

Control Of the Distribution and Consumption of Alcoholic Beverages in the City of Medan

Rafli Yusuf Nugraha¹, Tati Sarihati², Pandji Santosa³

¹ Pasca Sarjana Ilmu Pemerintahan Universitas Langlangbuana

² Pasca Sarjana Ilmu Pemerintahan Universitas Langlangbuana

³ Pasca Sarjana Ilmu Pemerintahan Universitas Langlangbuana

Corresponding Author: raflyyusufnugraha@gmail.com

DOI: <https://doi.org/10.47431/jirreg.v9i2.681>

Article Info

Article History;

Received:

2025-09-25

Revised:

2025-10-02

Accepted:

2025-12-31

The control of alcohol distribution and consumption in Medan City is part of the local government's efforts to maintain social order and public health. This study aims to evaluate the effectiveness of policy implementation based on Hasibuan's (2016) theory, which includes four stages: setting performance standards, measuring actual performance, comparing results with standards, and taking corrective actions. In addition, Nugroho's (2018) policy control theory is used to examine aspects of monitoring, evaluation, and law enforcement. The findings indicate that control efforts have been carried out through enforcement operations, public education, and minor criminal court proceedings (tipiring). However, challenges such as illegal distribution via COD systems, limited resources, and low public awareness remain significant obstacles. Policy evaluation has not yet fully adapted to technological developments and new distribution patterns. Therefore, regulatory revisions, strengthened intersectoral coordination, and improved institutional capacity are needed to ensure more effective and sustainable alcohol control.

Keyword: Policy control; alcoholic beverages; policy evaluation

INTRODUCTION

In the era of globalisation, everything has changed—including perspectives and habits—which have ultimately evolved into lifestyles. One such habit that has become a lifestyle is the consumption of alcohol, which is present in various types of alcoholic beverages. (Sylva Flora, Putri A Mahdang, 2021). The World Health Organisation (WHO) reports that alcoholic beverages are responsible for the deaths of approximately 2.6 million people worldwide each year. This figure surpasses the combined fatalities from AIDS, tuberculosis, and violence. Alcohol-related deaths include traffic accidents caused by intoxication, alcohol-fuelled violence, and various diseases linked to excessive alcohol consumption. WHO further states that alcohol contributes to one in every twenty deaths globally each year—equivalent to one death every ten seconds. (World Health Organization., 2025)

The consumption of alcoholic beverages is also a factor that can significantly affect one's health. Excessive alcohol intake increases the risk of heart disease, lung complications, liver damage, and nervous system disorders. Among adolescents, this drinking behaviour is considered deviant and may reflect antisocial personality traits or behavioural disorders. Such tendencies often stem from permissive attitudes and loose perceptions regarding certain behaviours, which in turn lead young individuals to engage in harmful actions—one of which is consuming alcohol. (Ilham Setyo Budi, Ervin Rachma Dewi, Biyanti Dwi Winarsih, Risna Endah Budiati, M. Munir, 2015)

According to the March 2024 Social and Economic Survey (Susenas) conducted by Indonesia's Central Statistics Agency (BPS), the average annual consumption of alcoholic beverages in Indonesia is approximately a quarter litre per capita. The World Health Organisation (WHO) further estimates that the consumption of illicit or unregulated alcoholic drinks—commonly referred to as “oplosan”—reaches 0.5 litres per capita annually. On the other hand, BPS data reveals that the highest levels of legal alcohol consumption are concentrated in specific regions. Medan, in North Sumatra, ranks among the areas with the highest average consumption, recording 2.931 grams per person per week. Asahan follows closely with 2.953 grams, while Simalungun reports 2.890 grams, and North Tapanuli reaches 2.660 grams. Surprisingly, Langkat emerges as the fifth-highest region, with a weekly average of 2.075 grams per person. (Badan Pusat Statistik, 2024)

Excessive alcohol consumption within society can trigger the emergence of antisocial behaviour. Individuals who habitually consume large quantities of alcohol tend to exhibit aggressive tendencies, heightened emotional reactivity, and a diminished sense of empathy towards their social surroundings. This disrupts personal integrity and increases the likelihood of harmful actions such as violence, legal violations, and traffic accidents. Moreover, continuous intake of alcoholic beverages may lead to dependence and addiction. The consequences of alcohol addiction often include drastic changes in one's attitude and behaviour. When intoxicated, a person may lose self-control, disregard legal and social norms, and engage in deviant acts that harm both themselves and others. (Hanifah, 2023)

This situation highlights the critical role of local governments, law enforcement agencies, educational institutions, and families in restricting access to alcoholic beverages—particularly among children and adolescents. Effective oversight of distribution and sales, early education on the dangers of alcohol, and firm, consistent law enforcement are essential strategies in curbing the misuse of alcoholic drinks in the city of Medan.

