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Regulation of Sidewalk Use in Response to the Rise of *Street Coffee* Businesses in Cilacap Regency

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Abstract

The use of sidewalks by *street coffee* businesses in Cilacap Regency has grown as part of microeconomic activity, but has the potential to disrupt public peace and order if not properly regulated. This study aims to describe the existence and use of sidewalks by *street coffee* businesses, as well as to analyze the regulatory measures taken by the local government in response to the proliferation of these businesses. The research questions in this study are: (a) What is the current state of the existence and use of sidewalks by *street coffee* businesses in Cilacap Regency? (including photos, data, interviews, and patterns of sidewalk use); (b) How are enforcement measures regarding sidewalk use in response to the proliferation of *street coffee* businesses implemented? (including the meaning of

enforcement, legal basis, implementing agencies, the intended function of sidewalks, and implicit obstacles that arise). The research method employed is a socio-legal approach using a legislative and descriptive-analytical framework, supported by literature review, interviews, and field observations. The research findings indicate that regulation has been implemented through data collection, guidance, and enforcement actions by relevant authorities; however, its effectiveness has not yet been maximized. This is due to limited regulatory resources and infrastructure, weak interagency coordination, and the absence of detailed technical regulations regarding zoning and permits for sidewalk use. Therefore, it is recommended that clear technical regulations regarding zoning be established, inter-agency coordination be improved, and participatory guidance be strengthened.

Keywords

enforcement; sidewalks; public order; street coffee; Cilacap Regency

A. Introduction

Public spaces are part of the state's assets designated for the public interest and managed by the government to ensure the fulfillment of the public's right to comfort, safety, and spatial order. In the context of local government governance, the utilization of public spaces is not only related to physical spatial planning aspects but also reflects the state's responsibility to maintain public order and protect the interests of the broader community.¹ Therefore, the use of public spaces must be planned, controlled, and in accordance with applicable laws. Within the framework of the rule of law and local autonomy, public spaces cannot be understood merely as vacant land that can be used freely by anyone, but rather as shared spaces whose existence has legal, social,

¹ Waluno Pujianto, *KAJIAN PEMANFAATAN RUANG TERBUKA NON HIJAU (RTNH)*, 2021.

and administrative dimensions.²Local governments, through the authority granted by laws and regulations, have the responsibility to ensure that the use of public spaces remains consistent with their primary function, namely supporting the orderly conduct of community life and ensuring that the public interest is fulfilled fairly. Matters of public peace, public order, and community protection are also mandatory responsibilities of local governments; thus, the planning of public spaces is not merely a technical policy but an integral part of the implementation of local government functions themselves.³

Sidewalks, road shoulders, and various public facilities are key elements of urban planning, serving primarily as means to support mobility, pedestrian safety, and smooth traffic flow. These facilities are designed not solely for commercial purposes but to support public activities in a fair and equitable manner.⁴The misuse of public spaces particularly sidewalks and road shoulders has the potential to disrupt public order, degrade the quality of urban spaces, and endanger the safety of road users. In the context of traffic law, roads and their supporting facilities are part of the traffic space designated for the orderly and safe movement of people, vehicles, and goods. Therefore, sidewalks cannot be treated as neutral spaces that can be repurposed without limits, as their existence is directly linked to the rights of pedestrians and the principles of traffic safety. When sidewalks, road shoulders, or other public facilities are used for activities outside their intended purpose, it is not only the city's aesthetics that are compromised, but also the legal

² M.Si. Dr. Abdul Rahman, S.Pd., M.Pd., M.AP. Prof. Dr. M. Ilham, *Praktik Penyelenggaraan Ketenteraman Dan Ketertiban Umum*, 2023, <https://pustakainteresa.com>.

³ Dedy Suhendi, "SATUAN POLISI PAMONG PRAJA SEBAGAI ORGANISASI PERANGKAT DAERAH YANG MENJAGA WIBAWA PEMERINTAH DENGAN MENEGAKAN PERATURAN DAERAH," *Jurnal Tatapamong*, November 22, 2021, 157–75, doi:10.33701/jurnaltatapamong.v3i2.1588.

⁴ Dewinta Rizky RHatu, Rusdi Pohontu, and Jurusan Sosiologi, *Reproduksi Trotoar Sebagai Ruang Sosial: Studi Kasus Depan Universitas Negeri Gorontalo Sidewalk Reproduction as a Social Space: A Case Study in Front of Gorontalo State University*, 2024.

planning problems, especially when the use of public land is carried out without a permit or violates the stipulated provisions. This phenomenon shows that there is a gap between the legal norms regulated in local regulations and the reality of their application in society. From a socio-economic point of view, *street coffee* emerged as a form of adaptation of micro businesses to changes in urban lifestyles, especially among young people who make open spaces a place for interaction, consumption, and social expression.⁷ Some studies even show that *street coffee* can create a space vibrancy and bring a new social atmosphere to urban areas. However, when these activities develop without a structuring design, without clear permits, and without restrictions on business space, the economic and social benefits that arise have the potential to directly confront the legal function of public space. It is at this point that *the problem of street coffee* can no longer be understood only as a symptom of the informal economy, but also as an issue of urban planning and local law enforcement.⁸

This condition shows the importance of studying the effectiveness of control by local governments on the use of sidewalks. Suboptimal regulation has the potential to weaken the function of law as an instrument of social control and spatial planning. Therefore, this study is urgent to examine the extent of the role and effectiveness of regulation by the Cilacap Regency Government in enforcing Regional Regulation Number 2 of 2024, especially for *the street coffee business*, in order to realize public order and the protection of public interests in a sustainable manner. The effectiveness of regulation in this context needs to be understood not only from the existence or absence of regulatory actions, but also from the consistency of the implementation of rules, the clarity of coordination between agencies, the quality of coaching to business actors, and the ability of local governments to build legal compliance in the community. Effective regulation should be able to produce a balance between legal certainty, public space order, and protection of the economic activities of small communities. On the other hand, if the regulation is only incidental, reactive, or not followed by a sustainable coaching mechanism, then violations will continue to recur and local regulations have the

⁷ Novian Eri Kusuma, *ENFORCEMENT OF REGIONAL REGULATIONS AS IMPLEMENTATION OF "SATPOL PP" DUTIES*, 2024, <https://e-journal.unair.ac.id/ADJ>.

