

## The Role of Pamong Praja Police Unit in Controlling Street Vendors in Madiun City

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### ABSTRACT

Street vendors (PKL) are a focal issue for local governments, especially in urban areas, as they serve as alternative livelihoods yet often disrupt public order and attract negative perceptions. Madiun City experiences similar challenges, with the Satpol PP tasked with enforcing local regulations under Article 255(1) of Law No. 23 of 2014. Despite preventive efforts, rule violations persist. This study explores the role of Madiun's Satpol PP in managing street vendors using Jones' (1993) role theory, cited in Mahsun (2008), which includes regulatory, enabling, and direct service provision roles. Employing a descriptive qualitative method through interviews, observation, and documentation, the study finds the regulatory role effective, though improvements are needed in the enabling and service provision aspects.

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## **INTRODUCTION**

One of the concerns of the local government in its administrative structure is street vendors, with the main cause being the proliferation of street vendors who have made street vending their primary source of income (Sari & Wahyudi, 2024). Street vendors are defined as business operators who use temporary or non-permanent facilities for selling goods, including public, social, and government or private infrastructure (Marantika et al., 2024). According to Article 1, Paragraph 1 of the Ministry of Home Affairs Regulation of the Republic of Indonesia No. 42 of 2012, which states: "Street vendors, abbreviated as PKL, are business operators who engage in commercial activities using mobile or stationary business facilities, utilizing urban infrastructure, social facilities, public/general facilities, land, and buildings owned by the government and/or private/public entities on a temporary or non-permanent basis."

Street vendors have a positive impact on business opportunities for the community, as they can create jobs, particularly through the emergence of informal sectors or street vendors starting businesses (Setiawan et al., 2022). Additionally, according to Pristika & Kurniawan (2021), the presence of street vendors can absorb labor, thereby fulfilling the livelihood needs of the community on a large scale. However, on the other hand, the presence of street vendors (PKL) in various regions often becomes a recurring problem. Street vendors are often seen as disrupting public order, leading to negative stigma among the community (Kurniawan et al., 2022).

The government has implemented strategic measures to create order and public welfare through Presidential Regulation of the Republic of Indonesia No. 125 of 2021, Article 2, which states: "The government, in coordination with local governments, shall carry out the regulation and empowerment of street vendors." Issues related to street vendors occur in every city and district across Indonesia. According to Bilqisa, 2014, as cited by (Pristika & Kurniawan, 2021), similar issues frequently arise, including those related to order, traffic congestion, cleanliness, and disorganized urban planning. The city of Madiun also faces similar challenges, as it cannot escape the presence of street vendors (Sari & Wahyudi, 2024). Madiun City is one of the economic hubs in East Java, experiencing rapid growth in the informal sector. According to data from the Madiun City Trade Office, there has been an increase in the number of street vendors over the past five years.

The Madiun City Government has issued Regulation No. 19 of 2019, which outlines the locations and operating schedules for street vendors, with 34 designated locations for such vendors. Despite the issuance of Regulation No. 19, its implementation has not yet met expectations. One of the challenges faced by the Madiun City Government is the low compliance rate of vendors with the designated locations. Additionally, there are still many issues related to the misuse of public facilities, such as leaving carts on the side of the road when not selling, which then block the sidewalks, whose primary function is for pedestrians. Another issue arising in Madiun City is street vendors on Jalan Sentot Prawirodirjo or the new road, where street vendors are not responsible for

their selling items, such as leaving carts unattended at the location, thereby disrupting residents' activities.

The Madiun City Government has also involved the Local Police Unit (Satpol PP), which plays a strategic role as a local government agency in enforcing local regulations and regulations issued by the local government head. This is also in line with the provisions of Article 255(1) of Law No. 23 of 2014, which states that Satpol PP is tasked with assisting in enforcing local regulations and regulations issued by the local government, maintaining public order and tranquility, and providing protection to the community. Reviewing complaints about street vendors still found in Madiun City prompted researchers to conduct in-depth research on the role of the Madiun City Civil Service Police Unit in handling the regulation of street vendors in Madiun City. Although the Satpol PP has carried out its role in enforcing Regional Regulations and Regional Head Regulations, violations by street vendors in Madiun City still occurred.

