

Research Article

Analyzing Public Policy Control in Addressing Public Entertainment in Muara Enim Regency

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Abstract.

This research aims to analyze the efforts and role of the government in addressing activities considered to have violated public order, community security, religious norms, customs, and decency in the implementation of Organ Tunggal entertainment in Muara Enim Regency. This research highlights the complexity of implementing the policy to regulate Organ Tunggal, which not only involves social, cultural, and public order issues but also concerns various parties in the effort to achieve the goals set forth in the local regulations (Perda). In addressing these issues, the Muara Enim Regency government has implemented Perda No. 6 of 2019, strengthened by the Circular Letter from the Regional Police Chief, and has taken measures. To obtain maximum analytical results, this research employs a qualitative-descriptive research method with an interpretative concept. The data collected by the researcher come from library studies, journals, and social media publications on the internet, which are then interpreted by the researcher using the policy implementation framework by George Edward III. The research findings indicate that the Muara Enim Regency government and the Police have entered into a memorandum of understanding (MoU), resulting in seven points of mutual agreement for implementing the regulations. Furthermore, the government has also implemented the regulations by forming collaborations, establishing structures, assigning roles to various actors, and conducting public awareness campaigns, targeting the entire community. The stakeholders are considered to have a strong connection with Organ Tunggal, all with the goal of supporting the optimal enforcement of the rules.

Keywords: Organ Tunggal, public policy, implementation, Muara Enim

1. Introduction

In the last decade, governments at various levels in South Sumatra have issued Regional Regulations concerning security and public order issues raised by the community. This regulations is linked to the 'Organ Tunggal' entertainment, which is typically held at weddings and various events in urban and rural areas throughout South Sumatra, but it has now taken a negative turn, encompassing not only social and security issues but also touching on religious aspects. In the social aspect, for example, problems such as gambling, alcohol abuse, and even illegal drug transactions have been associated with it [1]. Similarly, in terms of security, incidents such as fights, theft, and unfortunately, even deaths have occurred [2]. More critically, 'Organ Tunggal' events have become

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venues for drug abuse in South Sumatra, which is a deeply concerning condition [3]. In the context of South Sumatra, based on reports from the National Narcotics Agency (BNN), South Sumatra ranks third nationally for the highest circulation of narcotics [1]. Meanwhile, in the religious aspect, 'Organ Tunggal' entertainment often features female singers wearing provocative attire, arousing the audience's sexual desires, and raising doubts about religious values. As a result, the organization of 'Organ Tunggal' entertainment gives rise to various dimensions that affect various aspects of community life in South Sumatra.

Generally speaking, 'Organ Tunggal' is a form of entertainment enjoyed and favored particularly by the lower-income population, provided for free without any fees. Concrete evidence of the popularity of the remix genre in dangdut music in South Sumatra can be seen in the extraordinary enthusiasm of the public when these performances are held [4]. The difference from other music genres, such as gamelan or classical music, lies in the number of attendees. Traditional music performances are often attended by a small audience, matching the available seating capacity. Similarly, keroncong music finds more appeal among the older generation. However, the remix genre within dangdut music holds a special place in the hearts of South Sumatran communities [5]. Besides that, technological advancements have also significantly impacted the development of music in South Sumatra. The emergence of electronic musical instruments like 'Organ Tunggal' has transformed the way dangdut music is produced. 'Organ Tunggal' allows a single player to perform various musical instrument sounds, including drums, flutes, and guitars, simply by programming them. 'Organ Tunggal' has become popular among the people of South Sumatra due to its convenience and cost-effectiveness in presenting music [6].