⁸ Ahmad Fatah and Haidar Rahmat, "A Study of Sense of Place at Street Coffee in the Kotabaru Area of Yogyakarta," 2025, doi:10.20961/arst.v%vi%i.100557.

potential to lose their validity in social practice.⁹

Figure 1. Street Coffee Business Atmosphere at Night



Sumber: <https://cdn.banyumasekspres.id/wp-content/uploads/2025/06/street-coffee-marak-di-cilacap.jpg>)

The phenomenon of rampant *street coffee* businesses that utilize sidewalks, road shoulders, and other public facilities in Cilacap Regency raises questions about the effectiveness of regulation by local governments in enforcing Regional Regulation Number 2 of 2024 concerning Peace, Public Order, and Community Protection, especially Articles 11, 12, and 14 which expressly prohibit the misuse of public land for commercial purposes without a permit. There is a gap between the legal norms that mandate the social function of public space as a state asset for the public interest and the reality on the ground where the use of public land for micro businesses continues to take place massively, thus raising two fundamental problems that need to be studied: first, how is the mechanism for implementing control carried out by the Pamong Praja Police Unit and related agencies in controlling the use of public land by *street coffee businesses*; and second, what obstacles are normative, structural, or cultural that hinder law enforcement against violations of public land use, which ultimately has an impact on the weak protection of the social function of public space and public order in the Cilacap Regency area. The

⁹ Farhan Alafif Fahmi, Azharisman Rozie, and Selamat Jalaludin, "PERFORMANCE OF THE PAMONG PRAJA POLICE UNIT IN REGULATING STREET VENDORS IN KAMPAR REGENCY," *Tatapamong Journal*, July 25, 2022, 1–14, doi:10.33701/jurnaltatapamong.v4i1.2445.

formulation of this problem is important because violations of public space basically do not always occur only because of weak rules, but are often caused by weak implementation, limited supervisory personnel, lack of synchronization of policies between institutions, and the existence of social tolerance for violations that are considered reasonable because they are related to the economy of small people. Thus, this study not only discusses the existence or absence of violations, but also examines how the law works in a complex social space, where informal economic interests often meet with the state's obligation to maintain public order.

This study aims to describe the existence and use of sidewalks by street coffee businesses and analyze the effectiveness of the Cilacap Regency Regional Government's regulation in enforcing Regional Regulation Number 2 of 2024 concerning Peace, Public Order, and Community Protection against the use of sidewalks by street coffee businesses. Specifically, this study examines two main aspects: first, how to describe the existence and pattern of sidewalk use by street coffee businesses; second, how the control mechanism carried out by the Pamong Praja Police Unit and related agencies in controlling the use of sidewalks and identifying obstacles (normative, structural, and cultural) that implicitly hinder law enforcement, so that policy recommendations can be formulated that are fair between the enforcement of the social function of sidewalks and the protection of the community's micro-economic interests. This goal shows that this research is not solely directed to assess the level of violations, but further to produce an analysis that can be the basis for regional policy evaluation. Thus, the results of the research are expected to be able to make an academic contribution to the development of the study of local government law and urban spatial law, as well as make a practical contribution to local governments in formulating a more adaptive, humane, and firm control model in maintaining the public function of the sidewalk.

Previous research shows that the problem of the use of public space by informal businesses and street vendors is an issue that continues to recur in various regions. Yumna Oktaviani and Bambang Hari Wibisono in a study on the use of public open space as a street vendor activity in the Aloon-Aloon Kauman area, Semarang City, found that street vendors tend to use sidewalks and public spaces that have a high intensity of visits, thus giving rise to conflicts in the use of space and reducing the optimal

function of public spaces.¹⁰ Ferdinand Renald, Fokky Fuad, and Sadino in a study on the implementation of street vendor arrangement regulations in Kebayoran Baru concluded that the arrangement of street vendors has not been effective and still requires coaching, placement in designated locations, as well as preventive measures and periodic control of illegal traders.¹¹

Farhan Al'Afif Fahmi, Azharisman Rozie, and Selamat Jalaludin in a study on the performance of Satpol PP in Kampar Regency showed that street vendor control has been running quite well, but it has not been maximized because there are still obstacles in the implementation and compliance of traders.¹² Meanwhile, Ahmad Fatah Haidar Rahmat in a sense of place study on *street coffee* in Kotabaru, Yogyakarta, showed that *street coffee* is not only an economic activity, but also forms new spatial experiences and social interactions in urban areas.¹³ The series of studies shows that the problem of the use of public space by informal businesses is always between two poles, namely the need for order in public space and the need for community economic space. However, these studies have not specifically examined the effectiveness of local government regulations on *street coffee businesses* based on Cilacap Regency Regulation Number 2 of 2024. This is where the novelty of this research lies, namely in the focus of the study on the effectiveness of regulation by local governments in the context of local regulations that have just come into effect, as well as on the object of *street coffee* which has a different character from conventional street vendors because of the strong dimensions of lifestyle, mobility, and the use of street space as the main attraction of the business.¹⁴

¹⁰ Yumna Oktaviani and Bambang Hari Wibisono. "The Utilization of Public Open Space as a Street Vendor Activity: A Case Study in the Aloon-Aloon Kauman Area, Semarang City." *Madani Plan* 13(1), 2024.

¹¹ Ferdinand Renald, Fokky Fuad, and Sadino Sadino, "Implementation of Street Vendor Arrangement Regulations: A Case Study in Kebayoran Baru," *Binamulia Hukum* 14, no. 1 (July 25, 2025): 241–57, doi:10.37893/jbh.v14i1.1005.

¹² Fahmi, Rozie, and Jalaludin, "PERFORMANCE OF THE PAMONG PRAJA POLICE UNIT IN CONTROLLING STREET VENDORS IN KAMPAR REGENCY."

¹³ Fatah and Rahmat, "A Study of Sense of Place at Street Coffee in the Kotabaru Area of Yogyakarta."

¹⁴ I Nyoman Surata², I Komang Kawi Arta³ I Gede Widiana¹, "EFFECTIVENESS OF THE IMPLEMENTATION OF THE COORDINATING FUNCTION OF THE CIVIL SERVANT UNIT WITH RELATED AUTHORITIES IN THE BULELENG REGENCY REGIONAL REGULATIONS," 2024.

This study uses a juridical-empirical approach with a descriptive qualitative method that combines normative analysis of Cilacap Regency Regulation Number 2 of 2024 and field studies in the Cilacap Regency area. Data collection was carried out through three main techniques: (1) in-depth interviews with key informants from Satpol PP, *street coffee business* actors, and the community using trotoar; (2) participatory observation to document the actual conditions of the use of the Rotoar and the interaction between supervisors and business actors; and (3) document study of the Audit Report, the organizational structure of related agencies, and the data on violations in 2024–2025.

Data analysis was carried out thematically with the source triangulation technique to ensure the validity of the findings, which were then read through the theory of law enforcement effectiveness of Soerjono Soekanto and the theory of the legal system Lawrence M. Friedman, with the concept of administrative sanctions in state administrative law as a support for the analysis in the control action section. The juridical-empirical approach was chosen because the problem being studied is not enough to be answered only through the reading of legal norms, but it is necessary to examine how those norms are implemented, negotiated, or even ignored in social practice. Through this approach, the research is expected to be able to describe the relationship between legal texts, local law enforcement officials, business actors, and public space users in a more complete way. Thus, the results of the study do not stop at the normative description of prohibitions and obligations, but are able to explain the reality of the effectiveness of the control system by the local government in the concrete context of urban life in Cilacap Regency.

B. Implementation of Control by the Regional Government of Cilacap Regency on Street Coffee Businesses That Use Sidewalks

Based on the results of an interview with Khamdani Junaidi, S.H., as the Head of the Enforcement Section of the Cilacap Regency Satpol PP on February 25, 2026, the implementation of control of street coffee businesses that use sidewalks is not carried out by one agency alone, but through a mechanism across

regional apparatus. According to him, assets owned by the local government are in principle managed by BPKD as the managing OPD, while the use of assets follows the authority of the relevant OPD. For spaces belonging to roads, such as road bodies, sidewalks, and drainage, technical authority lies with the PUPR Office. Meanwhile, green open spaces and certain environmental elements are within the scope of the Environment Agency, and assets in certain administrative areas can also be under the responsibility of the sub-district or sub-district as users of regional property. Thus, if the street coffee business uses sidewalks, road shoulders, or other public facilities, the substantive order does not only touch on the aspect of public order, but also concerns the status of assets, space functions, and the suitability of sidewalk designation.

