

Policy Concept of Batam City Government in Tackling Illegal Billboards from the Perspective of Legal Effectiveness

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Abstract

Illegal billboards, which refer to billboards installed without a permit or in violation of applicable regulations, have become a pressing issue in many cities and regions. Its existence can harm the public by disturbing the aesthetics of the urban environment, disrupting traffic safety, and even damaging the natural environment. This research will examine the effectiveness of the Batam City government's policy in overcoming unauthorized advertisements, by considering the perspective of legal effectiveness theory which refers to five main aspects that must be considered, namely in terms of legal factors, law enforcement factors, legal facilities and infrastructure factors, community factors, and cultural factors themselves. This research also uses public policy theory. The method in this research uses empirical research methods with a qualitative approach. The results of this study show that the legal effectiveness of the concept of Batam city government policy against illegal billboards has not been effective, Batam city government policy still has several obstacles including less than optimal sanctions and in terms of law enforcement, there are still many people who are not concerned with the environment. Regarding the solutions applied by the Batam City government in eradicating illegal advertising using the need to make heavier sanctions than just demolition & confiscation, for future concepts, the Batam City government plans to realize a new policy concept regarding billboard licensing regulations using an information technology system in the form of a Barcode on each billboard as an effort to tackle illegal billboards in the city of Batam.

Keywords: Batam, Illegal Advertising, Legal Effectiveness, Theory of Public Policy, Law Enforcement.

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INTRODUCTION

Advertising, or commercials, serves as a crucial element in business promotion and communication strategies (Fireza, 2022). It acts as a bridge connecting producers with consumers, conveying essential messages regarding products or services, and influencing consumer behavior (Sugiarto & Matitaputti, 2022). In the realm of modern business, advertising plays an increasingly significant role in brand introduction, market expansion, and sales enhancement (Ariani et al., 2022). However, alongside its benefits, advertising can also pose various issues, especially when installed without permission or in violation of existing regulations (Haris et al., 2019).

Illegal advertising, referring to the installation of advertisements without permission or in violation of applicable regulations, has become a pressing issue in many cities and regions worldwide (Abdullah & Triwardoyo, 2017). Its presence can detrimentally affect communities by disrupting the aesthetic of urban environments, impeding traffic safety, and even harming the natural environment (Nurmasyari, 2010). Moreover, illegal advertising can create inequality in business competition, where law-abiding entrepreneurs feel disadvantaged by competitors who disregard regulations (Ibadi, 2020). City and regional governments, including Batam City as one of the business and industrial centers in Indonesia (Agha et al., 2017), play a central role in regulating and overseeing advertising installations. However, policies and law enforcement regarding illegal advertising often face challenges, and constraints in combating illegal advertising need to be identified and addressed (Imaduddina et al., 2020).

According to interviews conducted by the Batam City Regional Revenue Office, one of the main obstacles to increasing local tax revenue is installing unauthorized advertising. According to interview data with the Batam Authority, hundreds of illegally installed advertisements still create a negative image along the KltA Batam highway and damage tax revenue in Batam City. Although the Joint Task Force of the Civil Service Police Unit has made efforts to enforce regulations, ensuring compliance with rules and regulations remains significantly challenging. The Batam City Parks and Gardens Office also responded to illegal advertising planted indiscriminately on the roadside, stating that such actions damage the landscaping efforts undertaken by the office. In this regard, there are numerous losses incurred from illegal advertisements installed around Batam City (Hermawan, 2020).

Illegal advertising is a prevalent phenomenon in many areas, including Batam City. As one of Indonesia's cities serving as a business and industrial hub, Batam City experiences high economic dynamics. With rapid economic growth, increased investment, and the influx of various industries, advertising becomes increasingly crucial in reaching markets, both local and national. This drives many stakeholders, including businesses and advertising companies, to install advertisements to enhance the visibility of their products or services (Chalil, 2013).

However, the phenomenon of unauthorized or non-compliant billboard installations poses a serious challenge for Batam City. Illegal advertising often appears in various locations without permission from the local government and frequently disregards aesthetic, size, and safety regulations. The impacts of this illegal advertising are diverse, encompassing economic, social, and environmental aspects. Illegal advertising in Batam City, as it emerges without permission and violates regulations, has become a serious impediment that disrupts the city's order and the daily lives of its residents (Javier et al., 2022). Illegal billboards can be found in various locations, including sidewalks, buildings, and other public places, without permission from the Batam City local government (Pambudi & Raharjo, 2020).

The issue is not only limited to violated permits but also involves aesthetic aspects, where illegal billboards often fail to comply with regulations regarding size, layout, and design that should be applied. Additionally, illegal advertising can pose safety threats, especially when billboards obstruct traffic visibility or interfere with road infrastructure.

