Legal Review of Jambi City Regional Regulation Number 2 of 2014 on the Eradication of Prostitution and Immoral Acts in Preventing Social Pathology

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Abstract

Jambi City Regional Regulation Number 2 of 2014 concerning the Eradication of Prostitution and Immoral Acts is implemented as an effort by the local government to suppress the practice of prostitution, which is considered a form of social pathology. This policy has had a significant impact, including the closure of the two largest localizations in Jambi City, namely Payo Sigadung (Pucuk) and Langit Biru. However, its effectiveness is still debatable because the practice of prostitution still occurs covertly in various places. This study aims to juridically analyze the substance and implementation of Jambi City Regional Regulation Number 2 of 2014 and to assess its effectiveness in preventing social pathologies. The research method used is qualitative with an exploratory approach. The data used are secondary sources from legal documents, online media, and relevant scientific journals. Data analysis was conducted using NVivo 12 Plus to explore themes, word frequencies, and relationships among legal concepts related to the implementation of local regulations. The results of the study show that this regulation has a strong legal basis and has contributed to suppressing the practice of prostitution administratively. However, its implementation still faces various obstacles such as weak legal sanctions, limited inter-agency coordination, and suboptimal rehabilitation and economic empowerment programs for former sex workers. Juridically, Regional Regulation Number 2 of 2014 plays a vital role in preventing social pathologies. However, it still requires a more comprehensive legal approach and synergy with social, economic, and cultural strategies to create a sustainable moral order in Jambi City.

I. Introduction

Regional Regulation Number 2 of 2014 concerning the Eradication of Prostitution and Immoral Acts in Jambi City has received mixed responses from the local community. The most significant effect of implementing this regulation was the closure of the two largest prostitution centers in Jambi Province, Payo Sigadung (commonly called *Pucuk*), which had been operating for decades in Jambi City (Putri & Lestari, 2023). The Jambi City Government is committed to enforcing this regulation to eliminate prostitution practices and eradicate immorality. This commitment also demonstrates the government's concern for society, particularly women. Essentially, this regional regulation aims to firmly protect religion, customs, and morality from the harms of prostitution (Putri Anjani Harahap, 2025).

Payo Sigadung, also known as *Pucuk*, was the largest prostitution area in Jambi Province. However, through Regional Regulation Number 2 of 2014, the Jambi City Government officially prohibited prostitution and immoral acts. Prostitution is not limited to urban areas but is also found in rural regions. For example, in Sungai Bahar District, prostitution centers exist in Panca Bakti Village and Bakti Mulya Village, which are far from the city center. Locals often refer to these areas as *Poco-Poco* (Suzanalisa et al., 2021).

Historically, prostitution in Indonesia has existed since before independence, spanning across different social classes. Indonesian society generally regards prostitution as a disgraceful act that violates moral norms, customs, and religious values. Nevertheless, this perception has not been sufficient to curb the persistence of prostitution in Indonesia (Hukum, 2021). Etymologically, the term *prostitution* may derive from the Latin word *prostituere*, meaning to publicly surrender oneself to fornication, originating from *prostare*, which means to sell or to offer (Hak, 2024). Prostitution, therefore, is essentially a relationship between a sex worker and a client, where sexual services are exchanged for money.

In Indonesia, prostitution is classified into two categories: registered and organized prostitution, and unregistered prostitution. The police have a Vice Control division tasked with monitoring prostitution, working in cooperation with social and health agencies. Typically, those involved reside in one designated area, where they must regularly undergo health checks and treatments to ensure the safety of themselves and others (Mata & Dokter, 2019). In his work *Maatschappelijke Oorzaken der Prostitutie*, Professor W.A. Bonger states that prostitution is a social phenomenon where women sell themselves for sexual acts as a source of income.

This definition clearly highlights prostitution as a profession or livelihood through sexual relations (Putri & Lestari, 2023).

The emergence of prostitution represents a form of social pathology that must be prevented, as it is considered a disgraceful act contrary to the values of the Indonesian nation, which is based on Pancasila (Wahyu Mustajab, 2022). When prostitution involves young girls or adolescents, it reflects a moral crisis that must be immediately addressed, as they represent the next generation of the nation. The existence of prostitution as a profession continues to erode social life. It is often regarded as a significant cause of the spread of sexually transmitted diseases, including AIDS, which to this day has no cure (Eddyono et al., 2017). Despite attempts to regulate it, prostitution remains entrenched in society, with establishments ranging from informal street-based operations to organized venues, some even legally protected and equipped with facilities. Clients of prostitution vary widely, from the poorest to the wealthiest, frequenting places from public parks to luxury hotels. In Jambi City, prostitution continues to operate despite several closures by the government, including Payo Sigadung (*Pucuk*) in Rawasari Subdistrict, Kota Baru (Kota et al., 2023).