In the same interview, he explained that the position of Satpol PP in policing is more prominent in the function of enforcing regional regulations and maintaining peace and public order. Satpol PP is not the party that issues business licenses, because all licensing authority has been delegated to DPMPTSP. In this case, Satpol PP only provides recommendations related to trantibum aspects. Before the permit is issued, the DPMPTSP will coordinate the OPD of interest through regional forums or working groups, for example by involving Satpol PP, PUPR, the Environment Agency, the Transportation Office, BPBD, sub-district, and village heads according to the character of the business to be run. This mechanism shows that the control of the use of the road has actually started from the pre-operational stage, namely from the process of checking the conditions, suitability of spatial planning, environmental impact, traffic impact, and public order. Therefore, the implementation of the control is not solely carried out when a violation has occurred, but also through administrative coordination before a business is declared fit to operate.

In practice, Satpol PP can carry out the control through two channels. First, the enforcement is carried out based on invitations or coordination from other OPDs, for example from DPMPTSP, PUPR, BPKD, or other regional apparatus that require local regulation enforcement support. Second, Satpol PP can also move

on its own initiative because it inherently has the authority to enforce local regulations delegated by the regent. When there is an alleged violation, the officer will visit the location, meet the person in charge of the business, and then check the legality, licensing, and obligations that must be met. After that, officers match the conditions in the field with the applicable rules, both laws, government regulations, regional regulations, and regent regulations. If all the requirements have been met, then there is no violation. However, if there is only one element that is not suitable, then this condition is seen as a finding of violation that must be followed up. This pattern shows that the investigation is carried out administratively, factually, and normatively at the same time, so that it does not stop at visual observation, but continues with the examination of legal conformity.¹⁵

The implementation of control by Satpol PP is also carried out in stages and prioritizes a persuasive approach first. There is a role of coaching, supervising, and counseling sections that work through pre-emptive, persuasive-educational, and non-judicial steps. This means that before entering the legal enforcement stage, business actors are first given explanations, reprimands, and warnings to adjust their business activities to the applicable legal provisions. If the reprimand is not heeded, the process continues in a gradual warning letter until it can finally be forwarded to the judicial process or legal action. Even in certain conditions, such as violations that are caught in the act, enforcement can be carried out faster according to the available legal mechanisms.

This interview also shows that order patrols are carried out on a daily basis, while follow-up on certain violations can be sourced from direct observation or public complaints. If read through Soerjono Soekanto's theory of law enforcement effectiveness, this pattern shows that the success of law enforcement is not only determined by the existence of the rules, but also by the quality of law enforcement officials, supporting facilities, and the level of community compliance. Thus, the implementation of regulation by

¹⁵ Suhendi, "THE PAMONG PRAJA POLICE UNIT AS A REGIONAL APPARATUS ORGANIZATION THAT MAINTAINS THE AUTHORITY OF THE GOVERNMENT BY ENFORCING REGIONAL REGULATIONS."

the Cilacap Regency Regional Government on *street coffee businesses* that utilize coffee has basically run through a coordinated, preventive, and repressive pattern in stages, but its effectiveness still depends on synchronization between OPDs, completeness of data, consistency in the implementation of regulations, and legal culture support in the field.¹⁶

1. Control Mechanism by Satpol PP and Related Agencies

Based on the information of Khamdani Junaidi, S.H., Head of the Enforcement Section of the Cilacap Regency Satpol PP, on February 25, 2026, the control mechanism for street coffee businesses that use sidewalks basically begins with the identification of authority over the object that is ordered. This initial step is important because the local government must first determine the status of the space used, whether it includes road bodies, sidewalks, drainage, green open spaces, or other regional assets. In this context, the management of assets owned by local governments is generally in BPKD as the managing OPD, while the use of assets is spread across user OPDs, such as PUPR, DLH, sub-districts, and sub-districts. This means that control cannot be carried out partially, because it must first be seen which asset status and OPD are authorized for the space used by business actors. With such a pattern, the handling of street coffee is not directly directed to action, but starts from the determination of authority so that the actions taken are right on target.

Once the status of the object is ascertained, the control mechanism moves on to trace aspects of licensing and business feasibility. All business licenses in Cilacap Regency have been delegated to the DPMPSTSP, while Satpol PP is in the position of recommending aspects related to public order and order aspects. Before the permit is issued, DPMPSTSP as the leading sector coordinates the relevant OPDs through the Regional Working Group. In the forum, Satpol PP, PUPR, the Environment Agency, the

¹⁶ Angela Marita Putri and Abdul Rahman, "SUPERVISION OF THE REGULATION OF BILLBOARD INSTALLATION BY THE PAMONG PRAJA POLICE UNIT IN KAMPAR REGENCY," *Jurnal Tatapamong*, August 16, 2023, 1–24, doi:10.33701/jurnaltatapamong.v5i1.3283.

Transportation Agency, BPBD, sub-district heads, village heads, and other relevant agencies were involved to assess the feasibility of a business in terms of spatial planning, environment, public order, and traffic impact. This model shows that control does not stand separately from the licensing system, but has been inherent since the administrative verification stage before the business is carried out in the field.

When the business is running, field control is carried out through a flexible response pattern and still requires coordination. Satpol PP can go down as a follow-up to coordination between OPDs or move because of its own findings when there are suspected violations of the regional regulation, the independent action still requires data support from other agencies, especially related to the status of permits, spatial planning, taxes, levies, and the use of regional assets. This shows that the enforcement authority owned by Satpol PP does not work separately, but is always related to administrative information from the technical service. Thus, the success of field control is greatly influenced by the smooth exchange of data, the speed of coordination, and the accuracy of determining the legal basis between agencies.¹⁷

After the initial coordination was fulfilled, the officers conducted a direct inspection at the business location. The examination includes the identity of the person in charge, the legality of the business, the licenses owned, and other obligations related to the use of public space. The factual conditions in the field are then compared with the provisions of relevant laws and regulations, regional regulations, and regent regulations. From this process, it can only be determined whether business activities are still in accordance with the rules or have been included in the category of violations. In this way, the enforcement pen does not stop at routine patrols, but develops into legal verification that assesses the conformity between facts and norms, as well as being the basis for determining a proportionate form of follow-up.