According to interviews with Batam Authority, the impacts of illegal advertising encompass various aspects, ranging from economic impacts such as declining local revenue, contrary to the expectations planned by the Batam City Regional Revenue Office, where law-abiding entrepreneurs feel disadvantaged due to inequality in business competition, to social impacts, where the community can feel disturbed by arbitrarily placed advertisements. From interviews with the Batam City Parks and Gardens Office, on the environmental side, it is also considered damaging to the landscaping efforts undertaken by the office (Harsanto, 2015). Illegal advertising can damage the city's aesthetics, harm the natural environment such as the existing garden arrangements around the Batam City highways, and create visual pollution that can disrupt the residents' quality of life. Therefore, the issue of illegal advertising requires serious attention and effective solutions from the Batam City government.

From the perspective of the Regional Revenue Agency, illegal advertising harms local government by depriving it of potential revenue from advertising permits and unpaid taxes, which could otherwise enhance infrastructure and public services (Rahmawati & Setiyono, 2013). Additionally, from the viewpoint of motorists in Batam City, illegal advertising disrupts city order, mars aesthetics, creates an unorganized appearance, and poses public safety risks if billboards are unsafely placed. Environmentally, interviews with the Batam City Parks and Gardens Office reveal that illegal advertising disrupts ecosystems, especially when billboards are placed in green areas or near water bodies, harming natural environments and sustainability. This issue not only reflects broader challenges in Indonesia's advertising regulation but also highlights specific local government challenges, including the effectiveness of law enforcement, resource constraints, and the roles of third parties like advertising companies and landowners.

This study aims to analyze the effectiveness of the Batam City Government's policy enforcement regarding unauthorized advertising installations. Additionally, this research aims to identify the challenges faced in enforcing these policies and seek appropriate solutions. Furthermore, this study will analyze policy concepts that can be implemented by the Batam City Government in the future to address illegal advertising issues. Thus, this research aims to provide a better understanding of the effectiveness of policies related to unauthorized advertising enforcement and offer recommendations for policy enhancement in the future.

This article draws on several previous studies including 1) "Analysis of the Performance of Collection and Levy of Advertising Tax on the Regional Original Revenue of Batam City" by Harahap & Effendi (2020). The findings of this research examine the development of the number of advertising tax collections after the implementation of regulations by the local government. 2) "Analysis of the Potential of Advertising Points in Batam City" by Kartikaningdyah (2009). The results of this study reflect changes in Batam government regulations for advertising placement aimed at enhancing the economic sector. 3) "Evaluation of Advertising Permit Policy in Batam City" by Khusnah (2021). The findings of this research shed light on public policy through decisions made by the government aimed at establishing a new advertising system and management. 4) "Dualism of Authority between Batam City Government and Batam Authority in the Licensing Sector" Barkah & Kartikasari (2020). The findings of this study highlight miscommunication or inconsistency between regulations set by the Batam local government and licensing procedures carried out by the Batam Authority, necessitating solutions for their harmonization. 5) "Impact of Authority Conflict between Batam Authority and Batam City Government on the Implementation of Good Governance in Public Services in Batam City" by Effendi & Sutarto (2019). The research explores issues or conflicts between the two entities. The principles of good governance are applied to both the Batam Authority and Batam City Government to align public services.

The research presents a novel approach by focusing on the legal effectiveness of existing policies, a dimension often overlooked in prior studies that primarily emphasize enforcement and

regulatory frameworks. Unlike previous research that addresses the prevalence and impact of illegal billboards, this study bridges the gap by evaluating how well the current legal measures are implemented and their actual efficacy in mitigating the issue. By integrating legal effectiveness into the analysis, this study offers a state-of-the-art perspective that not only critiques the existing policies but also provides actionable insights for more robust and effective policy development.

RESEARCH METHOD

This research employs empirical research influenced by the doctrine of sociology of law and sociological jurisprudence. It adopts a qualitative approach suitable for exploring in-depth information and understanding regarding the effectiveness of the Batam City Government's policies in combating illegal advertising (Assyakurrohim et al., 2022). The qualitative approach is chosen for its advantage in explaining and understanding the complexity of this issue, allowing researchers to gain deeper insights into the perspectives of various stakeholders (Ali et al., 2019). The research methodology comprises three main complementary stages. Firstly, a literature review serves as the initial phase of this study. It involves collecting, reading, notating, reviewing, and gathering concepts related to the main research topic.