Furthermore, the closure of prostitution areas by the Jambi City Government has sparked resistance among residents. Some responded by staging protests, even threatening to conduct nude demonstrations in front of the mayor's office, citing Article 16 Paragraph (2) of Regional Regulation Number 2 of 2014 on the Eradication of Prostitution and Immoral Acts (Justice et al., 2018). The government must therefore take firm measures to shut down prostitution sites. According to Article 16, Paragraph (2) of the regulation, any individual who commits an offense violating Article 2(a) and Article 6 is subject to criminal penalties (Abdul Munim, 2024a) Previous research by Senjaya and Nurdin Hamzah (2019), in their article *"Effectiveness of the Implementation of Regional Regulation Number 2 of 2014 in Realizing Jambi City Free from Prostitution"*, concluded that the regulation was relatively effective in the short term, being productive and efficient. However, in the long term, further strengthening is needed to achieve a prostitution-free Jambi City fully. Meanwhile, research conducted by Badri et al. (2023), titled *"Effectiveness of Jambi City Regional Regulation Number 2 of 2014 in Eradicating Prostitution and Immoral Acts"*, showed that prostitution practices persist, driven by economic, lifestyle, and social environmental factors. The main obstacles to implementation include weak legal sanctions, limited authority of law enforcement officers, and inadequate rehabilitation facilities. Thus, preventive measures such as public awareness campaigns and cross-sector collaboration are necessary. Similarly,

Murdiyanto (2 Secara keseluruhan, word cloud ini mencerminkan bahwa persoalan prostitusi di Jambi dan Indonesia pada umumnya tidak dapat dilihat hanya dari satu sisi hukum semata, tetapi perlu dipahami sebagai fenomena sosial kompleks yang membutuhkan kebijakan terpadu berbasis keadilan, pendidikan moral, serta pemberdayaan ekonomi masyarakat. 019), in his article *"The Impact of the Closure of Prostitution Areas on Commercial Sex Workers (CSWs) and the Socio-Economic Conditions of Surrounding Communities"*, examined the closure of the two largest prostitution centers in Jambi Payo Sigadung (*Pucuk*) and found significant socio-economic impacts, such as loss of livelihood and changes in the local socio-economic structure.

Based on this background, the topic of the Legal Review of Jambi City Regional Regulation Number 2 of 2014 on the Eradication of Prostitution and Immoral Acts in Preventing Social Pathology is considered both relevant and essential. This study places particular emphasis on the eradication of prostitution. For this reason, the author chooses to focus more specifically on this aspect. This research aims to analyze the legal provisions contained in Jambi City Regional Regulation Number 2 of 2014 related to eradicating prostitution and immoral acts. With a deeper understanding of this matter, the research is expected to provide policymakers and regulators with valuable insights.

2. Research Method

This research employed a qualitative method, namely direct research, and examined primary data from online and social media sources, as well as from relevant journals. The focus was on analyzing the legal review of Jambi City Regional Regulation Number 2 of 2014 on the Eradication of Prostitution and Immoral Acts in Preventing Social Pathology. A literature review approach was also applied, focusing on academic journals related to the research object. The study was carried out from May 2025 to September 2025 in Indonesia to explore how the eradication of prostitution and immoral acts has been implemented. The analysis technique used NVivo 12 Plus, a computer-assisted qualitative document analysis tool. This user-friendly software can process words, exploring word frequency, attributes, and cases from large datasets. It also enables the generation of factor categories or sub-factors in journalistic and research applications related to the study topic (Sundari et al., 2022)