If a discrepancy is found, the next stage is taken in stages

¹⁷ Gatot Sambas Junaedi, "THE ROLE OF THE PAMONG PRAJA POLICE UNIT IN THE ENFORCEMENT OF REGIONAL REGULATIONS IN SUKABUMI REGENCY," *Tatapamong Journal*, December 31, 2022, 102–12, doi:10.33701/jurnaltatapamong.v4i2.2589.

through coaching, reprimands, and action. Khamdani Junaidi, S.H. as the head of the enforcement section explained in an interview on February 25, 2026 that the functions of coaching, supervision, and counseling are placed as the initial line to carry out education, warnings, and corrections before the case is brought to the judicial stage. Daily patrols, field findings, invitations from other agencies, and public complaints are the entrances to these actions. This mechanism shows that the control of *street coffee* businesses in Cilacap Regency works as a gradual system that prioritizes coaching, but still opens up room for law enforcement if violations continue or are not heeded. In the perspective of Soerjono Soekanto's theory of legal effectiveness, the sequence shows that the new regulatory mechanism will be effective if the legal factors, law enforcement, supporting facilities, society, and legal culture support each other. Thus, the core of the mechanism lies in the sequence of object identification, data coordination, field examination, reprimand, and tiered action.¹⁸

Table 1. Mechanism of Penertiban Puse Trotoar for Usaha Street Coffee

No.	Stage Penertiban	Instance/ Related Actors	Main Activities	Strategic Objectives
1.	Object Identification and Asset Status	BPKD, PUPR Office, DLH, District, Village	Inventory of the status of the space (road bodies, sidewalks, drainage, RTH) and determination of the management OPD	Ensuring that the authority of the regulator is in the right agency according to the status of the asset
2.	Licensing and Eligibility Searches	DPMPSTSP (Leading Sector), Satpol PP, PUPR Office, Dishub, DLH, BPBD, Sub-	Verification of licensing documents through the Regional Working Group: Satpol PP	Assessing the feasibility of the business from the dimensions of spatial planning, environment.

¹⁸Soekanto, Soerjono. Factors Affecting Law Enforcement. Jakarta: Rajawali Press, 2021.

		district Head, Lurah	provides recommendation s on public order aspects	order, and traffic impact
3.	Field Control (Responsive)	Satpol PP (at your own invitation or initiative)	Routine patrols, legality checks, matching of field facts with regulations (Law, PP, Perda, Perbup)	Identifying the existence or absence of a factual violation of the law
4.	Legal Examination and Verification	Satpol PP, DPMPTSP, OPD Related Technical	Checking the identity of the person in charge, the validity of the business license, and the obligation to use public space	Comparing factual conditions with applicable legal norms
5.	Tiered Enforcement	Satpol PP (Development and Enforcement Section)	Coaching → Verbal Reprimands → SP1, SP2, SP3 → Administrative Sanctions → Judicial Process	Restoring public order by prioritizing a persuasive approach before repressive

Source: Researcher Analysis, 2026.

2. Form of Action: *appeal, coaching, administrative sanction*

The form of control measures carried out by the Cilacap Regency Satpol PP against *street coffee* businesses that use sidewalks is not directly oriented towards harsh action, but begins with a non-judicial approach in the form of appeals and coaching. In his interview on February 25, 2026, Khamdani Junaidi, S.H. as the head of the enforcement section of the Cilacap regency Satpol PP explained that, in the internal structure of Satpol PP there are coaching, supervision, and counseling functions that move from the pre-emptive, persuasive-educational, to non-justiciable stages. At this stage, business actors are first given an explanation of the applicable rules, directed to understand their legal obligations, and

urged to adjust their business activities to the proper function of public space. In the context of *street coffee*, this appeal is important because many violations occur not only intentionally, but also because business actors use sidewalks, road shoulders, or public facilities without understanding the legal limits of their use.

If associated with the concept of administrative sanctions in state administrative law, appeals and guidance are forms of corrective control that aim to restore order first before the state uses harsher instruments of coercion.¹⁹

The approach of appeal and coaching is in line with the national legal framework. Government Regulation Number 16 of 2018 emphasizes that Satpol PP is tasked with enforcing local regulations, organizing public order and peace, and protecting the community; In carrying out this task, Satpol PP functions to coordinate, supervise, coach and counsel, patrol, and regulate. The same PP also authorizes Satpol PP to carry out non-judicial control actions and administrative actions against citizens or legal entities that violate local regulations. Thus, appeals and coaching are not just informal actions, but are actually a legitimate part of the regional law enforcement mechanism that takes precedence before entering the repressive stage.

In practice, coaching is carried out after Satpol PP comes to the location, meets the person in charge of the business, and then checks the legality and obligations that must be met. After that, the officers "propose relevant rules", ranging from laws, government regulations, regional regulations, to regent regulations, to show the location of the incompatibility between business activities and applicable legal norms, this was conveyed directly by Khamdani Junaidi, S.H. as the head of the enforcement section of the Cilacap district satpol pp in an interview on February 25, 2026. This pattern shows that coaching is not only in the form of verbal advice, but also in the form of legal education directed at voluntary compliance. The resource person also said that many cases were completed at

¹⁹Sri Nur Hari Susanto. "The Juridical Character of Administrative Law Sanctions: A Comparison," 2019.

the initial stage because business actors chose to obey after being given explanations and reprimands. This means that coaching functions as a corrective instrument that aims to restore order without having to directly bring the case to criminal proceedings or trials. If the appeal and guidance are not complied with, then the action continues to administrative sanctions.

At this point, Cilacap Regency Regulation Number 2 of 2024 provides a fairly firm basis. Article 12 paragraph (6) stipulates that violations related to the use of traffic lanes, sidewalks, and public facilities may be subject to verbal reprimands, written reprimands, and administrative fines, while Article 14 paragraph (1) c, r, and s explicitly prohibits the use of roads, sidewalks, green paths, parks, and public facilities other than their designation, prohibiting the abuse or transfer of the function of public space, and prohibiting trading activities on the shoulder of roads, sidewalks, green paths, parks, and other public facilities. For these violations, Article 14 paragraph (5) provides a wider scope for administrative sanctions, ranging from verbal reprimands, written reprimands, restoration of original conditions, temporary suspension of activities, permanent suspension, demolition, freezing of permits, revocation of permits, securing evidence, to administrative fines; And according to paragraph (6), the sanctions can be applied in stages or unstaged.

Based on the results of an interview with Khamdani Junaidi, S.H. as the head of the enforcement section of the Cilacap district satpol pp on February 25, 2026, it is emphasized that after violations are found, administrative actions begin with a letter of reprimand, then continue to SP1, SP2, and SP3 within a certain deadline. If these stages are not heeded, the case can be continued to the investigator for further processing. In the context of *street coffee*, this series shows that local law enforcement in Cilacap basically uses a gradual model: appeals as an initial warning, coaching as an effort to correct and educate, and then administrative sanctions as a tool to enforce compliance. This mechanism is also related to the Bern Cilacap Regency Regulation Number 10 of 2022, because the business that is run must meet the basic requirements and/or business license, while the authority to implement licensing is delegated to the head of the DPMPTSP. Thus, for *street coffee* that uses sidewalks without a permit basis

or violates the function of the space, the action of Satpol PP is not only procedurally valid, but also has a clear juridical basis in the public order and business licensing regime.

