that this problem is cross-age and closely related to the socioeconomic conditions of the community[3].

The phenomenon of street clowns in Gorontalo City has actually been strictly regulated in Gorontalo Provincial Regulation Number 1 of 2018 concerning Public Order, specifically Paragraph 3 Article 23, which regulates beggars, buskers, and street children. In this provision it is stated that everyone is prohibited from earning income by begging, busking, and/or similar activities on the street, in public transportation, residential homes, offices, and public places; and it is prohibited to gather beggars, buskers, or street children to be exploited by asking or busking for income. In this context, street clowns can be categorized as beggars, namely people who earn income by begging in public in various ways and for reasons hoping for mercy from others. Referring to this provision, street clown activities are prohibited and have legal consequences.

Although normatively, action against street clowns can and has been carried out by the local government through the Public Order Police Unit as an enforcement apparatus for regional regulations, to date the phenomenon of street clowns and silver humans continues to be found in public spaces. In addition, in the practice of law enforcement against the provisions of Regional Regulation Number 1 of 2018, there is a tendency for action to not be carried out comprehensively, especially against people who give money or goods to street clowns, even though such actions are included in the category of violations of regional regulations. This condition indicates problems in the implementation and effectiveness of law enforcement against these provisions. Based on this, this study focuses on the implementation of Regional Regulation No. 1 of 2018 against street clowns in Gorontalo City and the factors that influence the effectiveness of its law enforcement. Thus, the purpose of this study is to determine the implementation of Regional Regulation No. 1 of 2018 against street clowns in Gorontalo City and analyze the factors that influence the effectiveness of law enforcement against street clowns in Gorontalo City.

2. Literature Review and Problem Statement

Law Enforcement Theory

Law enforcement, in general, is the process or effort to ensure that legal norms truly function and are adhered to in the life of society, the nation, and the state. This is not limited to imposing sanctions on violators of the law, but also encompasses all activities involving authorized officials and institutions such as the police, prosecutors, and courts in implementing, supervising, and enforcing legal regulations to ensure justice, order, and legal certainty for all citizens.

In E. Utrecht's view, law is essentially a set of rules that function to regulate human behavior in social life in order to create order, justice, and legal certainty. According to E. Utrecht, law is a set of guidelines for life that regulate order in a society and must be obeyed by all its members, so that violations of these rules can

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result in action or sanctions from the government as the party that has the authority to enforce them. This view emphasizes that law is not only normative, but also has binding power accompanied by real consequences for those who violate it. [4].

The Concept of Regional Regulations

Regional Regulations (Perda) are one of the legal instruments in the implementation of regional autonomy, serving as the basis for regional governments in determining the direction and policies of development, as well as the provision of supporting facilities. In the context of regional autonomy, Perda play a strategic role because they serve as the legal basis for regions to regulate and manage government affairs according to the characteristics, needs, and potential of their respective regions. However, in practice, the implementation and enactment of Perda often face various problems, both legal and political, which, under certain circumstances, complicate the central government's oversight function and even lead to the annulment of problematic Perda. This demonstrates that Perda have their own characteristics as regional legal products, whose formation is inseparable from local political dynamics and interests.

The Concept of Street Clowns

In the context of urban life, street clowns are often perceived as both a form of entertainment and a new social phenomenon. Street clowning can be understood as a variation of busking and begging, where individuals wear character costumes and masks to dance or perform in public spaces accompanied by music. Costumes and supporting equipment, such as speakers and other props, are generally obtained through rentals, although some use private property. This phenomenon demonstrates that urban poverty is driving the emergence of informal creative economic strategies, but on the other hand, it also raises social issues related to public order and the use of public space. [5].

Policy Implementation

Grindle views policy implementation as a process of administrative action that can be examined at the specific program level. It encompasses two main aspects: policy content and the context of its implementation. Policy content relates to the interests affected, the types of benefits, and the degree of expected change. The context of implementation encompasses power, actor interests, and institutional characteristics. Therefore, successful implementation cannot be separated from the surrounding social and political environment. [6].