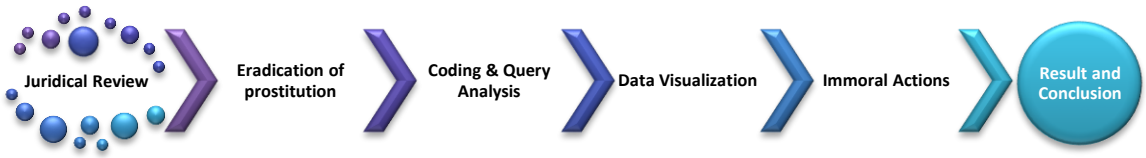


Figure 1. Data Processing Stages

3. Results and Discussion

The findings of this study indicate that social pathology is the science that studies social diseases, or, more broadly, conditions that disturb social order. *Pathology* comes from the Greek *pathos*, meaning suffering or disease, and *logos*, meaning knowledge; thus, "social pathology" refers to the study of community diseases. Social pathology is generally understood as behaviors that violate social norms and are considered disruptive, harmful, or undesirable by society. Various factors contribute to it and negatively affect individuals and the wider community, leading to its rejection by society. Examples of social pathology include gambling, prostitution, drug abuse, corruption, and theft. Such social problems violate and undermine the socio-cultural order and local wisdom communities have built over generations.

Prostitution itself has existed in Indonesia since before independence. Historical records from the Tang Dynasty around 640 AD indicate that this practice already existed in Ancient Java and was linked to the spread of sexually transmitted diseases (Dan Abdul Kader, 2019). In Jambi City, several factors contribute to the persistence of prostitution, pushing some individuals to engage in work contrary to societal values and norms. This suggests that prostitution can still occur even when moral foundations have been socially established. It has long been a recurring issue in human life, especially in Jambi communities. One of the most significant outcomes of implementing Regional Regulation Number 2 of 2014 was the closure of the largest prostitution center in Jambi Province, namely Payo Sigadung (*Pucuk*), which had been operating for decades in Jambi City. Whether the enforcement of this regulation constitutes an effective solution to combat prostitution and immoral acts in Jambi City remains a central question in public discourse (Burlian Senjaya, n.d.).

The Payo Sigadung (*Pucuk*) locality earned its nickname "Pucuk" for its location in the hills. It was the largest and oldest prostitution site in Jambi, dating back to the 1970s, according to Jambi historian Junaedi T. Noor. Located in Rawasari Subdistrict, Alam Barajo District, the area was called *Pucuk* because it was far from the city center. Initially, Payo Sigadung was situated in Rumpun Bambu Broni, but around the 1970s, it shifted to its later location, which had once been forest land.

Most residents of Pucuk came from outside Jambi Province. Junaedi explained that the settlement was called Payo Sigadung because of *payo* (a small hut) and *gadung* plants. He further noted that most of its inhabitants were migrants rather than natives of Jambi. At the time, Jambi was a trade hub due to its port, and prostitution thrived as part of the natural market system, "where there are sellers, there will be buyers."

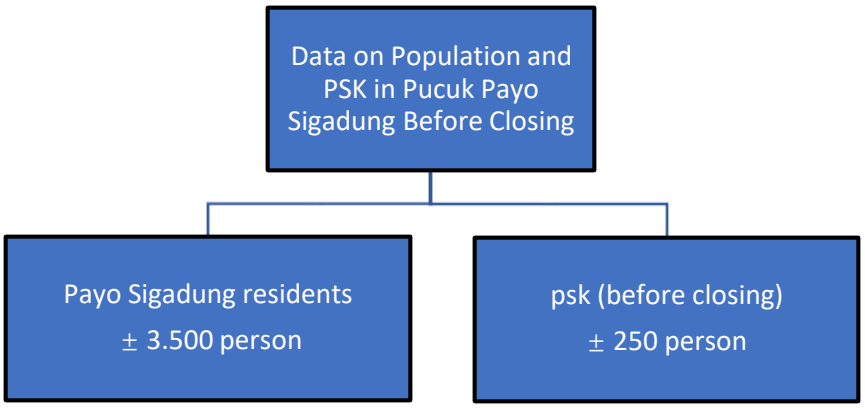


Figure 2. *Data on Population and Commercial Sex Workers (CSWs) in Pucuk Payo Sigadung Before Closure*

Figure 2 illustrates the initial conditions before the closure of the Payo Sigadung localization, when the population was approximately 3,500. Although relatively small compared to the post-closure population, this demographic context created more intense interactions between residents and commercial sex workers (CSWs). With such a limited population, prostitution activities in the area became more visible and directly experienced in daily life, both socially and culturally. This suggests that the surrounding community could not fully detach itself from the ongoing influence of prostitution (Abdul Munim, 2024b).