Table 2. Administrative Enforcement Instruments and Legal Basis

No.	Form of Action	Operational Description	Legal Basis (Regional Regulation No. 2/2024 & Derivative Regulations)	Examples of Applications in Street Coffee Business
1.	Appeal	Verbal warnings without the threat of immediate sanctions	Article 12 paragraph (6); Article 14 paragraph (5) letter a	Appealing to traders not to operate late into the night
2.	Pembinaan	Legal education and non-judicial correction	Government Regulation No. 16/2018 concerning Satpol PP; Satpol PP coaching function	Explaining the prohibition of using sidewalks and road shoulders as business areas.
3.	Verbal Reprimand	Live alerts at the scene of the breach	Article 12 paragraph (6); Article 14 paragraph (5) letter a	Reprimanding merchants for parking customer vehicles disrupting traffic flow
4.	Written Reprimand (SP1–SP3)	Gradual formal alerts with compliance deadlines	Article 14 paragraph (5) letter b	SP1: First warning; SP3: Threat of permanent demolition if not complied with
5.	Administrative Sanctions	Fines, temporary/permanent suspension, demolition, revocation of permits	Article 14 paragraph (5) c–l	Implementation of administrative fines for traders who continue to use the sidewalk after a strike

6.	Judicial Handling	Investigation and criminal proceedings (if administrative sanctions are ignored)	Article 14 paragraph (6); Delegated the authority of the Regent	Delegation of files to investigators for repeated violations that disturb the community
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Source: Researcher Analysis, 2026.

C. Obstacles in the Enforcement of Cilacap Regency Regional Regulation Number 2 of 2024 related to the Use of Sidewalks in *Street Coffee Businesses*

The enforcement of Cilacap Regency Regional Regulation Number 2 of 2024 related to the use of sidewalks in *street coffee* businesses basically cannot be understood only as a matter of the existence or absence of rules. Normatively, the Cilacap Regency Government already has Regional Regulation Number 2 of 2024 concerning the Implementation of Peace, Public Order and Community Protection. This Regional Regulation was born within the framework of regional authority in the field of peace, public order, and community protection which is indeed a matter of regional compulsory government, while Satpol PP was formed to enforce regional regulations and regulations, organize public order and tranquility, and protect the community. Thus, legally, local governments actually have a basis for supervision, control, and administrative actions on the use of public space that is not in accordance with its designation.

However, the results of an interview with Khamdani Junaidi, S.H., Head of the Enforcement Section of the Cilacap Regency Satpol PP, on February 25, 2026, show that obstacles to local regulation enforcement in the context of *the street coffee business actually* appear at the implementation level. From the side of Satpol PP, it can be seen that the control does not stand in one agency alone, but involves many other regional apparatus, especially when the object being supervised is related to regional assets, road owned space, business licenses, or traffic impacts. From the side of business actors, it was found that their understanding of the rules is still limited and the permits

understood are more in the form of permits from local land owners, not formal permits from the local government. Meanwhile, from the side of road users, there is a relatively permissive attitude towards the existence of *street coffee*, even though at certain times it causes congestion, disrupts the function of the sidewalk, and reduces pedestrian comfort. The combination of these factors shows that the obstacles to local regulation enforcement are not only legal, but also structural and cultural.²⁰

Figure 2. Use of Sidewalks for *Street Coffee Businesses*



Source: Author Documentation (February 26, 2026)

In this study, these barriers can be divided into three main categories. First, normative barriers, namely obstacles related to the formulation of norms and the relationships between regulations that are the basis for regulation. Second, structural barriers, namely obstacles that come from institutional patterns, inter-agency

²⁰ Tauran Reihaan Oka Rafiandi, "IMPLEMENTATION OF STREET VENDOR CONTROL POLICIES IN THE FAJAR SIDOARJO IVORY AREA," 2023.

coordination, data availability, and control capacity. Third, cultural barriers, which are obstacles that arise from the way people and business actors view public space, law, and economic needs. This classification is in line with Lawrence M. Friedman's theory of the legal system which places the substance of the law, the legal structure, and the culture of the law as the three elements that determine the functioning of the law. With this framework, weak enforcement does not necessarily mean that the apparatus does not work at all, but can also show that the law runs in a situation of norms that are not fully clear, the regulatory structure has not been integrated, and the social culture has not supported legal compliance.

Thus, the urgency of discussing obstacles in this study lies in the effort to assess why local government regulation of street coffee businesses that use sidewalks has not run optimally. The main problem is not the absence of legal instruments, but the gap between the available norms and the reality of enforcement on the ground. It appears that government actions are more often present in the form of reprimands, appeals, or direct impact arrangements such as parking and operating hours, while the use of the sidewalk itself has not always been firmly touched. Therefore, to understand why the regional regulation has not worked optimally, the three layers of obstacles need to be analyzed separately but interrelated.

Table 3. Identification of Obstacles to Enforcement of Cilacap Regency Regional Regulation Number 2 of 2024

No.	Types of Barriers	Main Causal Factors	Impact on Enforcement Effectiveness
1.	Normative	• The exclusion phrase "unless otherwise specified" in Article 12 which is multi-interpreted • The spread of the legal regime (Trantibum Regional Regulation, BMD Regional Regulation, Licensing Regulation, Tax Regulation) • There are no	• Officers tend to be cautious in taking action • Business actors have difficulty understanding legal obligations • Unstrict regulation due to uncertainty of norms

emphasizes that the formation of laws and regulations must meet the principles of clarity of formulation, openness, and implementability, and the content material must reflect the principles of order and legal certainty. Therefore, any exclusion phrase that is not further explained operationally has the potential to give rise to multiple interpretations in its application.

In the context of the use of sidewalks by *street coffee* businesses, phrases such as "unless otherwise specified" can raise a follow-up question: who determines the other, through what instrument, and under what conditions the exemption can be enforced. This problem seems simple, but in practice enforcement is very decisive. If exceptions are not clearly explained, then officials in the field may be wary of acting, fearing that there is a certain administrative basis that they have not yet seen. On the other hand, business actors can also feel that as long as there is no strict prohibition on location, there is still space to use sidewalks, road shoulders, or other public areas. In other words, an exception phrase that is not further elaborated has the potential to reduce the certainty regarding the boundary between prohibited uses and those that may still be allowed.²¹

From the results of an interview with Khamdani Junaidi, S.H., Head of the Enforcement Section of the Cilacap Regency Satpol PP, on February 25, 2026, this normative problem can be seen in the way the apparatus places its actions. Khamdani Junaidi emphasized that Satpol PP tends to avoid discretion and return actions to existing rules. However, at the same time he also said that there are many things that do not yet have rules, so that in urgent circumstances discretion is considered, although it is rarely done. This statement is important because it shows that in the field the apparatus itself works with a very legalistic orientation, but at the same time faces a situation in which the norms are not always detailed enough to answer all concrete problems. If read through the legal substance element in Lawrence M. Friedman's theory of

²¹ Haryadi Haryadi and Hamdani Hamdani, "PROBLEMATIC PHRASES HAVE BINDING LEGAL FORCE IN LAWS AND REGULATIONS," *TANJUNGPURA LAW JOURNAL* 9, no. 1 (January 23, 2025), doi:10.26418/tlj.v9i1.89280.

belonging to the road without a legitimate basis? When the answer to the question is not formulated in a simple and operational way, then the regulation becomes indecisive.

Norms that are too widespread also have an impact on business actors. From an interview with Fadhilah Akbar as the owner of a *street coffee* business, on February 26, 2026, it can be seen that their understanding of the legality of the business is still very limited. Business actors stated that the "permit" they had was only a permit from a person who owned local land. He also admitted that he knew little that there was a rule that prohibited the use of sidewalks or road shoulders, but did not understand the details of the provisions and never received official socialization from the government. These findings show that for small business actors, the stacked regulatory system is not easy to read. If the state does not present rules that are felt to be clear, simple, and easy to understand, then violations can continue to occur not only because of unlawful intentions, but because business actors do not have a clear normative map of what is allowed and what is not allowed.