The literature accessed includes the effectiveness of law theory by Soerjono Soekanto and public policy development theory. This literature analysis will provide a strong foundation for formulating more precise research questions and understanding the existing policy context (Soekanto, 2004). Empirical research conducted on the facts occurring in the field, including interviews with relevant parties, will be a crucial step in data collection. The interviews will encompass efforts made by local governments in combating illegal advertising and the solutions implemented (Joesyiana, 2018). Therefore, the researcher utilizes data collection techniques through interviews and observations with key informants, namely, BP Batam, the Regional Revenue Office of Batam City, and the Public Order Agency. Field observation constitutes the third stage of this research (Darmalaksana, 2020). Field observation will enable the researcher to gain practical insights and a deeper understanding of the issue of illegal advertising in Batam City. The researcher will physically visit potential locations for illegal advertising placement, and this observation will help understand how illegal advertisements appear, where they are typically installed, and whether there are visible signs of violations (Puspita et al., 2018).

The research objects obtained for this study include interview results from key informants and the Mayor of Batam Regulation No. 63 of 2023 regarding the Technical Guidelines for the Implementation of Advertising in Batam City. The data analysis method employed is Qualitative Juridical Analysis, which involves systematic and in-depth stages typical of normative legal research (Rijali, 2019). The results of the analysis are then correlated with the research problems to obtain an objective assessment that can address the research issues effectively.

In this study, a qualitative research method was employed, including in-depth interviews with key stakeholders such as government officials, law enforcement agencies, and representatives from the advertising industry. Comparative analysis was also conducted to evaluate the policy and legal effectiveness of Batam City's approach against other cities, such as Jakarta and Surabaya, which have implemented varying strategies to combat illegal billboards. These comparisons provided insights into the strengths and weaknesses of different enforcement mechanisms and regulatory frameworks, highlighting best practices and potential areas for improvement in Batam City's policy.

RESULTS AND DISCUSSION

Effectiveness of Batam City Government's Policy Concept on Illegal Advertising

Legal effectiveness is a crucial concept in evaluating the extent to which a policy or regulation can be successfully implemented and achieve its objectives. In the context of combating illegal advertising in Batam City, the legal effectiveness theory proposed by Soerjono Soekanto serves as an important foundation for assessing the extent to which the Batam City Government's policy is effective in enforcing the law related to illegal advertising (Mawaddah & Abdul, 2022).

Soerjono Soekanto's theory of legal effectiveness plays a crucial role in assessing how well a policy or regulation can be applied and achieve its objectives. In the context of combating illegal advertising in Batam City, Soerjono Soekanto's theory of legal effectiveness becomes an important basis for evaluating the Batam City Government's policy enforcement regarding illegal advertising (Huda et al., 2022).

Based on interviews conducted by officials from the BP Batam Infrastructure Division, this department has authority over the placement of advertising points along all roads in Batam City. According to the interviews, the total number of advertising points installed under the authority of BP Batam is approximately 2136, including billboards, video screens, megatons, polysigns, and wall billboards, which are dynamic due to ongoing road construction in the city. Based on the findings by the Batam City Public Order Agency (Satpol PP), there are still approximately 723 advertisements without permits. Additionally, around 293 advertisements have permits, but 11 advertisements do not comply with the standard operating procedures (Tan & Ramadhani, 2020).

In terms of legal effectiveness regarding illegal advertising, it refers to how well and successfully existing regulations are applied, followed, and able to achieve their goals. There are five main aspects to consider in assessing the legal effectiveness related to illegal advertising in Batam City, which is linked to Soerjono Soekanto's Theory of Legal Effectiveness:

1. Legal Factor Itself

The effectiveness in terms of the law itself, according to Soerjono Soekanto's Theory, requires clear and applicable legal regulations. In the context of illegal advertising, these regulations encompass licensing requirements, advertisement placement, advertisement size, and aesthetic standards that must be adhered to by advertisement owners. Ambiguous or unclassified regulations will hinder law enforcement efforts and confuse the public and stakeholders. Based on Mayor Regulation No. 63 of 2023 concerning the Technical Guidelines for Advertising in Batam City, in Chapter III regarding the organization of advertising, Article 10 paragraph (1) stipulates that advertising organizers must have approval for advertising points from the Mayor through the Head of DPMPTSP based on recommendations from the Advertising Organizer Team or abbreviated as TPR. Despite the existence of illegal advertising findings identified by the Joint Team of Satpol PP, it is noted that it is still not effective in terms of the legal factor itself because the government imposes less than optimal sanctions, namely the confiscation of illegally placed advertisements, and the seized results are used as assets by the Batam City Government. In this regard, it is considered ineffective because the confiscation sanction does not sufficiently deter perpetrators of illegal advertising along the Kotta Batam Highway (Bastaman, 2020).