On the other hand, the number of CSWs before the closure reached around

250. Compared to a population of only about 3,500, this proportion was significant and had a considerable impact on the social image of Payo Sigadung (Aryawati et al., 2023). The considerable presence of CSWs within a relatively small community highlighted how dominant prostitution activities were in the area, indirectly making Payo Sigadung widely recognized as the prostitution hub of Jambi. This condition also influenced the local economy, as part of the community's economic activity relied on the existence of the localization (Kec et al., 2023).

Therefore, the closure policy did not merely serve to reduce the number of CSWs administratively but also had broader implications for the region's social dynamics. Following the closure, Payo Sigadung experienced changes in population growth, social interaction, and local economic structures. In other words, the closure not only suppressed prostitution practices but also marked the beginning of a social transformation process in the area. This analysis underscores that the government's decision to close the localization brought double-edged consequences: on the one hand, it reduced the dominance of prostitution, but on the other hand, it generated new challenges in restructuring the social order and fostering community development in the post-closure period (Abdul Munim, 2024b).

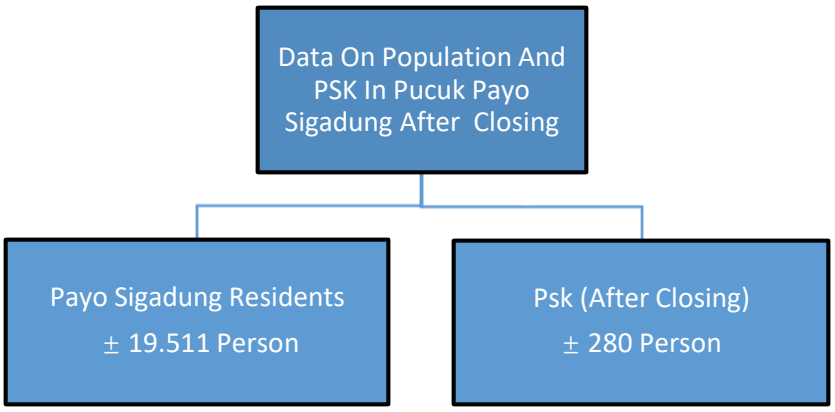


Figure 3. *Data on Population and Commercial Sex Workers (CSWs) in Pucuk Payo Sigadung After Closure*

Figure 3 illustrates post-closure data showing that the population of Pucuk Payo Sigadung reached approximately ±19,511 people, while the number of commercial sex workers (CSWs) recorded after the closure was around ±280. Compared to the pre-closure condition (±3,500 residents and ±250 CSWs), the population increased by 16,011 people—about a 457% rise—whereas the number

of CSWs increased by only about 30 people (±12%). This stark contrast between population growth and the relatively small increase in CSWs suggests that the closure of the localization did not merely shift the numbers of CSWs but transformed the composition and function of the social space in the area (through new population influx, land-use changes, or improved administrative recording) (Kartini, 2019).

The social and public service impacts of this demographic change require thorough analysis. Such a large-scale increase in population inevitably places greater pressure on housing, sanitation, healthcare, education, and employment opportunities, especially if infrastructure development does not keep pace. Meanwhile, the relatively small but notable increase in CSWs indicates that prostitution did not disappear; instead, it likely became more dispersed or shifted into more hidden forms. This demands public health interventions (such as reproductive health services, prevention of sexually transmitted infections, and psychosocial support) and economic empowerment programs targeting vulnerable groups, ensuring that responses are repressive and rehabilitative (Muntazza et al., 2023).

From a policy perspective, these findings call for a multisectoral approach: data verification (to determine whether the population surge was due to migration, redefined administrative boundaries, or differences in census methods), responsive infrastructure planning, and economic and social empowerment programs for former CSWs and affected families. Operational recommendations include household surveys and key informant interviews for data triangulation, vocational training programs with access to microfinance, mobile health services tailored for sex workers, and community-level stigma reduction efforts (Center of Health Policy and Management UGM, 2015). A holistic, evidence-based response will help prevent new social problems and ensure the closure policy yields long-term benefits for the community.