One of the regions in South Sumatra that has shown concern about the 'Organ Tunggal' issue is Muara Enim Regency. In 2019, the Muara Enim Regency Government issued Regional Regulation No. 12 of 2019 concerning Community Security and Public Order [7]. This was due to the high number of issues arising from 'Organ Tunggal' events, which included not only theft, fights, drunkenness, drug transactions, but also loss of lives. 'Organ Tunggal' events are not limited to South Sumatra but are also found in provinces like Lampung, West Sumatra, Riau, and various regions in Java. Simultaneously, attention to 'Organ Tunggal' has also expanded to research aspects. For example, studies by Andaryani [5], Munthe [8], and Larasaty et. all. [4] examined public perceptions of 'Organ Tunggal' events. Additionally, Retnaningsih [6] explored group identity contestation in music in Sragen, while Sumarwiyanti [2] looked at how Islamic law views 'Organ Tunggal' events in South Lampung. Considering the research

conducted thus far, there is still a gap in understanding collaborative government efforts to address 'Organ Tunggal'-related issues.

Therefore, the presence of 'Organ Tunggal' has become a practical and economical choice for some group of people in South Sumatra. Compared to Dangdut orchestras that involve multiple players, 'Organ Tunggal' only requires one player who can program various musical instrument sounds. In their performances, 'Organ Tunggal' typically involves one person playing the guitar and another playing the flute. Moreover, 'Organ Tunggal' is not only practical and economical but also capable of attracting audience interest. 'Organ Tunggal' performances often feature a female vocalist who sings with a distinctive style, including iconic dangdut dance moves. This makes 'Organ Tunggal' shows appealing to people of all ages, from children to adults.

To address and ensure the effective implementation of these local regulations, collaborative efforts involving various stakeholders are required, not just the government but also community leaders and religious figures. This is because the problems created by 'Organ Tunggal' touch upon various aspects, making it nearly impossible to assign responsibility to a single government agency. Instead, it requires collective commitment from multiple parties, both from government stakeholders and the community, to optimize these rules effectively and in line with the desired outcomes. Therefore, addressing these issues necessitates a structured and organized framework with a collaborative concept involving various government agencies, stakeholders, and the community.

Speaking about the implementation of public policy, George C. Edwards [9] it is stated that the accuracy level of a policy has clear stages, directed formation models, and projects constraints that can affect other aspects. If so, it will result in a suitable policy. However, even though the stages are well-structured, if the implementation aspect, especially the field implementers, is not taken into account, it can be ensured that the policy to be implemented will not proceed smoothly [9]. In this regard, George C. Edward has formulated four important factors in reviewing the implementation of a policy:

1. Communication transmission, clarity, and consistency (the communication process is conveyed clearly and consistently).
2. Resources: staff, information, authority, facilities (there are resources supported by staff, information, authority, and adequate facilities).
3. Disposition: incentives, staffing (there is a clear indication of incentive provision and staff support).
4. Bureaucratic Structure: standard operating procedures, fragmentation (there is a bureaucratic system with adequate procedures and work standards).

In this concept, George C. Edwards seeks to recommend by emphasizing four crucial factors for the implementation of each policy. In reality, when implementing a policy, all aspects are interconnected and mutually influence each other, requiring a continuous and simultaneous policy pattern. In this context, all aspects affecting policy implementation must be mapped, formulated, and discussed in detail from all relevant aspects. Because generally, policy implementation is not static but rather follows a dynamic pattern, linking one aspect to another and one variable to another. Therefore, every policy implementation process has interdependencies and connections that cannot be separated from each other. Based on this concept of policy implementation, every policy implementation is not only related to the government as policymakers but also involves other stakeholders in social, political, and economic fields, resulting in effective and well-implemented policies.

2. Methods

To explore the dynamics of collaborative governance, qualitative methods with a library research approach can provide valuable insights [10]. Qualitative research, focusing on an understanding of the subjective experiences, perspectives, and social dynamics of stakeholders involved, is well-suited for uncovering the nuances of the shift from restrictions to boundaries. By employing a library research approach, researchers can conduct in-depth examinations of existing literature, documents, reports, and other relevant sources shedding light on the governance of 'Organ Tunggal' entertainment in South Sumatra. This approach enables a comprehensive exploration of the historical, cultural, and social contexts surrounding this form of entertainment.