RESEARCH METHOD

This study employs a descriptive method with a qualitative approach to gain a deep and contextual understanding of the phenomenon under investigation. This approach was selected for its ability to accurately portray objective conditions in the field without manipulation or intervention by the researcher. As stated by Moleong (2017), qualitative research is naturalistic in nature and positions the researcher as the primary instrument in the data collection process.

The data collected in this study are not numerical, but rather textual information obtained through in-depth interviews, direct observation, documentation, and field notes. According to (Creswell, 2014) this approach enables researchers to capture meanings, perceptions, and social dynamics that cannot be explained quantitatively. The aim of this research is not to test hypotheses, but to explore and understand variables independently, based on their actual context.

As explained by Nazir (2013), the descriptive method is employed to systematically, factually, and accurately portray phenomena based on real-world occurrences. Accordingly, this approach provides a comprehensive overview of the control and regulation of alcohol distribution and consumption in the city of Medan.

RESULT AND DISCUSSION

The regulation of alcohol distribution and consumption forms an integral part of local government policy aimed at maintaining social stability and public health. In the city of Medan, the trend of alcohol consumption has emerged as a matter requiring serious attention, particularly due to its impact on social behaviour, public health, and public order. Although the Medan City Government

has implemented various regulations and monitoring mechanisms, the effectiveness of these measures still requires thorough evaluation.

To assess the extent to which alcohol control efforts align with policy objectives, the theoretical framework proposed by (Hasibuan, 2016) is employed as the basis of analysis. This theory emphasises four key functions in the control process: establishing performance standards, measuring actual implementation, comparing outcomes against the standards, and undertaking corrective actions. Through this approach, the discussion will outline how alcohol control policies in the city of Medan are designed, implemented, and adjusted based on field evaluation results.

The introductory section of this discussion serves as a starting point for systematically assessing the effectiveness of policy implementation, while also identifying the factors that influence its success or present obstacles. Accordingly, this analysis is expected to offer strategic recommendations for local government in strengthening the sustainable control of alcohol distribution and consumption.

1.1 Dimension of Measuring Performance Standards

The initial step in the control process of alcohol distribution and consumption in Medan City involves establishing performance standards as benchmarks for evaluation. Based on interviews with officials from the Medan Municipal Civil Service Police Unit (Satpol PP), these control standards refer to Medan City Regional Regulation No. 6 of 2021 concerning the Supervision and Control of Alcoholic Beverages. This regulation outlines the types of alcoholic beverages permitted for distribution, the mechanisms for supervision, and the sanctions for violations, with the aim of protecting the public from the negative impacts of alcohol.

Implementation is carried out through public outreach targeting students and the general population, in collaboration with the police and educational institutions. Satpol PP Medan has also formed a dedicated standby team responsible for conducting routine patrols in areas prone to illegal alcohol circulation. These patrols operate 24 hours a day in shifts and are supported by minor criminal offence procedures (tipiring), which include preventive guidance and repressive law enforcement.

In setting performance standards, Satpol PP Medan refers to technical regulations such as Medan Mayor Regulation No. 45 of 2023 and Ministry of Home Affairs Regulation No. 54 of 2011 on Satpol PP Standard Operating Procedures. These standards are articulated in annual work plans with performance indicators such as the number of raids conducted, the compliance rate of business operators, and the frequency of outreach activities. Evaluation is conducted periodically through activity reports, cross-sectoral coordination meetings, and field monitoring.

The final outcomes of this control process indicate a reduction in alcohol-related violations in several districts, increased public awareness of alcohol-related dangers, and the creation of a more orderly and secure social environment. With a systematic and regulation-based approach, alcohol control in Medan City is considered relatively effective and may serve as a model for other regions.

