

**EFFECTIVENESS OF MUNICIPAL POLICE UNIT'S STREET VENDOR  
CONTROLLING PROGRAM IN ANDIR DISTRICT, BANDUNG CITY**

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**ABSTRACT**

The objective of the present research was to evaluate the effectiveness of the controlling program by municipal police unit (Satpol PP) on street vendors (PKLs) in Andir District of Bandung City. The research used a qualitative approach, data collection techniques of documentation, interview, and observation, and a qualitative-descriptive analysis. The research findings revealed that the controlling by Satpol PP has not been effective yet in achieving the goal of the controlling related to the policy on PKL arrangement and guidance as stipulated by *Perda* (regional statute) No. 4 of 2011 and *Perwal* (Mayor Decree) No. 888 of 2012 particularly for Andir District, i.e., zero growth (PKLs at *red zones* should be reduced to zero). There were still gap between the regulation of the allocation of PKLs zones and breaches against *Perda*. Therefore, the government should do the followings: (1) reviews the regulations related to the allocation of PKLs zones, (2) monitors and evaluates regularly the implementation of the controlling duties of Satpol PP, (3) develops coordination and cooperation between those related agencies that join in the Special Duty Unit of PKLs Arrangement and Guidance, (4) set an intensive guidance of *kelurahans* to use by Satpol PP in Andir District in PKL data collection, and (5) be consistent in enforcing law against any breaches.

Keywords: PKLs, controlling, policy evaluation, Satpol PP

## Introduction

One of the socio-economic problems that frequently come to be a polemic in urban areas of Indonesia is the existence of informal sector/PKLs. Conceptually, the existence of the informal sector can be seen from three aspects, namely: (1) economic aspect, involving low capital, low revenue, and relatively small enterprise scale, (2) social aspect, involving low formal education levels, coming from economically weak communities and are generally migrants, and (3) cultural aspect, among others a tendency to do business outside regulatory systems, utilization of modest technology, and are not bound by a working schedule. Therefore, an informal sector focuses more on dynamic and complex processes of gaining revenues. Moreover, the presence of the informal sector can be seen from two different aspects: positive and negative. From a positive aspect viewpoint, it can create among others self-employments, absorb self-working force, serve as a safety valve for unemployment and social vulnerabilities, and provide basic needs for middle-low economic level people. From a negative aspect viewpoint, it adversely affects traffic, city beauty, and cleanness (Bappenas, 2009:19-20).

The polemic relating to the presence of the informal sector traders (PKLs) also arises in Bandung City. On one side, the activities of PKLs generally usurp some public facility areas, often interfering with public interest, and become one of the factors of traffic jam. However, on the other side, PKLs serve as small-middle enterprises which should be empowered (Regional Medium-Term Development Plan (RPJMD) Bandung City 2014-2018: 211)). The presence of PKLs in Bandung City contributes significantly to the development of trade sector and economy in Bandung City. According to Bandung City Regional Statute (Perda) No. 4 of 2011 on The Arrangement and Guidance of PKLs, meant by PKLs are those traders who run trade enterprises in informal sector which usurp public on facilities at open and/or closed lands by utilizing movable and immovable devices. In general, trade sector is one of the prioritized sectors of Bandung City that is steadily growing. That is indicated by the large contribution of trade sector to Bandung City economy. In 2008, the contribution of trade sector to Gross Domestic Regional Product (PDRB) was 37.59 percent, increasing to 41.02 in 2012 percent. The coverage of informal traders/enterprises (PKLs) group advocacy also increased from 64,231 enterprise units in 2008 to 71,204 enterprises units in 2012. The total PKLs according to Bandung City Industrial and Trade Cooperative Agency (Diskoperindag) data achieved 20,326, spreading in 30 Districts as shown on the table 1.

It can be seen on the table above that, in 2012, Andir District was a district with the largest number of PKLs, 2,559, while District Gede Bage was one with the smallest number of PKLs, only 21. Though the data does not reveal in detail the extent of the direct contribution of PKLs in Bandung City trade and economy sector, the presence of PKLs in Bandung City should receive a serious attention from the government in order to handle the ongoing polemic.