Through a thorough review of scholarly articles, government publications, policy documents, and media sources, researchers can identify the fundamental factors that have influenced the transition from restrictions to boundaries. This literature review can also help understand the motives, challenges, and successes associated with collaborative governance approaches. Furthermore, it can uncover the perspectives of various stakeholders, including government institutions, local communities, civil society organizations, and cultural practitioners, regarding changes in governance policies and their impact on 'Organ Tunggal' entertainment.

By using the library research approach allows researchers to examine the historical evolution of governance measures related to 'Organ Tunggal' entertainment in South Sumatra. This includes exploring previous restrictions and their outcomes, as well as understanding the triggers and motivations driving the shift towards collaborative

governance. By analyzing qualitative data from various sources, researchers can comprehensively grasp the complex dynamics and relationships among different actors involved in the governance process. Additionally, the library research approach enables the identification of best practices, lessons learned, and experiences from other regions or countries that have implemented similar collaborative governance approaches to manage cultural practices. Comparative studies and case analyses can provide valuable insights into successful strategies, challenges faced, and potential solutions that can be applied in the context of 'Organ Tunggal' entertainment in South Sumatra.

3. Results and Discussion

3.1. Government Policy on Organ Tunggal Music Entertainment in Muara Enim

Muara Enim Regency, located in the South Sumatra province, has long been a center for 'Organ Tunggal' entertainment activities. This tradition, which has been ongoing for a while, includes weddings and circumcision ceremonies. While 'Organ Tunggal' entertainment events can be enjoyable for many people, various social, religious, and security issues often arise in conjunction with the organization of these events. The Muara Enim Regency Government responded to these issues by issuing Regional Regulation (Perda) No. 06 of 2019 concerning public order [7]. This regulation is not only aimed specifically at 'Organ Tunggal' entertainment but also at other events with similar characteristics to 'Organ Tunggal.' Additionally, the South Sumatra Regional Police took action to address deeper issues related to 'Organ Tunggal.' They viewed 'Organ Tunggal' not only as a place of entertainment but also as a potential venue used by drug dealers and users. The Regional Police issued warnings and bans on playing remix music, which was considered to have the potential to promote drug abuse. The ban on playing remix music is not an effort to shut down 'Organ Tunggal' as an entertainment industry. It is a serious step to reduce the risk of drug abuse, especially at 'Organ Tunggal' events that often feature remix music.

Over the past few years, South Sumatra has faced serious issues related to drug circulation. According to reports from the National Narcotics Agency, this province ranked third nationally in terms of the highest drug circulation in 2022. The prohibition of 'Organ Tunggal,' band orchestras, and other nightlife entertainment in the Muara Enim Regency also aims to ensure the safety of lives during events involving large crowds. Disturbances and conflicts often occur in the context of nightlife entertainment,

and these can pose risks to the community [11]. By regulating and monitoring these events, the local government seeks to maintain order and security in the region. In an effort to enhance the more effective implementation of regulations related to nightlife entertainment, the Muara Enim Regency government and the South Sumatra Police have entered into an agreement in the form of a Memorandum of Understanding [MoU] [12]. This agreement was signed by the Chief of Muara Enim Regional Police, AKBP Andi Supriadi, and the Acting Regent of Muara Enim, Ahmad Usmarwi Kaffah, at the Balai Agung Serasan Sekundang in Muara Enim. The MoU aims to create conducive conditions for the implementation of nightlife entertainment such as 'Organ Tunggal,' band orchestras, and other entertainment organized by the community [13].



Figure 1: MoU Muara Enim Government with Chief of Regional Police. Source: Sumsel.tribunnews.com, 2023.

In the MoU agreement, there are seven key points of agreement that should be known to the entire community of Muara Enim Regency [11]:

1. Every organizer of music entertainment events such as 'Organ Tunggal,' band orchestras, and other forms of entertainment is required to apply for a permit from the local police authorities. This permit must be accompanied by recommendations from the relevant village, sub-district, neighborhood, and community unit.
2. Permit applicants for public gatherings must draft a statement letter and attach photocopies of their identification cards. This letter must be acknowledged by local authorities, including RT, RW, and the village or sub-district that processes it. The statement letter should be submitted one week before the event, and the organizer or host must express their readiness to take responsibility for the event.