## LITERATURE REVIEW

According to Jones in (Mahsun, 2018), organizations in the public sector perform three basic functions that form the basis for the implementation of government tasks. In this case, Satpol PP has the responsibility to organize and manage the activities of street vendors (PKL) through the following variables:

1. **Regulatory Role** In the regulatory role, based on Government Regulation No. 16 of 2018 concerning the Satuan Polisi Pamong Praja, Article 6 paragraph 1, it is explained that Satpol PP is responsible for designing programs aimed at enforcing Regional Regulations and Regional Head Regulations, as well as managing public order, peace, and community protection, including in the regulation of street vendors.
2. **Enabling Role** In the enabling role, according to Government Regulation No. 16 of 2018 on the Local Police Unit, Article 6, paragraphs 2, 3, and 4, it is stated that in addition to carrying out the function of protecting the community and coordinating the enforcement of Regional Regulations and Regent/Mayor Regulations, the Satpol PP also has the authority to take non-judicial enforcement actions against individuals, organizations, or legal entities that violate regional regulations and/or local government regulations, including those related to street vendors.
3. **Direct Provision of Goods and Services** In accordance with Government Regulation No. 16 of 2018 on the Local Police Unit, Article 6, paragraph (4), it is explained that the Local Police Unit has a supervisory role that includes monitoring the implementation of local regulations and regional head regulations, this includes monitoring individuals, government officials, and legal entities to ensure that these policies are implemented properly and effectively. In its supervisory role, Satpol PP employs various approaches, including preventive measures.

## METHODOLOGY

This study will use qualitative research methods with a descriptive approach. The author uses this method in order to achieve the objectives of this study, which is to examine the role of the Civil Service Police Unit in regulating

street vendors in the city of Madiun. This study employs a descriptive qualitative research method, where the analysis of the data obtained will be presented by providing an overview of the actual conditions of the issue being studied in the form of a narrative description through data collection techniques such as interviews, observations, and documentation. The informants for this study will be selected using purposive sampling and snowball sampling techniques.

## **RESEARCH RESULT AND DISCUSSION**

### ***Regulatory Role***

#### ***Planning of Enforcement Activity Programs***

In carrying out its role as a policy planner, findings related to the indicators of program activity planning for law enforcement from research informants indicate that the Madiun City Community Police Unit designed Standard Operating Procedures for the enforcement of street vendors based on Ministry of Home Affairs Regulation No. 16 of 2023 on Standard Operating Procedures for Community Police Units and the Code of Ethics for Community Police. Based on interviews with informants, it was found that in designing the Standard Operating Procedures at the Madiun City Community Police Unit, the Head of the Madiun City Community Police Unit and the existing structural staff were involved. In designing the SOP for regulating street vendors, the Madiun City Civil Service Police Unit incorporated it into the SOP for Local Regulation Enforcement, which includes a description of the procedures for regulating street vendors, including early detection, counseling, patrols, regulation, and judicial action if street vendors still do not heed the warnings of the Madiun City Civil Service Police Unit.

#### ***Planning the Schedule for Regulating Street Vendors***

Based on the schedule for regulating street vendors obtained from research informants, the researcher found that the Madiun City Police Unit plans to regulate street vendors with an intensive patrol schedule that includes nine patrols per day. In this study, information provided by informants from the Madiun City Police Unit revealed that the intensive patrol schedule made the schedule for enforcement activities against street vendors carried out by the Madiun City Police Unit appear to be systematically planned. The planning of the schedule for the enforcement of street vendors by the Madiun City Police Unit is an important aspect of the Madiun City Police Unit's role as the implementer of local policies.

#### ***Planning of Target Locations for the Regulation of Street Vendors***

In the indicator of planning target locations for the regulation of street vendors from the research informants, the researcher found that the determination of locations used in regulating street vendors by the Madiun City Police Unit was based on the level of density of street vendor activities in Madiun City. Another finding discovered by the researcher was that the planning of the schedule for regulating street vendors was also based on the potential for public order disturbances in the form of violations related to Madiun Mayor Regulation Number 19 of 2019 concerning the Arrangement and Empowerment of Street

Vendors related to the location and schedule of street vendor businesses carried out by the community, either individually or collectively, by targeting locations such as Alun -Alun Madiun City Square and Cokroaminoto Street, which now only allow pedicel vendors to sell there.

The role of the Madiun City Community Police Unit in regulating street vendors as a Policy Planner (Regulatory Role) has fulfilled its role by designing work programs for the regulation of street vendors and establishing Standard Operating Procedures (SOPs) for the implementation of such regulation, based on Ministry of Home Affairs Regulation No. 16 of 2023 on Standard Operating Procedures for the City Police Unit and the Code of Ethics for City Police Officers. The Madiun City Community Police Unit has an SOP for enforcing local regulations in relation to Madiun Mayor Regulation No. 19 of 2019 on the regulation of street vendors. This SOP was designed by the Head of the Madiun City Community Police Unit 93 and its structural staff. This SOP includes a description of the procedures for regulating street vendors in the event of violations. This aligns with the opinion of Supriatna (2021), who states that in carrying out their duties, the Local Police Unit develops SOPs as an important tool used to ensure consistency, accountability, and field actions. According to Jones' role theory in (Mahsun, 2018), the Satpol PP is responsible for designing programs aimed at enforcing Regional Regulations and Head of Regional Regulations, as well as managing public order, tranquility, and community protection, including the regulation of street vendors. This is reflected in the activity planning designed by the Madiun City Satpol PP through the creation of an activity schedule that includes patrols conducted with an intensity of 9 times per day by Madiun City Satpol PP officers. The Madiun City Community Police Unit has targeted patrol locations for street vendors in areas prone to high-intensity violations by street vendors, as well as public facilities that may potentially harm the community.