1.2 Measuring Actual Performance

In the performance measurement stage, the researcher assesses the extent to which the control of alcohol distribution and consumption in Medan City aligns with the established standards. Based on interviews with an Investigative Analyst from the Medan Municipal Civil Service Police Unit (Satpol PP), the indicators of control effectiveness include the level of compliance by business operators with regional regulations, a reduction in public complaints regarding illegal alcohol circulation, and a decline in public order disturbances caused by alcohol consumption. Effectiveness is also evaluated through routine assessments, coordination with sub-district officials, and community feedback. If the number of violations decreases and public awareness increases, the control measures are deemed successful.

However, field implementation faces several challenges. Illegal alcohol distribution is often conducted covertly, including via cash-on-delivery (COD) systems, which complicates surveillance efforts. Low public awareness of the dangers of alcohol also presents a significant obstacle. Additionally, limitations in human resources and operational budgets restrict the scope of monitoring. Extreme weather conditions and disaster response priorities further affect patrol focus. Suboptimal cross-sector coordination particularly with the police and community leaders also hampers enforcement. Nevertheless, Satpol PP Medan continues to enhance effectiveness through integrated raids, public outreach, and inter-agency collaboration.

1.3 Comparing Implementation or Outcomes Against Standards

The performance comparison stage is an evaluative process aimed at identifying gaps between the planned and actual implementation of alcohol control in Medan City. According to interviews with an Investigative Analyst from Satpol PP Medan, performance comparison is conducted by referring to indicators outlined in the annual work plan and operational standards. These indicators include the number of enforcement operations, the compliance rate of business operators with regulations, and the reduction in public complaints regarding illegal alcohol circulation. If field achievements meet or approach the targets, performance is considered effective. Conversely, deviations such as high violation rates or minimal surveillance activities become grounds for evaluation and improvement in subsequent periods. Evaluation is carried out both quantitatively and qualitatively, including community input and factual field conditions.

Discrepancies are identified through regular monitoring and evaluation of control activities. Achievement data are compared against work plan targets, and if inconsistencies are found such as operations falling short of targets or persistently high public complaints cause analysis is conducted. Factors such as personnel shortages, low compliance among business operators, and prevailing social conditions are considered in the evaluation. The results of activity reports, coordination meetings, and community feedback serve as the basis for developing improvement strategies to ensure that alcohol control in Medan City operates more optimally and in accordance with the established standards.

1.4 Implementing Corrective Measures

The final stage in the process of controlling the distribution and consumption of alcoholic beverages in Medan City involves taking corrective action against identified irregularities. Based on interviews with an Investigative Analyst from the Medan Municipal Civil Service Police Unit (Satpol PP), corrective measures are carried out through public order enforcement operations (Pekat), initiated in response to citizen reports. Offenders are issued warnings, evidence is confiscated, and they are subsequently summoned to attend minor offence hearings (tipiring). In these hearings, offenders may be subject to penalties such as detention or fines, in accordance with the judge's ruling. This mechanism is designed to enforce regulations effectively and serve as a deterrent to future violations.

Beyond legal enforcement, improvements to control standards are made through regular monitoring and evaluation of performance outcomes. Where deficiencies are identified such as suboptimal operational standards or unmet targets revisions are made to work plans, strategies are adjusted, personnel capacity is enhanced, and cross-sector coordination is strengthened. Evaluation results also inform regulatory refinement at the municipal level, whether through mayoral regulations or amendments to regional laws. Through this approach, alcohol control standards in Medan City can be continuously updated to remain relevant, adaptive, and responsive to evolving challenges in the field.

Discussion

The control of alcohol distribution and consumption is a vital component in maintaining social order, public health, and environmental stability in urban areas. In Medan City one of Indonesia's

major urban centres with high levels of mobility and social activity the challenges of regulating alcohol distribution and consumption have grown increasingly complex. The Medan City Government has enacted regulations through Regional Regulation No. 6 of 2021, which provides detailed provisions on prohibition, supervision, control, and sanctions related to violations in the circulation and use of alcoholic beverages.