One of the forms of intervention by Bandung City government in dealing with PKLs-related problems is the enactment of Bandung City Regional Statute (Perda) No. 4 of 2011. The objective of the enactment is to realize a secure, clean, and orderly Bandung City and to establish Bandung City as a tourism destination by managing and guiding PKLs. By managing is meant to allocate some locations of PKLs by relocations and market revitalizations, and to introduce thematic shopping, festival concept, and *Pujasera* concept, while by guiding is meant as efforts, actions, and activities carried out effectively and efficiently in attempt to advance PKLs for them to be self-reliant traders. The implementation of PKLs arrangement and guidance includes planning, controlling, directing, and law enforcement. It is conducted by a Special Duty Unit composed of SKPD for cooperatives, small-middle enterprises, industry and trade, demography and Civil Registration, Culture and Tourism, Transportation, Layout and

*Cipta Karya, Bina Marga* (Public Works) and Irrigation, Park and Grave, Public Peace and Order, District, and Kelurahan; Regional Cleaning Enterprise and Regional *Bermartabat* Market Enterprise; and other related agencies in the Region.

Table 1. Numbers of PKLs in Bandung City

No.	District	Number	No.	District	Number
1.	Sukasari	404	16.	Lengkong	787
2.	Sukajadi	550	17.	Regol	1,517
3.	Cidadap	155	18.	Babakan Ciparay	825
4.	Coblong	2,140	19.	Bojong Loa Kidul	327
5.	Cibeunying Kaler	247	20.	Bojong Loa Kaler	500
6.	Cibeunying Kidul	1,261	21.	Arcamanik	306
7.	Cinambo	116	22.	Ujung Berung	675
8.	Cicendo	1,267	23.	Buah Batu	310
9.	Andir	2,559	24.	Bandung Kidul	204
10.	Bandung Wetan	1,046	25.	Astana Anyar	1,265
11.	Bandung Kulon	370	26.	Antapani	260
12.	Sumur Bandung	1,037	27.	Cibiru	131
13.	Kiaracondong	714	28.	Rancasari	297
14.	Batununggal	815	29.	Gede Bage	21
15.	Mandaladjati	86	30.	Panyileukan	131
<b>Total</b>					<b>20,326</b>

Source: *Bandung City Industrial and Trade Cooperative Agency, 2012*

One of the crucial substances regulated in the policy is the breakdown of the locations of PKLs into three zones, namely (1) red zone: locations where PKLs are forbidden entirely, (2) yellow zone: locations where PKLs may be alternately open and close according to time and place, and (3) green zone: locations where PKLs are allowed to vent their goods. In this case, each of the PKLs should hold a trade ID card issued by the Mayor in doing trading activities in conformity with their rights and duties and not breach any provisions of the policy.

In a bid to support the implementation of PKL arrangement and guidance, particularly in making sure that there would be no violation by PKLs at the PKL zones, Bandung Mayor Decree No. 888 of 2012 on Instruction of the Implementation of *Perda* No. 4 of 2011 on PKL Arrangement and Guidance, the Mayor carries out activities of controlling PKLs. The controlling is conducted by a Special Duty Unit which deals with surveillance, supervision, and law enforcement particularly by *Pamong Praja* Police Unit (Satpol PP) (Municipal Police Unit) on conditions as follows: (1) in red zone, controlling is conducted routinely each day, (2) in yellow zone, at less once weekly, and (3) in green zone, at least once in three months. The controlling includes zero growth (PKLs in red zone would be eliminated completely) and ID card. The outcome of such controlling shall be reported to both the Mayor and DPRD (regional parliament) periodically once in six months. Accordingly, it can be assumed that the success of the realization of arrangement and guidance of PKLs in Bandung City depends on the extent of the effectiveness of controlling conducted by Bandung City Government (Satpol PP) on the existence of PKLs in Bandung City.

Based on the description of the background of problem above it can be known that the controlling of PKLs by Satpol PP is an activity strongly supporting the successful achievement of the objective of the implementation of the arrangement and guidance of PKLs in Bandung City so that they may expectantly contribute optimally to the development of trade and economic sectors in the future in Bandung City in particular and in markets of developing countries, like Indonesia, in general. Therefore, the problem to deal with in the present research was formulated as follows: to the extent of which the effectiveness of the PKL-controlling program implemented by Satpol PP on the existence of PKLs in Andir District of Bandung City is?

### **Literature Study**

Evaluation is of high significance in public policies, i.e., as a basis or guidance in changing or improving policies in the future (Winarno, 2012:230). According to Lester and Steward, policy evaluation can be distinguished into two duties: (1) to determine what are the consequences of a policy by describing its impacts or by referring to endeavors to see whether or not a public policy program accomplish its desired goal or impact, and if not what factors its cause are? And (2) to assess the success or failure of a policy against the predetermined standard or criterion or to assess whether the implemented program is successful or fail in accomplishing the desired impacts? (Winarno, 2012:229-230). Moreover, according to Jones, an evaluation of policy should include some activities, namely (1) specification, identifying the goals and criteria by which the policy program shall be evaluated, (2) measurement, relating to the activity of collecting information relevant to the object of evaluation, (3) analysis, using the collected information in attempt to draw a conclusion, and (4) recommendation, proposing what to do in the future. According to Suchman, there are six steps in a policy evaluation: (1) identification of the goals of program to be evaluated (what is the content of program goals?), (2) analysis of problem (who are the target of program?), (3) description and standardization of activities (when the desired change take place?), (4) measurement of the extent of change that do takes place (is the goal set just one or multiple?), (5) determination whether or not the observed change is a result of the activity or that of others (is the desired impact big?), and (6) some indicators for determining the occurrence of an impact (how the goals are achieved?) (Winarno, 2012:233-234).