A similar view was put forward by Mazmanian and Sabatier who defined policy implementation as the process of implementing basic policy decisions which are outlined in the form of legislation or executive decisions, where success is greatly influenced by the clarity of the policy substance, consistency of objectives, and the commitment of policy implementers.[7].

Relevant Research

No	Author/Research Title	Research methods	Methods, Results, Similarities, and Differences
1	Hotifah Hartati [8] Begging as a Profession (A Legal Anthropological Review of the Cikokol Community, Tangerang City)	Legal anthropology with a descriptive qualitative approach.	Results: Begging has become a profession due to social, economic, family, and urbanization factors; there are individual and group work systems. Similarities: Both examine street activities as a survival strategy. Differences: Focus on adult beggars and do not address street clowns. Differences: Hartati's study focuses on adult beggars in general as a profession. The research

No	Author/Research Title	Research methods	Methods, Results, Similarities, and Differences
			does not address the phenomenon of "street clowns" who use character costumes as a creative strategy to gain sympathy. The focus is on the community in Cikokol, Tangerang, not the Gorontalo region.
2	Isti Rochatun [9] Exploitation of Street Children as Beggars in the Simpang Lima Area of Semarang	Qualitative with a Citizenship Law perspective.	Results: Child exploitation by parents and thugs was found, with impacts on children's health, education, and psychology. Similarities: Both discuss the phenomenon of begging in public spaces. Differences: Focus on child exploitation, not creative strategies like street clowns. Differences: Rochatun uses a Citizenship Law perspective with a primary focus on the issue of child exploitation by other parties (parents/thugs). Your research is more specific on the implementation of a particular regional policy (Regional Regulation No. 1 of 2018) and the factors of its administrative enforcement by the Public Order Agency (Satpol PP).
3	Sulestari [10] The Life of Street Buskers in the Janti Area, Yogyakarta	Descriptive qualitative.	Results: Street buskers use dance as a medium to meet their economic needs. Similarities: Both examine street activities as a livelihood. Differences: The research subjects are buskers, not beggars or street clowns. Differences: Sulestari's research examines street buskers who use dance as a medium. There is a difference between the categories of "buskers" and "street clowns," which in your research is categorized as a form of begging that utilizes cartoon character costumes at intersections.

3. Method

This study uses an empirical legal research type with a descriptive qualitative approach to analyze law enforcement against street clowns in the implementation of Regional Regulation No. 1 of 2018 concerning Public Order in Gorontalo City. The research location was carried out in Gorontalo City, specifically at red light intersections, public spaces, and public places where street clown activities occur. Research informants were determined by purposive sampling, with a total of 6–8 people consisting of Satpol PP officers, the Social Service, street clowns, the community/road users, and other related parties because they are considered to be knowledgeable about the problems being studied. The data used include primary and secondary data, obtained through interviews, observations, documentation, and literature studies. The data were then analyzed qualitatively through data reduction, data presentation, and drawing conclusions, while the validity of the data was tested by source triangulation.

4. Results and Discussion

Table 1. Description

Aspect	Description
Key Findings	The research results show that the implementation of the Regional Regulation has been successful through outreach, enforcement, and guidance. However, its effectiveness remains limited due to economic factors among actors and a lack of unequal understanding of the regulations.
Comparison with Previous Research	The results of this study align with those of Hartati (2015) and Rochatun (2017), which showed that street activity is influenced by economic factors. However, this study differs in that it focuses on street clowns as a creative adaptation to begging and the implementation of regional policies.
Phenomena and Explanations	The phenomenon of street clowns persists despite sweeping measures. This is due to economic pressures, low levels of education, and the presence of coordinating parties. Furthermore, inadequate guidance leads perpetrators to return to the streets.
Preliminary Conclusions	Policy implementation is underway but not yet fully effective. Strengthened outreach, consistent law enforcement, and economic empowerment programs are needed as long-term solutions.

The research results show that the implementation of Regional Regulation No. 1 of 2018 regarding the street clown phenomenon in Gorontalo City exhibits a fairly complex pattern, influenced by communication factors, resources, the disposition of officers, and bureaucratic structure. These findings were obtained through interviews with Public Order Agency (Satpol PP) officers, street clowns, and the public as road users.