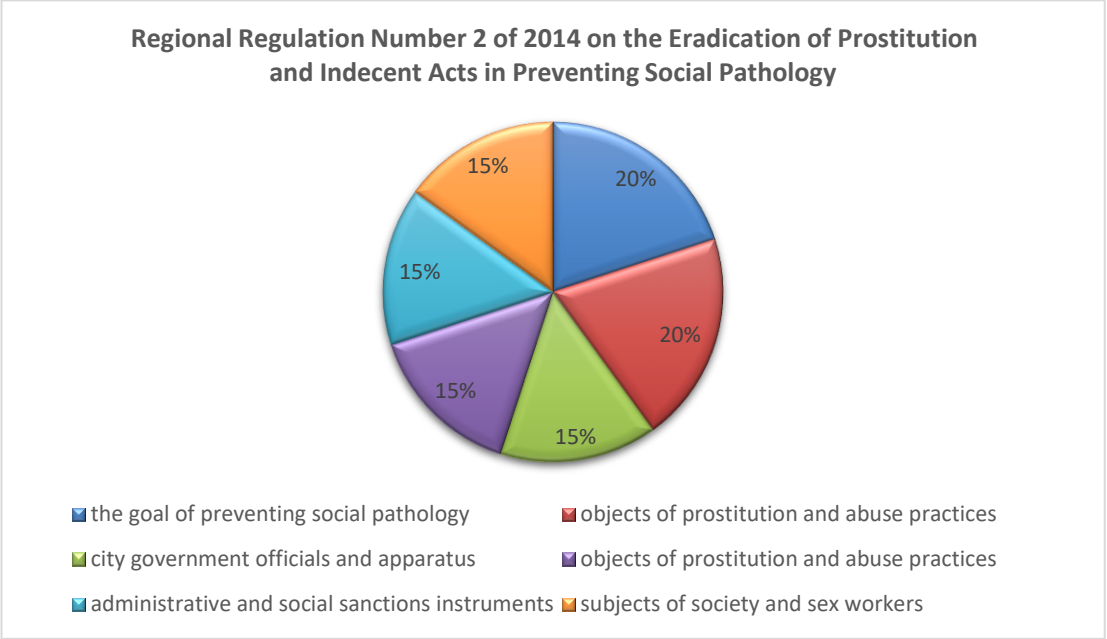


Figure 4. Regional Regulation Number 2 of 2014 on the Eradication of Prostitution and Indecent Acts in Preventing Social Pathology

Figure 4 explains Jambi City Regional Regulation Number 2 of 2014, which represents the local government's strategic effort to eradicate prostitution and immoral acts deemed to cause social problems within the community. According to this regulation, the local government must remain committed to protecting society from the harmful effects caused by the prevalence of prostitution. The regulation is expected to create a safer and more orderly social environment that aligns with prevailing laws and cultural values in Jambi City. Furthermore, the regulation addresses other deviant behaviors considered immoral beyond prostitution itself (MANURUNG, 2023).

Since institutional practices affect the social, economic, and moral life of the broader community, the scope of this regulation is not limited to commercial sex workers. It also emphasizes the importance of community participation in monitoring efforts, ensuring that eradication initiatives do not solely rely on law enforcement agencies but involve all social elements. In its implementation, local governments and authorities are authorized to enforce the rules through administrative and social sanctions (JUMARLI, 2023). These enforcement measures are intended to guide those trapped in such practices toward healthier social lives. The regulation is expected to bring about public order, reduce clandestine

prostitution, and increase public awareness of the importance of maintaining moral values to prevent the emergence of social pathology (Muntazza, 2023).

In this context, the regulation imposes legal action against violations and fosters collective behavior in line with religious norms, customs, and local culture in Jambi City. These latter two pillars illustrate the broad scope of the policy and the manner in which sanctions are applied. The scope includes prohibitions against various forms of prostitution and locations suspected of being immoral venues. Meanwhile, sanctions may take the form of warnings, fines, closure of establishments, and even formal legal proceedings (RUSTAM, 2023). Such sanctions deter offenders and those involved, signaling that the government addresses violations seriously. However, these punitive measures are combined with rehabilitation and social guidance, ensuring that the policy not only punishes but also fosters reconstruction and community development (Chandra et al., 2024)