Wollman Hellmut distinguishes the types of evaluation on a basis of the relationship between time and function and policy cycle, namely (1) *ex ante* evaluation, before decision making, (2) ongoing evaluation, and *ex-post* evaluation (after the policy has been implemented) (Fisher, 2015:554-556). Because a controlling program is a currently ongoing policy, the type of policy evaluation implemented in the present research was an ongoing evaluation. The evaluation has a duty of identifying the (temporary) effects and outcomes of the program and policy steps simultaneously in an ongoing policy, implementation, and realization cycle. The fundamental function of an “ongoing” evaluation is to feed information relevant back to the process of implementation at a point and stage when the related information may be useful in adjusting, justifying, or redirecting the processes of implementation or even decision of fundamental, key policies. Monitoring can be seen as an (ongoing) evaluative procedure which is intended (descriptively) to identify and, by some aid of proper and if possible operable indicators, measure the effects of the ongoing activities.

Based on the review of theories above, the present research, in determining whether or not the PKL controlling by Satpol PP has achieved its goals or desired impacts, focused more on an evaluation type of ongoing evaluation, that is, by identifying temporary effects and outcomes (output) of the policy from 2013 to 2016. The steps of evaluation carried out were analyzing

and assessing the outcome of surveillance by Satpol PP over the existence of PKLs in Bandung City, whether it has or not been effective in achieving the goals.

### **Methodology of Research**

The research used a qualitative-verificative approach, that is, by analyzing and assessing the controlling process that Satpol PP conducted over the existence of PKLs in Bandung City, to see whether it has or has not been effective in achieving its goal. Qualitative approach is a method of exploring and understanding the meaning which, by some individuals or groups, is considered as coming from social or humanitarian problems (Creswell, 2016:4). The locus and focus of the research's analysis unit was surveillance by Satpol PP over the existence of PKLs in Andir District of Bandung City. The selection of Satpol PP as the analysis unit of the research was because Satpol PP was an Regional Work Unit (SKPD) with an authority to enforce *Perda* No. 4 of 2011 under the coordination of Special Duty Unit and it coordinated with National Police officers, Regional Civil Servant Investigators (PPNS), and other law enforcers, and as a mentoring agency for both Districts and *kelurahans* in enforcing the *Perda*. Andir District was chosen as the locus of research because it has turned into the largest shopping center in Bandung and accommodated the largest number of PKLs compared to other districts and thus the potential problems related to PKLs in the District might be quite complex.

Data collection techniques used were interview and documentation, ones commonly used in qualitative researches (Creswell, 2016:255). The interviews were done with Satpol PP officials (Operational Chief and Investigation Functional Staff) and Andir District officials (Chief of Security and Order Section), conducted in February 2015. Documentation was carried out by collecting public documents such as legislations, electronic mass media news, textbooks, journals/research publications, reports, and documents relevant to the studied problem. Meanwhile, observation was performed by looking at the conditions of PKLs in the PKL zones allocated in Andir District. Data analysis was done by analyzing the results of data collection, and then conclusions were drawn and recommendation proposed concerning further policies.

### **Result and Discussion**

As said earlier, the goal of controlling PKLs by Satpol PP in Andir District, Bandung City, is to monitor and make sure that there is no breach committed by PKLs in PKL zones that have been specified in *Perda* No. 4 of 2011 and *Perwal* No. 888 of 2012 up to a zero growth, that is, no PKL at all in red zones. The provision relating to PKL zones in Bandung City and PKL locations specified in Andir District could be seen on Table 2.