In terms of enforcement, normative conditions that are not fully operational also affect the focus of government actions. When it is easier for the authorities to see direct impacts such as congestion, chaotic parking, or disturbances of comfort, then enforcement tends to be directed at these aspects. As a result, the core of the problem in the form of the use of sidewalks or public spaces as business places is not always the main pressure point for regulation. In this study, the situation can be read as a consequence of norms that have not fully established legal certainty at the implementation level. Regional Regulations are available, but the formulation and relationship between articles and regulations has not fully made it easier for the authorities to take consistent and decisive actions.²³

Therefore, the normative obstacle in this study does not have to be interpreted that the Cilacap Regency Regional Regulation Number 2 of 2024 is a regional regulation that cannot be used. On the contrary, the regional regulation remains an important legal

²³ Satjipto Rahardjo. Law Enforcement. Bandung: Citra Aditya Bakti, 2012.

basis for local governments. However, the existence of exceptional phrases such as "unless otherwise specified", the spread of the legal regime between local regulations on order, asset management, licensing, and levies, and the strong tendency of the authorities to only move on the basis of completely clear norms, show that from the normative side there is still room to weaken the effectiveness of enforcement. In other words, the normative obstacle in this study is not the absence of a law, but the lack of optimal legal certainty needed so that the regulation of *street coffee* businesses on the sidewalk can be carried out more firmly, uniformly, and predictably.

2. Structural Barriers

In addition to normative barriers, the most obvious barriers are structural barriers. These obstacles are related to how the local government system divides authority, how coordination is carried out, how ready the data and information are had, and the extent to which the capacity of the control can work effectively. From an interview with Khamdani Junaidi, S.H., Head of the Enforcement Section of the Cilacap Regency Satpol PP, on February 25, 2026, it is clear that the regulation of sidewalk use by *street coffee businesses* is not the business of one agency alone. His statement emphasized that in the scope of assets owned by the local government, BPKD is positioned as the managing OPD, while the technical use of certain assets is in the user OPD such as PUPR, DLH, sub-districts, and sub-districts. It all ultimately comes down to the Regional Secretary as an administrative line of responsibility. If read through the elements of legal structure in Lawrence M. Friedman's theory, this issue shows that the effectiveness of enforcement is largely determined by the way these institutions coordinate, share data, and exercise authority in an integrated manner.

The division of authority basically shows that the local government has a multi-layered asset administration system. However, in the context of enforcing *street coffee* businesses, this layered system can actually be a source of obstacles. For example, when the object used by business actors is sidewalks, road bodies, or road drainage, the main domain is in PUPR because this agency

regulates the space owned by the road. If the location used is in a green open space, then the Environment Agency also has a connection. If the problem enters the realm of business legality, then the DPMPTSP becomes an interested party. Meanwhile, if the violation is related to public order and local regulations, then Satpol PP is included as an enforcer. Such a structure makes the regulation of even one small activity can involve several OPDs at once. All business licensing matters have been delegated to the DPMPTSP. In terms of bureaucratic design, this mechanism actually shows the prudence of local governments. However, in the practice of control, this mechanism also shows that action against one business requires communication across agencies that is not simple.

The problem becomes clearer when Satpol PP explains the difference between actions at the invitation of other agencies and actions on their own initiative. According to Khamdani Junaidi, S.H. as the head of the enforcement section in an interview on February 25, 2026, Satpol PP can be invited by other OPDs such as DPMPTSP, PUPR, or regional asset managers when needed to support regulation or enforcement. However, apart from the invitation, Satpol PP also has the inherent authority to move on its own because it receives an enforcement delegation from the regent. However, when acting on their own initiative, the main obstacle that is recognized is the incompleteness of the data. Satpol PP said that they often do not have direct data on the status of permits, asset status, or legality of objects, so they must first coordinate with the relevant agencies. This means that formal authority is not automatically proportional to the ease of action on the ground. Data availability and coordination speed remain the main prerequisites.

From this it can be seen that structural barriers are not only about the number of personnel, but also about the overall institutional capacity. Indeed, the interview did not explicitly mention the insufficient number of officers. However, the control pattern that relies on invitations, coordination, community complaints, and situational needs shows that the control capacity is not fully able to work comprehensively and proactively against all points of violation. Satpol PP said that public order patrols are

carried out every day. But for certain more specific issues, action can take place "as necessary", depending on invitations, findings, or community reports. This kind of pattern shows that the regulation of *the street coffee* business has not become a continuous substantive regulation, but is still strongly influenced by field priorities and responsive mechanisms.

Figure 3. Organizational Structure of Satpol PP Cilacap Regency



Source: https://www.instagram.com/p/CmbfUYpK8p/?img_index=4&igsh=MTc4Nm5qdnRteHY1dQ==

The internal structure of Satpol PP itself also shows a gradual division of functions, as well as the functions of coaching, supervision, and counseling that work from the pre-emptive, persuasive-educational, to non-justicial, stages. After that, further action can move to the judicial stage. Normatively, this division is good because it shows that the enforcement of local regulations does not always have to begin with repressive ones. However, in the case of *street coffee* businesses, this phased approach has the potential to make enforcement slow when violations are repetitive and long-lasting. Especially if the substance of the violation, namely the use of sidewalks, is not directly used as a focus, but only its

derivative aspects such as parking or operational hours.²⁴

This is evident from an interview with Fadhilah Akbar as a *street coffee business actor*, on February 26, 2026. The business actor stated that the reprimand he had received from Satpol PP was more in the form of appeals not to open until late at night, not to disturb the comfort of others, and to arrange motorcycle and car parking so as not to interfere with the journey of road users. This statement is very important. He pointed out that government actions do exist, but the form is more of regulating the direct impact seen in the field than explicitly targeting the use of sidewalks as business locations. In other words, the authorities first respond to the symptoms that cause complaints the quickest, namely congestion, chaotic parking, or noise rather than getting to the core of the legal issue about the transfer of the function of the wheeler.

From the side of the road user community, a similar picture also emerged. In an interview with Dzaki Farhan as a road user, on February 26, 2026, it was stated that there had never been any direct control action by officers. This statement shows that if there is a sense of urgency, then it is not yet sufficiently visible as a consistent action in the eyes of the public. Even road users also stated that even though sidewalks become uncomfortable to use at night and traffic becomes difficult, especially on weeknights due to parking vehicles on the side of the road, he still tends to consider the existence of *street coffee* "gapapa" during the place becomes crowded. This is an indicator that the government regulatory structure must not only work administratively, but also must present a visible sign of the presence of the state so that legal norms are felt by the public.