### ***Enabling Role***

#### ***Enforcement of Street Vendor Regulation***

The Madiun City Civil Service Police Unit enforced street vendor regulation using two approaches: preventive and repressive. The preventive measures taken by the Madiun City Public Order Police Unit are based on research findings, including interviews and documentary evidence, by conducting outreach activities regarding Madiun Mayor Regulation No. 19 of 2019 on the Regulation and Empowerment of Street Vendors to street vendors in Madiun City. This demonstrates the role of the Madiun City Police Unit in coordinating the enforcement of local regulations/ordinances to the public in Madiun City regarding the regulation of street vendors. The preventive measures were well-received by the street vendors, as evidenced by field interviews with the Chairman of the Street Vendors at Madiun City Square, who confirmed that the Madiun City Police Department had conducted outreach regarding Madiun Mayor Regulation No. 19 of 2019 on the Regulation and Empowerment of Street Vendors. However, on the other hand, there are still street vendors who are unaware of the regulation. This is evidenced by the results of the interviews, 95 where the main factors contributing to the vendors' lack of awareness are their

age and educational level, which sometimes act as barriers for officials when attempting to provide information about Madiun City Regulation No. 19 of 2019 on the Regulation of the Organization and Empowerment of Street Vendors. This has become an obstacle for officials in coordinating with street vendors regarding the regulation of street vendors as part of preventive efforts.

Additionally, the Madiun City Public Order Police Unit has taken repressive measures in regulating street vendors. Based on the interview results and documentation presented, the Madiun City Public Order Police Unit regulates street vendors by issuing three warning letters over a specific timeframe. The first warning letter is valid for seven working days. If the street vendors do not comply, the officers will issue a second warning letter valid for three days. If the violation continues, a third warning letter valid for one day will be issued. If the street vendors still do not comply, they will be brought to the City Police Department office for non-judicial action.

### ***Coordination with Other Agencies Regarding the Regulation of Street Vendors***

In the regulation of street vendors in Madiun City, the Madiun City Police Unit also coordinates with other agencies. Based on interviews conducted, the Madiun City Public Order Police Unit involves the Trade Department, the Food Security Department, the Police, and the Indonesian National Armed Forces (TNI) in its patrol activities. Through these interviews, it was found that the Madiun City Public Order Police Unit, as a public organization with the function of enforcing local regulations, coordinates with relevant parties regarding the regulation of street vendors. Through the interviews and documentation, it was also found that the Madiun City Public Order Police Unit, in its enforcement of street vendors, also carries out enforcement activities based on complaints from the public and the 112-complaint program. Based on the interview results, the Madiun City Community Police Unit immediately followed up on reports from the public regarding street vendors whose activities were disrupting community activities. In this case, the Madiun City Community Police Unit exercised its authority to regulate these vendors by conducting street vendor regulation activities. The coordination carried out by the Madiun City Community Police Unit also involves the Madiun City Street Vendor Association. As outlined in the research findings from interviews, each area of Madiun City has an Association that facilitates coordination between the Madiun City Police Department and street vendors in terms of regulating street vendors to minimize violations committed by street vendors.

The role of the Madiun City Community Police Unit as a Policy Implementer (Enabling Role) regarding the regulation of street vendors has been carried out in accordance with Government Regulation Number 16 of 2018 on the Community Police Unit, Article 6 paragraphs 2, 3, and 4, whereby the Madiun City Civil Service Police Unit has carried out enforcement measures in two steps, namely preventively through the dissemination of Madiun Mayor Regulation No. 19 of 2019 to street vendors. However, this role has not been optimal due to the low awareness of street vendors regarding the regulations governing street vendors. However, in carrying out its role as policy implementer, there are still obstacles in the form of a low level of understanding among street vendors

regarding the substance of Madiun Mayor Regulation No. 19 of 2019, particularly in relation to operating hours and trading zones. This situation poses a unique challenge for the Madiun City Public Order Police Unit, which is tasked with enforcing local regulations and ordinances. As a result, most violations are not solely due to deliberate defiance but also stem from street vendors' lack of awareness of the applicable legal provisions.