On the table 3 it could be seen that in Andir District there were 9 points of red zones and 15 yellow zones. The assignment of the zones apparently differed from one stipulated in the *Perwal*. It indicates that there has been change in PKL zones that government assigned. Of the 9 locations categorized as red zone, 7 locations have been orderly and PKL-free, another 2 locations, that is, one at Jl. Oto Iskandardinata, which was still PKL-susceptible and only on Monday PKL-free, and another at Jl. Jenderal Sudirman (intersection of Jl. Klenteng till Jl. Jamaika) there was spilling-over market during 22.00-06.00 local time. The existence of PKLs at the 2 locations was not in conformity with the provisions of *Perwal* No. 888 of 2012 that stipulates that PKLs are disallowed to vend at red zones. Though the existence of PKLs at the two locations is provided for by a special rule on the time of vending, it still indicates unconformity with prevailing legislations. Any special rule should have been issued in writing such as Mayor Decree or in other form concerning the exemption. Moreover, of the 15 locations categorized as yellow zone, 6 locations have been clear of PKLs, 3 locations under controlling, 4 locations where PKLs were vending during certain hours, and 1 location under an

arrangement plan. The existence of PKLs at the yellow zone has generally been in compliance with the provisions of Perwal, assigned as locations where vending was allowed in certain times. However, there were also changes in the locations from ones determined by Perwal as yellow zone.

Table 2. Provisions of the Locations of PKL Zones in Bandung City

No.	PKL zones	General provisions	PKL locations in Andir District
1.	Red zone	<ul style="list-style-type: none"> <li>No-PKL location</li> <li>Areas around worship buildings, hospitals, military complexes, national roads (17), provincial roads (28), and other places the detail of which is provided for by articles 10-16 of Perwal No. 888 of 2012.</li> </ul>	<ul style="list-style-type: none"> <li>Jl. Sudirman (1,230 m long)</li> <li>Jl. Rajawali Timur (intersection of Jl. LMU Nurtanio till Andir)</li> </ul>
2.	Yellow zone	<ul style="list-style-type: none"> <li>Locations where it is allowed alternately open-closed by time and location.</li> <li>All spilling-over markets in regions are allowed to do vending activities in specified hours, i.e., from 22.00 to 06.00 local time. They are allowed to vend household basic needs only.</li> <li>Zones by time from 17.00 to 04.00 local time are for culinary traders.</li> <li>Zones by location are regional government's offices which are no longer used, in front of malls and around playing fields which have been assigned as Non-green Open Space with conditions as below.</li> <li>Time of vending in front of malls should be based on the agreement between the PKLs and the operators and/or owners of the malls and limited to 10.00-22.00 local time.</li> <li>Time of vending around playing fields should be 06.00-18.00 local time.</li> <li>For Sunday only, the time of vending is limited to 04.00-10.00 local time (27 locations), and for diverse commodities is 10.00-18.00 local time (264 locations) the detail of which is provided for in Article 21 of Perwal No. 888 of 2012.</li> </ul>	<ul style="list-style-type: none"> <li>Locations of diverse commodities only: <ul style="list-style-type: none"> <li>a. Jl. Pasar Utara</li> <li>b. Jl. Dulatip</li> <li>c. Around the park near Cimindi market</li> <li>d. Jl. Burung Tungku</li> <li>e. Jl. Elang Raya</li> <li>f. Jl. Ciroyom</li> <li>g. Jl. Rajawali Timur (intersection of Jl. Andir till Jl. Arjuna)</li> <li>h. At Ciroyom terminal</li> <li>i. Jl. Kebon Jati</li> <li>j. Jl. Kelenteng</li> <li>k. Jl. Stasiun Selatan</li> <li>l. Around Cimindi Park</li> </ul> </li> </ul>
3.	Green zone	<ul style="list-style-type: none"> <li>Locations where PKLs are allowed to vend.</li> <li>Certain areas by relocations market revitalizations, thematic shopping, festival concept, and <i>Pujasera</i> concept in conformity with conditions, that is, at 61 locations.</li> </ul>	Jl. Arjuna (intersection of Jl. Rajawali Timur till railway gate).

Source: *processed from Perwal No. 888 of 2012*

PKL zones in Andir District for year 2016 are as follows.