Another structural obstacle can be seen from the way Satpol PP itself understands the position of Regional Regulation Number 2

²⁴ Trisna Agus Brata, Abdul Halim Barkatullah, and Imam Syafa'i, "Optimization of Regional Regulation Enforcement: Coordination and Filing of Investigators of Civil Servants of Satpol PP Banjarmasin," *Journal of Community Service and Education Research* 3, no. 4 (May 8, 2025): 1022–28, doi:10.31004/jerkin.v3i4.601.

of 2024. The Regional Regulation basically talks more about regulation, while the overall regulation of assets is more appropriate to be traced to other Regional Regulations on the management of regional property. This statement shows that even at the level of the apparatus, the handling of one object often has to jump from one legal regime to another. From the state administration side, conditions like this can lead to the absence of a simple and fast single window enforcement. As a result, the regulation of *street coffee* that utilizes the rotoar tends to run partially: one agency talks about assets, one agency talks about permits, one agency talks about spatial planning, one agency talks about traffic, and Satpol PP moves when enforcement aspects have to appear.²⁵

More broadly, this pattern shows that the main structural obstacle in this study lies in the lack of integration of the definition. The local government actually already has many devices, ranging from Satpol PP, DPMPTSP, PUPR, DLH, Dishub, to BPKD. However, the existence of many devices does not automatically mean that the control pen is effective. What is apparent from the interviews is that the number of institutional nodes makes enforcement have to go through a long coordination route, while problems in the field are fast, daily, and often repeated. When the administrative process is slower than the speed of growth of business activities, violations become easy to normalize.²⁶

In addition, Khamdani Junaidi, S.H. as the head of the enforcement section in an interview on February 25, 2026 also said that the inventory of case handling was still in the process of being made. This information shows that the documentation and mapping aspects of the case are also not fully mature. In fact, for *street coffee* businesses that are mobile, increasing, and often

²⁵ Philipus M. Hadjon. *Introduction to Indonesian Administrative Law*. Yogyakarta: Gadjah Mada University Press, 2012.

²⁶ Firdaus Arifin and Ihsanul Maarif, "Preventive Supervision through the Harmonization of Regional Regulation Formation on the Existence of Local Content Regulations in Regional Autonomy," *ADLIYA: Journal of Law and Humanity* 18, no. 2 (February 4, 2025): 171–92, doi:10.15575/adliya.v18i2.38459.

concentrated at certain points, a good case inventory is very important so that the control is not momentary. Without an orderly database, it is easy to revert to a reactive pattern: come when there is a problem, give a reprimand, and then back off after the situation looks unfavorable.

Thus, the structural obstacles in this study ultimately show that the problem of control of *street coffee businesses* in the city is not just because the apparatus does not work. Enforcement measures do exist, patrols are also carried out, coordination is also available, and enforcement SOPs have been known. However, the system has not worked strongly enough to make the enforcement process firm, integrated, and targeting the substance of the violation. The reliance on cross-agency data, the layered division of authority, the regulation that is often situational, and the focus of actions that still touch more direct consequences than the use of the land itself, show that structurally the enforcement of local regulations is still not optimal.

3. Cultural Barriers

The third obstacle that is no less important is the cultural barrier. This obstacle is often a factor that makes it difficult for the rule of law to be applied firmly, even though the norms and institutional tools are already available. In this study, cultural barriers can be seen from the way business actors and the community view the existence of *street coffee*. For business actors, *street coffee* is not only an ordinary commercial activity, but a means of making a living in the midst of economic needs and market opportunities that arise from the culture of hanging out in cities. Meanwhile, for the community, *street coffee* is not only seen as a violation of spatial planning, but also as part of the life of the city atmosphere, the development of MSMEs, and the availability of gathering spaces that are considered positive.

Figure 4. Night Atmosphere in *Street Coffee Business Area*

Source: Author Documentation (February 26, 2026)

From an interview with Fadhilah Akbar as a street coffee business actor, on February 26, 2026, it is known that the reason for choosing a selling location is because the location is in the city, crowded, and there have been similar businesses before. This information shows that the use of sidewalks for business occurs in a pattern of social imitation. When a point is already known as the location of the street coffee business, other business actors are encouraged to open a business in the same place. From a sociological perspective, this condition creates normalization: spaces that should be seen as sidewalks, shoulder roads, or public areas begin to be socially understood as reasonable business locations. At this point, the offense loses its "extraordinary" nature and turns into a practice that is considered common because it is committed by many. If read through the elements of legal culture in Lawrence M. Friedman's theory, the normalization shows that the legal culture of society has not fully viewed the deviant use of sidewalks as an act that must be rejected.

The low legal awareness is also evident from the way business actors understand licensing. The business actor stated that the permit he had was only a permit from a person who owned local land. This answer is important because it shows that legality is

narrowly understood as private permission, not public permission. This means that as long as there is approval from the land owner or local parties, business actors feel that the activity can be carried out. In fact, in the local administrative legal regime, permits for the use of public land, sidewalks, or road owned spaces cannot be equated with permits from ordinary land owners. When the understanding of public law is still like this, violations of public space can easily occur because business actors do not see themselves as dealing with a different public law regime.²⁷

From the results of interviews with business actors, he admitted that he only "knew a little" about the existence of rules that prohibit the use of sidewalks or road shoulders, but did not really understand the content of the rules. He even stated that the knowledge does not come from government socialization, but only from general knowledge. These findings show that cultural barriers do not stand alone, but are exacerbated by weak legal communication from local governments. Public legal awareness basically does not grow automatically from the existence of local regulations. This awareness requires a process of socialization, coaching, and a consistent presence of the state. When that has not happened sufficiently, then the law only exists as vague information, not as a guideline of behavior that is truly understood.

Business actors do not show a resistive attitude towards the government. Fadhilah Akbar as a business actor in an interview on February 26, 2026 admitted that he complied when reprimanded, and stated that he was willing to move or take care of permits if the government provided a special location or required a permit, provided that the process was not complicated. From this, it can be seen that the obstacles to legal culture in business actors are not mainly attitudes against the state, but rather a combination of economic needs, business opportunities, and the absence of formal channels that feel easy and clear. For micro business actors, the continuity of daily business is often more concrete than the threat of abstract norms. As long as the state is not present with a

²⁷ Dyah Wijaningsih², Muh. Afif Mahfud³ Dimas Eriyanto Putro^{1*}, "Legal Awareness of Street Vendors (PKL) on the Use of Business Locations in District, Semarang City," 2025.

firm and realistic arrangement, then their rational choice is to continue selling in the place that is considered the most potential.

From the societal side, cultural barriers are seen in the form of ambivalent attitudes. In an interview with Dzaki Farhan, as a road user, on February 26, 2026, it was explained that the existence of *street coffee* has made the area crowded, MSMEs have developed, and the choice of places to hang out has increased. On the other hand, road users also stated that after there was *street coffee*, he rarely used the sidewalk because it was crowded and could not be used to walk at night. He also acknowledged that traffic becomes difficult, especially on weeknights, because vehicle parking is on the side of the road. But despite being aware of the disruption, the road user still said that he didn't have too much of a problem as long as everything "could go well". This attitude shows the community's permissive culture towards violations of public space.²⁸

Figure 5. Use of Road Shoulder for Parking in *Street Coffee Business Area*



Source: Author Documentation (February 26, 2026)

²⁸ Ardiyanti Aris et al., "Legal Development on the Cultural Aspects of Community Law," 2025.