3. Music entertainment events like 'Organ Tunggal,' band orchestras, and other forms of entertainment must not contradict applicable norms, including religious norms, customary norms, and legal norms. Moreover, activities such as gambling, drug use, and alcohol consumption are strictly prohibited, both by the performing personnel and the attending audience.

4. Music entertainment events must be restricted to take place until 5:00 PM local time, especially if they are part of celebration events or similar occasions.

5. Ban on House Music and Remix: The playing or singing of house music or remix music is strictly prohibited during music entertainment events.

6. Personnel and singers participating in music entertainment events are required to wear modest clothing that covers their bodies appropriately.

7. Event organizers or permit applicants who violate the above provisions may face termination and dissolution of the event. Musical instruments may also be confiscated, and they may be subject to legal penalties in accordance with Muara Enim Regional Regulation No. 06 of 2019 on Public Order and Community Tranquility. Possible sanctions include imprisonment of up to 6 months and fines of up to 50 million Indonesian Rupiah, as stipulated in Article 10, paragraph 1 of the aforementioned regional regulation [14].

The signing of the MoU between the Muara Enim Regency government and the South Sumatra Police is an important step in enhancing the effectiveness of regulations related to nightlife entertainment in the region. The seven points of agreement in this MoU aim to maintain order, security, and safety during the organization of nightlife entertainment while respecting the prevailing social and legal norms. With proper implementation, this MoU is expected to create a safer and more conducive environment for the community of Muara Enim Regency to enjoy nightlife entertainment.

3.2. Implementation of Organ Tunggal Music Regulations in Muara Enim Regency.

a. Communication.

The success of a policy greatly depends on the patterns and forms of communication established between the government and the groups affected by the policy. Effective communication requires the delivery of information that is good, clear, and consistent to achieve and implement the policy effectively. In the context of implementing the above MoU, communication between the regional government, village officials, and the community still faces challenges in terms of its effectiveness. To address this issue,

the government has taken a series of communication steps involving various relevant parties. This includes face-to-face meetings (Focus Group Discussions FGD) with various stakeholders and government agencies, including the Police, the Indonesian Ulema Council (MUI), community leaders, religious figures, Organ Tunggal entrepreneurs, and the general public. The goal of this face-to-face process is to address issues deemed complex and difficult to tackle by the government [5]. It is also a continuation of the public consultation process that was conducted during policy formulation. In this stage, there has been a dialogue initiated through the communication and socialization of the Regional Regulation and the supervisory measures carried out by relevant agencies, the police, and the Public Order Agency (Indonesian: Satpol PP). Furthermore, vertical communication has been carried out between policy implementers and the community, Organ Tunggal entrepreneurs, and traders. So far, the vertical communication conducted by policy implementers has been going quite well. In this aspect, communication takes the form of socialization, coaching, and direct persuasive approaches to the community and Organ Tunggal operators. These activities are facilitated by the Muara Enim Regency government. Additionally, complaint numbers have been provided by the police in South Sumatra. In addition to face-to-face meetings, socialization has also been conducted through banners, leaflets, as well as through mass and electronic media. This is an effort to reach as many people as possible and explain the policy and its objectives.

b. Disposition

Disposition is a crucial aspect related to the attitudes and support of implementers towards every program and policy. In the implementation process, attitudes, support, and shared perspectives are vital as they facilitate the achievement of objectives. Conversely, if implementers have differing attitudes and support, a policy will not be effectively and efficiently realized. One aspect of disposition involves placing employees and implementers according to their specialization and competence. In this regard, the government and the police have divided responsibilities and tasks among each party involved in the implementation of this policy.

c. Human Resources

Human resources play a central role in the success or failure of policy implementation. This success is closely related to the competence and abilities of the officials responsible for policy implementation. However, it's not only the individual skills that are important, but also the support from resources such as budget, authority, and facilities. Effective policy implementation requires qualified and competent implementers who can provide outreach and support to the community and mass media, and who have received

appropriate training [11]. Additionally, the importance of enforcement and sanctions against violators who do not comply with the rules is also detailed in the policy draft. In this regard, it is important to emphasize that implementers have clear legal authority to resolve issues in accordance with applicable procedures.