### ***Direct Provision of Goods and Services***

The Policy Oversight Dimension aims to control and oversee policies so that they do not harm the community. The Madiun City Civil Service Police Unit, in carrying out its policy oversight role, is based on Government Regulation No. 16 of 2018 concerning the Civil Service Police Unit, Article 6 paragraph (4), which states that the Civil Service Police Unit has oversight duties that include monitoring the implementation of local regulations (Perda) and regional head regulations (Perkada). Through interviews and documentation in the research findings, it was found that the Madiun City Community Police Unit carries out policy oversight by enforcing regulations internally within the Madiun City Community Police Unit, equipped with human resource training provided by the Head of the Madiun City Community Police Unit. In this context, the researcher found that training activities for Madiun City Community Police Unit personnel have a positive impact on policy oversight implementation. As policy implementers, the Madiun City Civil Service Police Unit always applies a humanistic and communicative approach to street vendors in enforcing Madiun Mayor Regulation No. 19 of 2019. This is done to eliminate the negative stigma of street vendors towards the Civil Service Police Unit and to reduce violations related to Madiun Mayor Regulation No. 19 of 2019. However, the research findings indicate that there are still some officers who exhibit arrogance when enforcing regulations against street vendors. This arrogance stems from street vendors continuing to violate regulations, forcing officers to take repressive actions to ensure compliance.

Based on the analysis, the role of policy oversight (Direct Provision of Goods and Services) has been effectively carried out by the Madiun City Satpol PP, which conducts direct oversight of street vendors through the development of human resources in a humane and communicative manner for Satpol PP officers responsible for regulating street vendors. In carrying out its supervisory role, the Madiun City Community Police Unit faced obstacles, including instances of arrogance by certain officials during the enforcement of regulations on street vendors.

### **CONCLUSIONS**

Based on the research results presented, the following conclusions can be drawn:

1. In its regulatory role, the Madiun Municipal Police Unit has successfully carried out its role as a policy planner (regulatory role). This success is reflected in the formulation of work programs and standard operating procedures designed as key instruments in the implementation of regional regulations and public order management.

2. In its enabling role, the Madiun City Civil Service Police Unit has carried out its policy implementation role in regulating street vendors through a preventive approach in the form of socialization of Madiun Mayor Regulation No. 19 of 2019, and a repressive approach in the form of confiscation and the affixing of stickers on violators. However, the implementation of socialization is considered suboptimal as there are still vendors who are unaware of the regulation.
3. In the Direct Provision of Goods and Services, the Madiun City Community Police Unit has performed adequately in monitoring street vendor activities through the development of internal human resources in a humane and communicative manner. However, challenges remain in its implementation, particularly the presence of arrogant behavior by certain officials during enforcement actions. This indicates that the supervisory function has not fully aligned with the principles of public service consistent with the Vision and Mission of the Madiun City Community Police Unit.

The analysis results show that the role of the City Police Unit in regulating street vendors in Madiun City has been effectively carried out through the Regulatory Role by developing work programs and SOP 105 that support the enforcement of local regulations and ordinances. In its Enabling Role, the Madiun City Satpol PP has carried out preventive measures in the form of socialization and repressive actions in accordance with regulations, although socialization is considered to have not fully reached all street vendors. The Direct Provision of Goods and Services role is carried out actively and humanely, but there are challenges in the form of arrogance among certain officers, which requires improvement in the implementation of public service values.

## **RECOMMENDATIONS**

In this study, the researchers attempt to provide the following recommendations:

1. There is need for continuous evaluation and guidance for enforcement officers so that supervision is not only effective administratively, but also reflects the values of justice and respect for the rights of the community, especially street vendors.
2. There is a need to intensify socialization of Madiun Mayor Regulation No. 19 of 2019 to all informal business operators, particularly street vendors, to enhance their understanding of the applicable regulations.
3. The Madiun City Public Order Police Unit is expected to periodically evaluate and revise the Standard Operating Procedures (SOP) for street vendor enforcement to remain adaptive to the social and economic dynamics of the community. The development and updating of SOPs should be conducted in a participatory manner, involving community representatives and relevant government agencies to enhance the legitimacy and effectiveness of the policy.

## ADVANCED RESEARCH

Advanced research on the role of the Civil Service Police Unit (Satpol PP) in controlling street vendors in Madiun City should move beyond descriptive analysis toward integrative and comparative frameworks. Future studies could employ a mixed-methods approach combining qualitative insights with quantitative impact assessments to measure the effectiveness of regulatory, enabling, and supervisory roles in reducing violations while maintaining socio-economic sustainability for vendors. Comparative case studies between Madiun and other cities with similar regulatory frameworks would enrich understanding of best practices and adaptive strategies. Additionally, incorporating digital governance tools such as GIS-based monitoring systems or mobile reporting applications may provide innovative pathways for participatory enforcement and real-time policy evaluation. Finally, research should critically examine the balance between public order enforcement and the protection of informal sector livelihoods, ensuring that governance aligns with principles of social justice, inclusivity, and sustainable urban development.

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