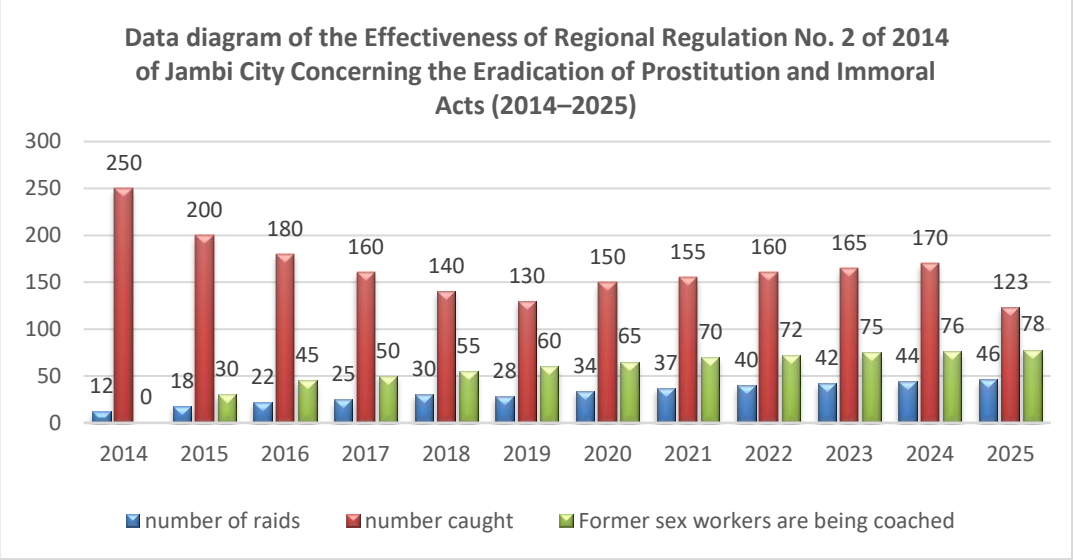


Figure 5. Data diagram of the Effectiveness of Regional Regulation No. 2 of 2014 of Jambi City Concerning the Eradication of Prostitution and Immoral Acts (2014-2025)

Figure 5 presents data on the effectiveness of implementing Jambi City Regional Regulation Number 2 of 2014 over the period 2014-2025. Three leading indicators were measured: the number of raids conducted, the number of offenders arrested, and the number of former sex workers who received rehabilitation. In the first year of implementation (2014), the number of arrests was very high at 250

individuals, while only 12 raids were recorded, and no rehabilitation programs for former sex workers were carried out. This condition illustrates that enforcement of the regulation initially focused heavily on repressive measures, without being balanced by rehabilitation strategies (INDONESIA, 2010). Such an approach can be understood, as the first year typically represents a transition period in which local governments prioritize strict enforcement to create a deterrent effect and demonstrate policy seriousness.

During the period 2015-2019, interesting dynamics emerged. The number of arrests decreased, from 200 individuals in 2015 to 130 in 2019. This decrease coincided with increased raids, which rose from 18 in 2015 to 28 in 2019. At the same time, rehabilitation programs for former sex workers began to receive more serious attention, with participants increasing from 30 in 2015 to 55 in 2018. These findings suggest a paradigm shift from policies that emphasized only repressive measures toward more inclusive approaches, incorporating social aspects such as rehabilitation and social reintegration for former sex workers (LAIA, 2021). It can therefore be argued that during this period, Jambi City's policy direction shifted toward a more preventive and sustainable approach.

Nevertheless, the period 2020–2024 showed fluctuations that highlight the complexity of the prostitution issue. Arrests increased again, from 150 in 2020 to 170 in 2024. This indicates that despite the rise in the number of raids reaching 44 in 2024 and the significant increase in rehabilitation participants (up to 75 individuals), prostitution practices remain difficult to eradicate. This phenomenon underscores that prostitution is a multidimensional problem that cannot be solved solely through law enforcement and moral guidance. Economic factors, such as limited employment opportunities and poverty, as well as socio-cultural factors like the normalization of certain behaviors, are likely key drivers behind the persistence of prostitution. Therefore, this regional regulation must be reinforced with intersectoral policies that address root causes, such as improving education, empowering women economically, and strengthening family institutions (Pangestu, 2022).

In 2025, however, the data show more promising results, with arrests declining to 123 individuals. At the same time, the number of raids reached the highest level at 46, and rehabilitation programs for former sex workers also expanded significantly, involving 78 participants. These figures suggest that consistent law enforcement combined with social rehabilitation strategies has begun to produce positive impacts. The decline in cases in 2025 reinforces the importance of balancing repressive and preventive approaches and highlights

improved coordination among institutions involved, such as Satpol PP, the social service office, and religious organizations. Overall, the 11-year implementation of Regional Regulation No. 2 of 2014 demonstrates a transformation of policy from a purely repressive model to a more humanistic and comprehensive one. This provides valuable lessons that eradicating prostitution requires not only legal approaches but also integration of social, cultural, and economic dimensions to achieve sustainable outcomes.