2. Law Enforcement Factor

In terms of law enforcement factors for illegal advertising, the Batam City Government has instructed the Batam City Satpol PP to act against advertisements that do not have permits and do not comply with applicable SOPs. The Joint Team of Satpol PP enforces the law and acts against illegal advertising by forcibly dismantling advertisements without permits based on reports from BP Batam, dismantling all unauthorized advertisements without exception. Then, the results of the dismantling are taken to the Batam City Government and become assets seized by the Batam

City Government from the Batam City Satpol PP, and acting against advertisements that have exceeded their lease period by affixing a red sticker on the advertisement pole indicating that the advertisement lease period has expired. This serves as a sanction for individuals who install illegal advertisements, and this action falls under the category of minor criminal offenses, namely the confiscation of advertisement items. However, Law Enforcement in forcibly dismantling and seizing illegal advertisements conducted by the Satpol PP has not yet reached the effective category, as stated by BP Batam, as there is no routine schedule for enforcement actions to be conducted annually. Effective law enforcement is a key element of legal effectiveness. This includes various aspects such as supervision, inspection, identification of violations, and law enforcement actions appropriate to the violations that occur. Weak or inconsistent law enforcement can undermine overall legal effectiveness (Sugeng & Sekarsari, 2019).

3. Facility and Legal Infrastructure Factor

This factor plays a crucial role, serving as a facilitator. It is essential to support other factors to function optimally. Based on field observations and interviews conducted by BP Batam, the facilities and infrastructure provided by BP Batam for areas where advertisements are intended to be placed, approximately 2136 advertising spots, are deemed sufficiently effective. This is because all areas along the streets of Batam City have been allocated according to applicable points and procedures. The spots allocated by BP Batam are also suitable for advertising placements according to the prevailing procedures (Harsanto, 2015).

As known, BP Batam divides advertising spots into three zones. This is based on the Minister of Finance Regulation (PMK) No. 153 of 2012 concerning the Tariff for Services of the Public Service Agency of the BP Batam Free Trade Zone and Free Port:

- 1) Zone I covers Jodoh, Nagoya, Jenderal Sudirman Street (ROW 200), Batuampar, Seipanas, Baloi, and surrounding areas. It also includes all areas within a 150-meter radius from the four-way and three-way intersections within BP Batam's working area, except for airport areas and port areas.
- 2) Zone II covers the Sekupang, Tiban, Mukakuning, Tembesi, Batuaji, Sagulung, Tanjungcang, Bengkong, Batubesar, and surrounding areas.
- 3) Zone III covers Nongsa, Kabil, Marina, Tanjungriau, Tanjungpiayu, and surrounding areas. It also includes all areas within BP Batam's working area other than or except for the first and second zones.

The image below depicts the placement of advertisements along with the annual rental rates determined by BP Batam:

b. Penempatan Reklame				
1)	<i>Billboard</i>			
	a)	Wilayah I	Per m ² /Tahun	Rp. 285.000
	b)	Wilayah II	Per m ² /Tahun	Rp. 235.000
	c)	Wilayah III	Per m ² /Tahun	Rp. 175.000
2)	<i>LED videotron</i>			
	a)	Wilayah I	Per m ² /Tahun	Rp. 575.000
	b)	Wilayah II	Per m ² /Tahun	Rp. 475.000
	c)	Wilayah III	Per m ² /Tahun	Rp. 375.000
3)	<i>Bando/Portal</i>			
	a)	Wilayah I	Per m ² /Tahun	Rp. 1.200.000
	b)	Wilayah II	Per m ² /Tahun	Rp. 900.000
	c)	Wilayah III	Per m ² /Tahun	Rp. 700.000
4)	<i>Neon Box</i>			
	a)	Wilayah I	Per m ² /Tahun	Rp. 345.000
	b)	Wilayah II	Per m ² /Tahun	Rp. 290.000
	c)	Wilayah III	Per m ² /Tahun	Rp. 250.000

Figure 1. Placement of Advertisements along with Annual Rental Rates
Source: BP Batam and Batam City Regional Revenue Office

Facilities and amenities are deemed effective as the spots provided by BP Batam are strategically located and suitable for advertising placements according to the procedures. However, the enforcement of the law remains suboptimal, leading to the continued presence of illegal advertisements that are not in compliance with the applicable procedures.

1. Community Factor

The level of homogeneity within the community is one of the reasons why inherited customs persist. This aligns with the notion that if an action is perceived as good, it may become a habit or a repeated behavior in the same form. The repetition of an action indicates its approval. At this level, a pattern of behavior begins to be recognized and acknowledged, as deviating from it results in criticism (Permatasari, 2020).

From the perspective of legal effectiveness, the community factor has not yet reached optimal levels because certain individuals within the community are still unaware, considering their actions as not violating the applicable rules, displaying indifference, and lacking knowledge of the regulations governing advertising procedures. According to interviews with BP Batam, the Regional Revenue Office of Batam City, and observational data, they also believe it remains ineffective due to the lack of awareness among the public regarding the laws in Indonesia. There is a heavy burden on the Satpol PP officers as enforcers of illegal advertising to carry out all their duties based on standard operational procedures to avoid any violations that could jeopardize their positions (Soekanto, 1978).