Implementation of control measures is carried out synergistically by the Civil Service Police Unit (Satpol PP), the police, and sub-district authorities. Satpol PP plays an active role in conducting public order enforcement operations (Pekat), confiscating evidence from unlicensed establishments, and facilitating minor offence hearings (tipiring) for violators. Patrol teams are formed and scheduled in rotating shifts over a 24-hour period to monitor areas vulnerable to illegal alcohol circulation. In addition to repressive measures, preventive efforts are also undertaken through outreach and education programmes targeting students, the general public, and business operators, aimed at raising awareness of the dangers of alcohol and the importance of complying with existing regulations.

However, in practice, these control efforts face various obstacles that hinder their effectiveness in the field. One of the main challenges is the emergence of new distribution methods such as the Cash on Delivery (COD) system, which enables direct transactions between sellers and consumers without passing through formal oversight mechanisms. This system accelerates distribution and complicates enforcement, as transactions are conducted privately and discreetly.

This phenomenon reveals a discrepancy between the established control standards and the actual conditions on the ground, which, according to Nugroho (2018), constitutes a failure in the evaluation and enforcement aspects of policy control. Nugroho asserts that policy control must encompass three core components: monitoring, evaluation, and enforcement. In the context of Medan City, monitoring has yet to fully capture digital distribution practices such as COD, evaluation has not comprehensively addressed shifts in public consumption patterns, and legal enforcement has not delivered a sufficiently deterrent effect.

Additional factors such as low public awareness, limited personnel and operational budgets, and inadequate cross-sector coordination further weaken the effectiveness of control efforts. A permissive culture towards alcohol consumption in certain communities also poses a distinct challenge to regulatory enforcement. Although Satpol PP has undertaken various initiatives including routine raids, community guidance, and collaboration with police and local leaders these challenges indicate that control measures have not yet fully adapted to social and technological dynamics.

To address these issues, more progressive and responsive policy adjustments are required, including revisions to existing regulations to accommodate digital distribution methods, enhancement of supervisory personnel capacity, and strengthening of community reporting systems. The Medan City Government must also develop data-driven evaluation systems capable of detecting emerging trends in alcohol circulation, and expand public education campaigns targeting youth and business operators.

With a more adaptive and collaborative approach, the effectiveness of alcohol distribution and consumption control in Medan City can be significantly improved. This will not only foster a safer and more orderly social environment, but also provide maximum protection to the public from the adverse effects of uncontrolled alcohol consumption. Regular policy evaluation, regulatory reinforcement, and active community participation are key to achieving sustainable and contextually relevant control.

CONCLUSION

The control of alcohol distribution and consumption in Medan City is a strategic effort implemented through regulatory, operational, and educational approaches. This policy is grounded in

the Medan City Regional Regulation, which governs prohibitions, supervision, and sanctions for violations, and is supported by field implementation involving the Civil Service Police Unit (Satpol PP), the police, and sub-district authorities. Activities such as routine raids, minor offence hearings (tipiring), public outreach, and the establishment of 24-hour patrol teams reflect the government's commitment to maintaining public order and health. However, the effectiveness of these control measures continues to face several challenges, including illegal distribution practices via Cash on Delivery (COD) systems, limited resources, and low public awareness. The discrepancy between established standards and field implementation highlights the need for more adaptive policy evaluation. Within the framework of policy control theory as outlined by Nugroho (2018), the weaknesses lie in the areas of monitoring, evaluation, and law enforcement, which have yet to fully address the evolving social and technological dynamics. Therefore, alcohol control in Medan City must be reinforced through regulatory revisions that respond to emerging distribution methods, enhanced capacity of enforcement personnel, and stronger cross-sectoral coordination. Active community participation and data-driven approaches are also essential in developing an effective, sustainable control system that offers maximum protection against the adverse effects of uncontrolled alcohol consumption.

ACKNOWLEDGEMENT

The author extends heartfelt thanks to all parties who contributed to the completion of this journal. Special appreciation is given to the Medan City Civil Service Police Unit, law enforcement officers, sub-district authorities, informants, educational institutions, and academic colleagues for their valuable support, insights, and constructive feedback. Their participation has greatly enriched the content and quality of this manuscript. It is hoped that this journal will serve as a meaningful contribution to the development of public policy at the local level.

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