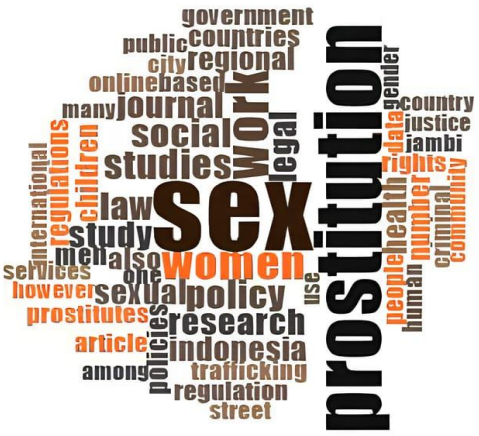


Figure 6. WordCloud of Platform for the Eradication of Prostitution and Immoral Acts (Simulative)
Source: Modified with Nvivo 12 Plus

Figure 6. It is the result of a Word Cloud the researcher produced from an analysis conducted in NVivo 12 Plus. The image is a visualization that connects keywords from various concepts and issues related to prostitution, women, and legal policy in Indonesia, especially in Jambi City. The most significant and prominent words, such as sex, prostitution, and women, indicate that the central theme of this research or study is centered on the issue of sexuality and the role of women in prostitution practices. In addition, the emergence of the words law, policy, regulation, and legal shows that there is a close relationship between the problem of prostitution and legal aspects and local government policies. This is in line with the existence of Jambi City Regional Regulation Number 2 of 2014 concerning the Eradication of Prostitution and Immoral Acts, which functions as a legal basis in tackling the practice of prostitution and preventing the emergence of social pathologies in the community. The words social, research, study, and community show that the issue of prostitution is not only a legal problem, but also

a social problem that requires a multidisciplinary approach. The government, academics, and the community need to work together to research and address the factors that cause prostitution, such as poverty, gender inequality, and weak moral education. The appearance of the words children and trafficking also indicates that there is a concern for child exploitation and human trafficking, which is often a derivative impact of prostitution practices. This strengthens the urgency of regional regulations such as Regional Regulation No. 2 of 2014 in providing legal protection, especially for women and children who are victims. Overall, this word cloud shows that the problem of prostitution in Jambi and, more broadly, in Indonesia cannot be understood from a single legal perspective but must be seen as a complex social phenomenon that requires integrated policies grounded in justice, moral education, and community economic empowerment.

4. Conclusion

Based on the findings of this study on the legal review of Jambi City Regional Regulation Number 2 of 2014 on the Eradication of Prostitution and Immoral Acts in Preventing Social Pathology, it can be concluded that this regulation plays a vital role in reducing prostitution practices in Jambi City. Consistent implementation has produced tangible impacts, including the closure of the two largest prostitution centers in Jambi (Payo Sigadung and Langit Biru), as well as increased intensity of raids and rehabilitation programs for former sex workers. These outcomes demonstrate the local government's commitment to upholding legal, religious, and moral norms to protect society from the negative consequences of social pathology. However, the effectiveness of this regulation has not eliminated prostitution. Data indicate that prostitution practices continue, albeit in more hidden and dispersed forms. This highlights prostitution as a multidimensional issue that cannot be addressed solely through law enforcement. Economic factors, limited employment opportunities, lifestyle choices, and social environments influence its persistence. Consequently, this regulation is a suppressive instrument rather than a singular solution.

Furthermore, implementation has faced challenges, including weak legal sanctions, limited enforcement agency authority, and insufficient rehabilitation facilities. Thus, cross-sectoral collaboration involving government, social institutions, religious leaders, and civil society is essential to build legal awareness and provide viable alternative livelihoods for vulnerable groups. Repressive approaches must be balanced with preventive measures, including education,

public awareness campaigns, and economic empowerment, to achieve the regulation's long-term objectives. In general, Regional Regulation Number 2 of 2014 has positively contributed to preventing social pathology in Jambi City, though its effectiveness still needs improvement. Efforts to eradicate prostitution must be directed toward comprehensive and sustainable strategies that integrate legal, social, cultural, and economic dimensions. Only through such holistic collaboration and shared commitment among all stakeholders can the aspiration for a prostitution-free, morally upright Jambi City be realized not merely as a normative slogan, but as a practical reality.

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