Based on interviews with an individual involved in installing illegal advertisements, identified as SM, they provided reasons for engaging in this activity, citing convenience as a primary motive. They believe that installing advertisements without permission is more administratively convenient and cost-effective, as it avoids fees such as advertising placement taxes imposed by the Regional Revenue Office of Batam City. This mindset leads to the perception that adherence to advertising regulations is merely an obstacle, eventually becoming a habit and self-justification. Consequently, there is an assumption that complying with the regulations for advertising placement permits is unnecessary. Certain individuals within the community of Batam City, especially those involved in one-sided profitable businesses, exhibit low legal awareness, resulting in a suboptimal understanding of advertising placement procedures and regulations.

The effectiveness of the law is closely tied to the level of compliance within society regarding the existing regulations. If the public is non-compliant or unaware of the applicable rules, the effectiveness of the law will be compromised. Therefore, efforts to increase public awareness of regulations and the importance of compliance are crucial steps in creating a safe and controlled environment.

Based on the data from the Siependa application, which is the Regional Revenue Information System of Batam City from the Regional Revenue Office of Batam City, it shows a low realization of local taxes in 2023.

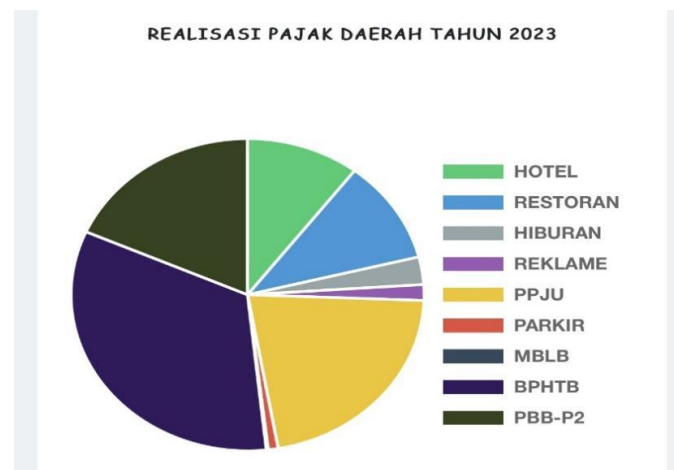


Figure 2: Local Tax Realization of Batam City in 2023
Source: Local Revenue Agency of Batam City

#	Uraian	Target (Rp.)	Realisasi (Rp.)	%
1	PAJAK HOTEL	134.763.757.542,00	120.335.570.081,00	89.29
2	PAJAK RESTORAN	152.666.481.617,00	124.493.553.893,00	81.55
3	PAJAK HIBURAN	53.080.370.622,00	33.138.932.240,88	62.43
4	PAJAK REKLAME	20.066.617.129,00	18.905.987.638,00	94.22
5	PAJAK PENERANGAN JALAN UMUM	277.639.651.142,00	251.013.358.333,00	90.41
6	PAJAK PARKIR	28.050.000.000,00	10.584.492.264,00	37.73
7	PAJAK MINERAL BUKAN LOGAM DAN BATUAN	4.320.000.000,00	1.889.491.233,35	43.74
8	PAJAK BPHTB	414.096.000.000,00	386.583.011.864,00	93.36
9	PAJAK PBB-P2	258.850.000.000,00	213.355.952.850,00	82.42

Figure 3. Target and realization of Batam City Local Tax in 2023
Source: Local Revenue Agency of Batam City

In the context of illegal advertising in Batam City, the community factor encompasses attitudes and prevailing norms within society. If the community tends to accept or disregard illegal advertising as commonplace, it can hinder the effectiveness of the law from a societal perspective. Moreover, indifference or support from some sectors of society towards illegal advertising practices can create an environment where law enforcement becomes challenging to carry out effectively.

As a consequence, the rampant proliferation of illegal advertising along the roads of Batam City not only fosters non-compliance with regulations but also potentially harms local revenue. With illegal advertising in place, the revenue that should be obtained from official advertising permits may drastically decrease. This could impact city development and projects reliant on such revenue.

2. Cultural Factor

The cultural factor is inherently intertwined with the societal factor, albeit distinguished by its focus on the value systems that constitute the core of spiritual or non-material culture. This factor encompasses the continuous human behaviors within the surrounding environment. Cultural factors remain ineffective due to the social norms in Batam City that do not sufficiently emphasize adherence to regulations. If local culture tends to overlook or not take regulations regarding advertising seriously, the effectiveness of law enforcement can be hindered. It is essential to understand how local cultural values can play a role in creating an environment where illegal advertising in Batam City can thrive without permits. If the community or relevant

stakeholders perceive violations of advertising regulations lightly, law enforcement will struggle to effectively implement them. Moreover, a cultural approach that does not support law enforcement may also reflect a lack of understanding or awareness of the negative consequences of illegal advertising on local revenue and urban planning. Therefore, more intensive efforts in education and socialization are needed to change public perceptions and create awareness of the importance of compliance with advertising regulations (Peters et al., 1988).