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From a communication perspective, the results of this study indicate that the Public Order Agency (Satpol PP) has implemented policy socialization through a persuasive approach, including warnings, coaching, and direct information dissemination in the field. However, the level of understanding of the policy among target groups remains uneven. This finding aligns with Hartati's (2015) research, which revealed that street activities such as begging often occur without a comprehensive understanding of applicable regulations, primarily due to socioeconomic conditions. The difference lies in the focus of the study: this study focused on the policy communication process carried out directly by officers, while Hartati's focused more on social phenomena without examining the specific policy socialization process.

From a resource perspective, this study found limited personnel and a lack of dedicated budget allocation, despite adequate facilities and infrastructure. This finding differs from Rochatun's (2017) research, which focused more on child exploitation without addressing the institutional capacity of officers in depth. The similarities between the two lie in the involvement of other parties, such as parents or coordinators, in street activities, reflecting the complexity of the social problems faced.

Regarding the disposition or attitude of implementers, the research results indicate that the Public Order Agency (Satpol PP) prioritizes a humanistic approach while maintaining firmness in its implementation. This is a significant finding because it reflects the officers' commitment to implementing policies professionally. Compared with Sulestari's (2016) research, there are similarities in viewing street activities as part of a survival strategy. However, this study places a stronger emphasis on the role of officer attitudes in determining the success of policy implementation.

Furthermore, in terms of bureaucratic structure, this study shows that the Satpol PP organization has a clear structure and is supported by adequate cross-agency coordination. However, the effectiveness of its implementation is still influenced by the economic factors of the actors in the field. This contrasts with previous research, which generally has not examined institutional aspects in depth. Therefore, this study makes a new contribution by emphasizing the importance of bureaucratic structure in supporting the successful implementation of public order policies.

Factors Influencing the Implementation of Regional Regulation No. 1 of 2018 Regarding Street Clowns

From a law enforcement perspective, this study's findings indicate that enforcement efforts have been implemented in accordance with applicable standard operating procedures (SOPs). However, in practice, perceptions of injustice and inconsistencies in implementation persist. These findings align with research by Rochatun (2017), which revealed weak child protection in public spaces. However, this study emphasizes differently, focusing more on the consistency of law enforcement officials, rather than solely on the issue of exploitation.

Furthermore, from a societal perspective, this study identified low levels of legal awareness and strong economic pressure as the dominant factors driving the persistence of the street clown phenomenon. These findings align with Hartati's (2015) findings, which state that economic and social factors are the primary reasons individuals turn to street activities for a living. The difference lies in the scope of the analysis, where this study also highlights the active role of the community as part of the law enforcement system, particularly through participation in reporting to the authorities.

Meanwhile, in terms of facilities and infrastructure, this study found that the availability of supporting facilities for enforcement activities was generally adequate. However, this condition was not accompanied by a sustainable development program for affected parties. This contrasts with Sulestari's (2016) study, which did not examine the facility aspect within the policy context. Therefore, these findings confirm that the success of policy implementation is determined not only by the effectiveness of enforcement alone, but also by the existence of constructive alternative solutions, such as sustainable social empowerment programs.

5. Conclusion

Based on the research findings, law enforcement against street clowns in Gorontalo City, based on Regional Regulation No. 1 of 2018, has been implemented through outreach, enforcement, and guidance by the Public Order Agency (Satpol PP) and related agencies. In terms of communication, officer disposition, and bureaucratic structure, policy implementation has been quite successful. However, its effectiveness remains suboptimal due to limited resources, low public legal awareness, inconsistencies in law enforcement, and economic factors that encourage people to continue their activities as street clowns. These conditions indicate that addressing the street clown phenomenon cannot be achieved solely through enforcement but also requires solutions that address the root causes of the community's social and economic problems.

Therefore, the local government needs to strengthen regulatory outreach, improve inter-agency coordination, and develop sustainable economic empowerment and social development programs for perpetrators. This research is limited by the number of informants and the scope of the study, which focuses on Gorontalo City. Thus, further research is recommended to involve more diverse informants and use a broader research approach, such as quantitative or mixed methods, in order to obtain a more comprehensive picture of the effectiveness of law enforcement and the impact of empowerment programs on handling the street clown phenomenon.

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