This permissive culture has a great influence on the effectiveness of law enforcement. In many cases, local governments will be easier to act decisively when there is strong social pressure from the public who use public spaces. On the other hand, if the public views violations as something that can still be tolerated because they bring economic or social benefits, then the pressure on the government to enforce the rules is also weakened. As a result, the law tends to stop at the point of compromise: order is adequately maintained, the most disruptive impacts such as parking are laid out, but the core of the violation in the form of the conversion of the sidewalk function is not fully touched. In this context, the legal culture of the community also forms the limit of the government's courage in acting.

In addition, road users also stated in an interview with Dzaki Farhan, as a road user, on February 26, 2026, that they had never seen firsthand the control actions by officers. This statement shows that the presence of the state has not been sufficiently felt as a norm enforcer in the public space. When people do not see enforcement as something routine and real, then the perception that is formed is that the use of sidewalks or road shoulders for business is not a too serious problem. Such perceptions ultimately reinforce the permissive cycle: business actors feel safe because the social environment does not resist strongly, people do not urge regulation because they still feel the benefits, and the government moves limited because the social situation has not really demanded decisive action.

In a broader perspective, these cultural barriers indicate a clash between two equally powerful interests. On the one hand, there is a public interest to maintain the social function of public spaces, pedestrian rights, traffic safety, and urban order. On the other hand, there are the economic interests of small communities who use strategic spaces to survive and capture business opportunities. When local governments have not presented a clear and easily accessible arrangement scheme, this clash will continue to be resolved informally at the social level, namely through tolerance, neglect, or light reprimands. That is why the penthouse does not seem to be optimal: not because the state is not present at all, but because the state is still dealing with the social reality

that gives considerable legitimacy to the existence of *street coffee*.

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Thus, the cultural barriers in this study can be formulated in three ways. First, microeconomic pressures that encourage business actors to take advantage of the most potential space, even though the legal status is problematic. Second, the low legal awareness of business actors due to the lack of understanding of formal permits and the prohibition of the use of sidewalks or road shoulders. Third, the permissive attitude of the community that emphasizes economic and social benefits more than the protection of the function of public space. As long as these three elements are still strong, local governments will continue to face social boundaries that make it difficult for law enforcement to move decisively and consistently.³⁰

This cultural barrier emphasizes that the enforcement of local regulations cannot be solved by the logic of sanctions alone. The law remains important as a boundary and a means of control, but in the case of *street coffee businesses* in the United States, the success of enforcement also depends heavily on how the government builds legal awareness, provides alternative arrangements, and presents policies that are felt to be fair by business actors and the community. Without it, the rule of law will continue in a partial form: enough to calm the situation for a moment, but not yet strong enough to fully restore the social function of the public space as required by the regulation.³¹

Based on the description above, it can be understood that the

²⁹ Nurul Widyawati Islami Rahayu et al., "The Public Space Paradox: Balancing Governance and Street Vending in Urban Indonesia," *Social Sciences and Humanities Open* 11 (January 1, 2025), doi:10.1016/j.ssaho.2025.101559.

³⁰ Marie Claire Uwamahoro and Evelyn Khoo, "Forced to Move: A Scoping Review of Research on the Vulnerability of Street Vendors in the Context of Urban Development in Sub-Saharan Africa," *Social Sciences* (Multidisciplinary Digital Publishing Institute (MDPI), November 1, 2025), doi:10.3390/socsci14110645.

³¹ Nurma Lingga Wati, Rumzi Samin, and Okparizan Okparizan, "Evaluation of SATPOL PP's Performance in Implementing Public Order in the Street Vendor Area in Puan Maimun Market, Karimun District," *Doctrine: World Journal of Law and Politics* 1, no. 3 (July 30, 2023): 301–12, doi:10.59581/doktrin.v1i3.1062.

obstacles in the enforcement of Cilacap Regency Regulation Number 2 of 2024 against the use of sidewalks in *street coffee businesses* are multidimensional. Normative obstacles appear in the potential for multiple interpretations of norms and the spread of legal bases between local regulations on order, asset management, licensing, and levies. Structural obstacles can be seen in the layering of authority between OPDs, the dependence of Satpol PP on coordination and data across agencies, as well as control patterns that still tend to be situational and have not fully targeted the substance of the violation. Cultural barriers can be seen in the strong encouragement of the micro-economy, the limited legal awareness of business actors, and the permissive attitude of the community who still tolerate the use of sidewalks or road shoulders as long as they are considered to bring socio-economic benefits. All of them show that local government regulation of *street coffee* businesses that use sidewalks does exist, but is not optimal, both in terms of certainty of norms, capacity of the control structure, and support for legal culture in the community.

Table 4. Law Enforcement Policy Recommendations Based on Obstacle Analysis

No.	Policy Aspects	Strategic Recommendations	Responsible Parties
1.	Normative	Issuing Regent Regulations (Perbup) or Technical Instructions (Juknis) on zoning, requirements for the use of sidewalks/road shoulders for micro businesses, and simple licensing procedures	Regent of Cilacap, DPMPSTSP, Legal Section of the Regional Secretariat
2.	Struktural	• Build a unified data system (Single Window Enforcement) for permissions, asset status, and violations • Improve routine coordination through structured forums • Increase patrol personnel and facilities	Satpol PP, Communication and Information Service, BPKD, PUPR Office, Dishub

3.	Culture	• Conducting socialization and legal guidance in a sustainable manner to business actors and the community • Provide a realistic relocation location or arrangement scheme for micro businesses.	Satpol PP (Development Section), Office, Village Trade District,

Source: Researcher Analysis, 2026.

D. Conclusion

The Cilacap Regency Regional Government's control of the use of sidewalks by street coffee businesses has basically been carried out through inter-agency coordination mechanisms, administrative inspections, persuasive coaching, and gradual enforcement by Satpol PP. However, if read through the theory of law enforcement effectiveness of Soerjono Soekanto and the theory of the legal system of Lawrence M. Friedman, the effectiveness of the regulation has not been fully achieved because there are still problems in three main elements, namely the substance of the law that is not sufficiently operational, the regulatory structure that has not been integrated, and the legal culture of the community that is still permissive towards the use of sidewalks and road shoulders for business purposes. This condition shows that the success of regulation is not enough to rely only on the existence of local regulations, but also requires stronger institutional coordination, orderly control data, and consistent legal guidance to business actors and the community.

Based on these findings, local governments need to follow up on Regional Regulation Number 2 of 2024 with more detailed technical regulations regarding zoning, sidewalk use, and licensing patterns for micro businesses that utilize urban space. At the same time, control needs to be directed not only at the direct impact such as parking, noise, or operating hours, but also at the core of the problem in the form of the suitability of the sidewalk's function.

This study shows that the concept of regulation that only relies on rigid prohibition without concrete solutions is not entirely appropriate. The local government needs to rearrange the function of the sidewalk immediately, for example by providing limited space for street coffee businesses at certain hours (e.g. 18.00-23.00) with the following conditions: (1) payment of light levies, (2) maintaining security, and (3) ensuring the cleanliness of the area. If

not immediately arranged, this phenomenon will become more prevalent and difficult to control. The government must anticipate and mitigate with adaptive policies, not only stiffening laws, but also providing fair field solutions for micro business actors and people who use sidewalks. With this step, the regulation can move more fairly: still maintaining the social function of sidewalks and pedestrian rights, but also providing procedural certainty for micro business actors so that the arrangement is carried out in an orderly, realistic, and sustainable manner.

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