Constraints in the Enforcement of Government Policies in Batam City Regarding Unauthorized Advertising and Their Solutions

From the analysis of the discussion on the five factors of legal effectiveness theory according to Soerjono Soekanto, the following are the constraints in the enforcement of government policies in Batam City regarding unauthorized advertising and their solutions:

- The first factor involves identifying the ineffectiveness stemming from the legal aspect itself, attributed to the suboptimal sanctions imposed by the Batam City Government regarding advertising regulations. Article 27 paragraph (2) concerning Supervision and Regulation/Demolition of Advertising Constructions stipulates that the sanctions mainly entail the forced demolition of illegal advertisements or those whose advertising periods have expired, followed by confiscation by the advertising management team, namely the Public Order Agency (Satpol PP), with the seized items becoming assets of the Batam City Government. However, these sanctions are deemed ineffective as confiscation alone does not sufficiently deter individuals who install illegal advertisements along Kotta Batam Highway.

The solution to this legal factor lies in achieving legal certainty. The Batam City Government needs to impose heavier sanctions beyond just demolishing and confiscating illegal advertisements. Measures such as summoning individuals for personal reprimands and imposing significant fines are necessary. These fines serve not only as punishment but also as preventive measures to deter individuals from installing unauthorized advertisements.

- The second factor entails identifying the ineffectiveness of law enforcement. The enforcement of laws against illegal advertising in Batam City falls under the jurisdiction of the Public Order Agency (Satpol PP). While Satpol PP plays a crucial role in strengthening regional autonomy and improving public services, law enforcement against illegal advertising remains suboptimal due to the irregular scheduling of crackdowns on illegal advertisements around Batam City. The lack of effective law enforcement scheduling results in numerous illegal advertisements remaining along the shoulders of Batam City's highways.

The solution to this law enforcement factor involves adequate budget allocation. To address the constraint of limited resources, the Batam City Government needs to allocate sufficient funds for enforcing advertising policies. Adequate funding will support investments in personnel training, inspection equipment, and public awareness campaigns. Adequate budget allocation is the initial step to ensure effective law enforcement and to enhance public order, tranquility, and community protection. The presence of Satpol PP within the structure of local government administration is expected to significantly contribute to legal certainty and the smooth progress of development processes in the region. In cases of violations committed by individuals, law enforcement must be consistent and fair, ensuring the integrity of law enforcement and applying sanctions by existing regulations.

- The third factor involves identifying the effectiveness of the infrastructure or facilities supporting law enforcement. The effectiveness of law enforcement against illegal advertising in Batam City can be attributed to the infrastructure and facilities provided by the Batam Development Agency (BP Batam). As the entity authorized to determine the locations for advertisements on Batam City's roads, BP Batam has successfully organized suitable locations for advertisements by prevailing procedures and regulations. This creates a conducive and

organized environment for advertising placement, facilitating the supervision and regulation of illegal advertisements. Thus, the support provided by the facilities managed by BP Batam plays a crucial role in enforcing the law regarding illegal advertising in Batam City.

The solution to this infrastructure or facilities factor supporting law enforcement lies in deploying advanced equipment and technology to enhance the efficiency and effectiveness of law enforcement. This includes inspection vehicles equipped with measurement tools, cameras, and other monitoring technologies. Such equipment can help identify advertising violations more quickly and accurately. Additionally, the use of technology for data management and reporting can simplify the monitoring and reporting of illegal advertising activities.

- The fourth factor entails identifying the ineffectiveness of the societal factor. Based on interviews conducted by BP Batam, data revealed 723 cases of illegal advertising, indicating that many individuals disregard environmental conditions, municipal revenue in Batam City, and road safety. Furthermore, interviews with individuals involved in illegal advertising, such as SM, who were found installing promotional house advertisements without permission, revealed that installing advertisements without permits is perceived as administratively convenient and cost-effective. This mindset undermines compliance with regulations, leading to habitual disregard for rules and self-justification. Consequently, the assumption arises that adhering to regulations regarding advertising permits is unnecessary. Individuals in Batam City, particularly those with profit-driven businesses, exhibit low legal awareness, resulting in an ineffective understanding of advertising placement procedures and regulations. The rampant proliferation of illegal advertising around Batam City's roads not only fosters non-compliance with regulations but also potentially harms municipal revenue. With illegal advertising, revenue that should be obtained from official advertising permits may drastically decline, affecting urban development projects reliant on such income.