In the effort to implement the policy of restricting the operational hours of Organ Tunggal entertainment in Muara Enim Regency, cooperation among various parties and stakeholders, including the government, the Regional People's Representative Council (DPRD), the Police, the Indonesian Ulema Council (MUI), religious leaders, community leaders, and Organ Tunggal entrepreneurs, is a necessity. This collaboration involves many stakeholders, both related and unrelated, and has successfully created effective synergy. The Regional Government provides the regulatory framework and necessary resources, while the Police are responsible for upholding the law and ensuring public safety by ensuring compliance with existing rules. The role of the Subdistrict Head (Camat) as a mediator and facilitator is crucial in facilitating communication and cooperation between the government, the Police, and other stakeholders. Furthermore, collaboration occurs between the Camat, Village Heads, and Organ Tunggal business owners to ensure the smooth operation of activities. Through dialogue, consultation, and joint decision-making, they manage aspects of management, licensing, and operations. The importance of incorporating the perspective of Organ Tunggal business owners and ensuring their compliance with the regulations and guidelines set by the authorities must not be overlooked in the effort to achieve successful policy implementation [16].

d. Structure

In the implementation of regulations, a bureaucratic structure becomes crucial in carrying out the task of enforcing those regulations. The required bureaucratic structure is not limited to the government alone but also involves external parties both horizontally and vertically. Horizontally, coordination among implementers such as the Regional Government, MUI, and community leaders has been effective, often accompanied by surprise inspections as a follow-up measure [16]. The main aspect of collaborative governance is the restriction of operational hours for Organ Tunggal activities. Stakeholders such as the Regional Government, the Police, Subdistrict Heads (Camat), and Organ Tunggal business owners are involved in discussions and negotiations to determine operational hours that align with the interests of the community, public safety, and economic aspects. The Public Order Agency (Satpol PP) plays a key role in enforcing regulations and guidelines related to Organ Tunggal entertainment, collaborating with various parties to ensure compliance with operational time limits, maintain order during events, and address violations or disturbances that may arise.

The bureaucratic structure involving various parties, from the Regional Government to the general public, through processes of discussion, consultation, and joint decision-making, forms the essential foundation for establishing regulations, enforcing operational time restrictions, and ensuring the smoothness and safety of Organ Tunggal entertainment activities.

4. Conclusion

The ban on playing remix music and the implementation of regulations related to 'Organ Tunggal' in Muara Enim, South Sumatra, are not intended to suppress entertainment or disrupt local traditions. Rather, these measures represent a proactive response to address pressing issues, including drug abuse and security concerns that have arisen during large-scale events. The Muara Enim Regency Government, in collaboration with the South Sumatra Regional Police, is dedicated to preserving social safety and security while also showing deep respect for the rich entertainment traditions deeply ingrained in the local culture. It is essential to recognize that these regulations are not meant to stifle cultural expression but rather to strike a balance between tradition and safeguarding the well-being of the community. In the enforcement of these regulations, a collaborative approach is crucial. It requires close cooperation between the government, law enforcement agencies, and the community. This joint effort aims to achieve a common objective: the maintenance of order, safety, and security during events, ensuring that they remain enjoyable and free from the negative influences that have posed significant challenges in the past. By working together, these stakeholders can create an environment where local traditions can thrive while simultaneously addressing the critical social and security issues that have emerged. This cooperative approach embodies a commitment to the welfare and harmony of the community, reflecting the shared responsibility of all parties involved in maintaining a safe and vibrant cultural landscape in Muara Enim, South Sumatra.

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