The solution to the societal factor involves community education and outreach through intensive programs aimed at raising awareness, particularly among business owners, about the negative consequences of illegal advertising placement. This education can help enhance legal awareness and awareness of the detrimental impacts on the environment and economy. Increased community surveillance encourages active community participation in monitoring illegal advertising placement. Utilizing technology such as online complaint applications or hotlines can facilitate public reporting of illegal advertising cases. Furthermore, imposing deterrent sanctions ensures that penalties for illegal advertising perpetrators are sufficiently severe to deter future violations. This may include fines for unauthorized advertising placement and stern legal actions, such as personal summons or reprimands.

- The fifth factor involves identifying the ineffectiveness of the Cultural factor. This is because it encompasses social norms in Batam City that do not sufficiently emphasize compliance with regulations. If the local culture tends to overlook or not take seriously the rules regarding advertising placement, then the effectiveness of law enforcement can be hindered. It is important to understand how local cultural values can play a role in creating a safe environment, stable municipal revenue, and traffic safety. If the community or relevant parties perceive violations of advertising regulations lightly, then law enforcement will be difficult to implement effectively.

The solution to this cultural factor lies in collaboration with the business community by actively involving local business communities in supporting legitimate advertising placement regulations. Through this collaboration, a culture of compliance with prevailing regulations can be fostered, integrating cultural values into law enforcement campaigns. Delivering messages that align with local values can more effectively penetrate and be accepted by the community. Additionally, engaging youth and education can change culture by involving them in educational activities regarding advertising regulations in Batam City. Education about the positive

consequences of compliance with regulations can shape a more positive mindset among the people of Batam City.

Future Public Policy Concepts of Batam City Government in Combating Illegal Advertising

Enforcement of Advertising Policies in Batam City related to combating illegal advertising can be approached using the perspective of public policy. Public policy can be defined as a series of actions established by the government aimed at addressing specific issues oriented towards resolving public problems. The concept of public policy has been elucidated by various scholars, including William Dunn, who defines public policy as a complex pattern of interdependent collective choices, including decisions not to act, made by government bodies or offices. According to Dunn, public policy implies the existence of interdependent collective choices among decision-making bodies. Additionally, Thomas R. Dye, as cited in Howlett and Ramesh, views public policy as everything governments do, why they do it, and the differences it makes. In simpler terms, public policy entails the actions and decisions taken by the government to serve a common interest, regulated by legislation, aimed at assisting society in creating order. One of the issues regarding public policy is the matter of advertising policies. In Batam City, various types of advertising installations can be found along the streets, both licensed and illegally placed advertisements that disrupt public spaces.

In Batam City, the Batam Authority Directorate of Regional Infrastructure is the institution responsible for overseeing advertising permits by the Republic of Indonesia Government Regulation No. 46 of 2007, which covers the drafting of guidelines and technical instructions for the implementation of development, the use of road bodies, advertising points, as well as the maintenance of parks and greenery, which falls under the responsibility of the Batam Authority through the Subdirectorate of Tourism Facilities and Environmental Development. Therefore, all stakeholders wishing to erect advertising boards along roadsides must undergo a licensing process with the Batam Authority, and if a stakeholder independently erects advertising boards without coordination with the Batam Authority, then such advertising board placement is considered a violation and an illegal act (Sugeng & Sekarsari, 2019).

Regarding the regulation of technical guidelines for advertising implementation in Batam City, it is already stipulated in the Mayor of Batam Regulation No. 63 of 2023. The mitigation of illegal advertising in Batam City, based on interviews with the Batam City Revenue Office, is planned to be addressed with a new system aimed at reducing the number of unpermitted advertisements that disrupt public spaces for Batam citizens. The Batam city government plans to implement a technology-based advertising permit system by creating barcodes on each installed advertisement. This allows the citizens of Batam City to access the barcode displayed on the advertisement to determine its status. If the advertisement barcode can be scanned, it indicates that the advertisement is registered and permitted. However, if the barcode on the advertisement does not display detailed information, it is likely an illegal advertisement without a genuine barcode. This aims to facilitate data collection, tracking, and evaluation for the Batam city government to enhance the potential and revenue of advertising taxes, which will show the distribution map of advertisements, advertising periods, and rental status of the advertisements (Harahap & Effendi, 2020).

The plan presented by the Batam City Revenue Office above, in its implementation to address illegal advertising, is not only about enforcement but also about ensuring the effectiveness and legitimacy of the policy. Therefore, the Batam City government must make several updates or issue additional regulations to Mayor Regulation No. 63 of 2023 regarding technical guidelines for advertising implementation in Batam City, using a public policy perspective. The process in public policy is complex and intricate, hence there is a wide variation in how public policy is perceived among experts, leading to potential differences. For instance,

there may be additions, changes, or discontinuations to policies after policy evaluation. According to Dunn, the stages in public policy implementation can be done in several ways:

- 1) Agenda Setting, the initial stage in crafting public policy, involves interactions to delineate issues concerning public needs. If a problem is deemed a public issue and requires a public plan, it holds a privileged status compared to other issues as a public concern.
- 2) Policy Formulation, at this stage, the issues outlined in the policy agenda are examined by policymakers. Solutions or problem resolutions are sought for these issues. The solutions offered stem from various strategic options among existing policy choices. During the policy formulation process, each solution or strategy offered is selected to address the problem.
- 3) Policy Adoption or Legitimation, Legitimation aims to authorize the fundamental processes of governance. If legitimation actions in a society are carried out by popular sovereignty, citizens will follow the government's directives. Thus, the public must accept and acknowledge the government's actions as legitimate. This legitimacy can be monitored with specific controls that assist the government.
- 4) Policy Evaluation or Assessment, Policy evaluation entails a fusion of both substance and existing impacts. Evaluation is a beneficial action, as it is noted that assessment of the evaluation process is not only carried out at the final stage but is conducted simultaneously. Therefore, policy evaluation is the process of integrating problem formulation, plan selection to address an issue, implementation, and policy stages (Kartikaningdyah, 2009).

Policy implementation is a crucial stage in the entire process of public policy. It entails a series of activities (actions) following the formulation of a policy. Without implementation activities, a formulated policy would be rendered futile. Therefore, policy implementation serves as the chain linking policy formulation to policy outcomes (Imaduddina et al., 2020). In the implementation of public policy regarding the mitigation of illegal advertising in Batam City, as per the information provided by the Regional Revenue Agency of Batam City, the Batam City government is set to enact it in 2024 with several adjustments to the existing regulations in line with the outlined public policy plan. Subsequently, after the plan is realized, there will be a stage where public policy monitoring of the ongoing policies takes place. To ensure that the efforts to achieve the objectives of public policy align with the content of the policy, monitoring of public policy implementation is necessary (Bastaman, 2020).

This monitoring aims to ensure that every action in the implementation process aligns with the content and objectives of the public policy. In this regard, all stakeholders involved in the governance of Batam City concerning the organization and permits of advertising must participate in monitoring whether the implemented policy is sufficiently effective in addressing the issue of illegal advertising in Batam City. Following this, policy evaluation of the implemented policies will be conducted to test and ascertain the extent to which a public policy can address public issues. Policy evaluation, for example, involves assessing the outcomes and impacts of the policy or program. The results of this evaluation can then provide information about the success and/or failure of a policy, which will serve as a source of information for the formulation of subsequent public policies.

Previously, the Batam city government has implemented various policies related to advertising installation, including licensing requirements, size and location restrictions, and aesthetic regulations. In evaluating the enforcement of advertising policies in Batam City, the following aspects must be considered:

- 1) Consistency in granting advertising permits, including reviewing permit applications and the applicants' compliance with advertising regulations in Batam City.
- 2) Supervision and inspection of installed advertisements to ensure compliance with regulations.

- 3) Enforcement actions taken against illegal advertisements, including enforcement processes and applied sanctions, must be firm and capable of deterring offenders (Effendi & Sutarto, 2019).

Once these policies are effectively implemented and realized, new policies from the Batam city government can be accompanied by a series of public awareness campaigns through educational campaigns and socialization to help the public understand the importance of advertising permits and the negative impacts of illegal advertising. Additionally, upgrading technology to support existing policies will enhance the efficiency of combating illegal advertising. Furthermore, building positive relationships and educating about the consequences of rule violations will help address conflicts of interest. Most importantly, consistent and fair law enforcement against third parties violating regulations is essential, and it should deter those involved in unauthorized advertising from the local government.

CONCLUSION

The study reveals that while Batam City has made strides in addressing illegal billboards, significant gaps remain in the enforcement and legal effectiveness of current policies. The research highlights the multifaceted impact of illegal advertising on local revenue, public safety, urban aesthetics, and environmental sustainability. The findings suggest that existing measures are insufficient and require a comprehensive reevaluation to enhance legal enforcement and policy implementation. The comparison with other cities' strategies underscores the necessity for Batam to adopt best practices and innovative solutions to strengthen its approach.

To effectively combat illegal billboards, expanding collaboration among all relevant stakeholders is crucial. This involves engaging advertising companies and landowners more actively in the regulatory process to ensure compliance and shared responsibility. Additionally, strengthening enforcement resources is essential. This includes training and increasing the number of enforcement personnel and allocating sufficient budget to support these initiatives. By fostering a collaborative environment and bolstering enforcement capabilities, Batam City can develop a more robust and effective policy framework to address the pervasive issue of illegal billboards.

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