Table 3. PKL zones in Andir District as of March 2016

No.	Location	Zones	Information
1.	Jl. Oto Iskandardinata (Intersection of Jl Suniaraja - Jl. Jend Sudirman)	Red	PKL- susceptible, and Monday is PKL-free
2.	Jl. Jend. Sudirman (Intersection of Jl Otista- Jl. Klenteng)	Red	Orderly and PKL-free
3.	Jl. Jend. Sudirman (Intersection of Jl. Kelenteng - Jl. Jamika)	Red	Spilling-over market from 22.00 to 06.00 WIB
4.	Jl. Jend. Sudirman (Intersection of Jl Suniaraja - Jl. Jend Sudirman)	Red	Orderly and PKL-free
5.	Jl. Jend. Sudirman (intersection of Jl. LMU Nurtanio - Batas Jl. Raya Cibeureum)	Red	Orderly and PKL-free
6.	Jl. LMU Nurtanio (Intersection of Jl. Rajawali - Jl. Jend. Sudirman)	Red	Orderly and PKL-free
7.	Jl. Rajawali Barat	Red	Orderly and PKL-free
8.	Jl. Rajawali Timur (Intersection of Jl. LMU Nurtanio - Jl. Andir)	Red	Orderly and PKL-free
9.	Jl. Raya Cibeureum (Batas Kota – Cimindi Flyover)	Red	Orderly and PKL-free
10.	Jl. Pasar Utara	Yellow	Planned to be ordered
11.	Jl. Dulatip	Yellow	Orderly
12.	Around Cimindi Park/Market	Yellow	Sunday market from 05.00 to 09.00
13.	Jl. Burung Tungku	Yellow	Under controlling
14.	Jl. Elang Raya	Yellow	Orderly
15.	Jl. LMU Nurtanio (Intersection of Jl. Rajawali – Railroad)	Yellow	Orderly
16.	Jl. Ciroyom	Yellow	Spilling-over market from 22.00 to 06.00
17.	Jl. Rajawali Timur (Intersection of Jl. Andir - Jl. Arjuna)	Yellow	Orderly and PKL-free
18.	Jl. Jend. Sudirman (Intersection of Jl. Suryani - Jl. LMU Nurtanio)	Yellow	Under controlling
19.	Terminal Ciroyom	Yellow	Spilling-over market from 22.00 to 06.00
20.	Jl. Waringin	Yellow	Orderly
21.	Jl. Kebon Jati	Yellow	Orderly
22.	Jl. Kelenteng	Yellow	Under controlling
23.	Jl. Pasir Klaiki (front of Paskal Hyper)	Yellow	Orderly
24.	Jl. Stasion Selatan	Yellow	Day is for clothes selling, and night for used goods selling

Source: <https://ppid.bandung.go.id/informasi/lokasi-zona-merah-kuning-dan-hijau-pada-bulan-maret-2016-di-district-andir/>

As abovementioned stated, in 2012 PKLs in Andir District was the largest in number, i.e., 2,559. It means that the coverage of PKL-controlling by Satpol PP was large enough, and hence the problems to handle were also potentially more complex. Here is the distribution of PKLs in the *kelurahans* of Andir District.

Table 4. Numbers of PKLs in Andir District

No.	<i>Kelurahan</i>	Number of PKLs	
		2012	2013
1.	Maleber	232	389
2.	Dunguscariang	107	214
3.	Ciroyom	1.760	1.943
4.	Kebon Jeruk	377	453
5.	Garuda	27	91
6.	Campaka	56	127
<b>Total</b>		<b>2.559</b>	<b>3.217</b>

Source: Andir District, 2013

From the table above, it could be seen that that number of PKLs in Andir District grew from year 2012 to year 2013 by 658 PKLs. Ciroyom was the *kelurahan* with the largest amount of PKLs in the jurisdiction of Andir District. According to a result of interview with district officials, it was found out that the area was the largest shopping center for household basic needs in Bandung City and thus it is not surprising that lots of PKLs were concentrated there. One of the zone with the largest location of PKLs was at Jl. Sudirman, crowded by 634 PKLs. Moreover, in 2016 the number of PKLs in Andir District achieved 4,000, both permanent and non-permanent, spreading mostly around three big markets, namely, *Pasar Baru*, *Pasar Andir*, and *Pasar Ciroyom*. The data showed that the number of PKLs in Andir District increased from year 2013 to year 2016. However, there was no detailed data available on the numbers of PKLs per year in each district, nor in each zone. Therefore, the condition could not be described obviously.

According to Perwal No. 888 of 2012, the Chief of Satpol PP has specific authorities in enforcing Perda No. 4 of 2011 under the coordination of Special Duty Unit and in developing coordination with National Police officers, Regional Civil Servant Investigator (PPNS), and other law enforcers. The regulation contains provisions on imposing punishment against any breach of Perda by PKLs, i.e., imposition of administrative sanctions the implementation of which shall be by Satpol PP, including: (1) written admonition, (2) removal of ID card, (3) closure of trading location, and (4) demolition of trading places. Besides from administrative sanctions, the perpetrators may also be punished to pay some fee of law enforcement. The imposition of sanctions should be done by a mechanism based on the results of controlling or inspection by Special Duty Unit and public reports or complaints. Furthermore, related to public complaints, when citizens discover any breach against the Perda provisions, they may bring it to the attention of Special Duty Unit or the chief of Satpol PP and/or PPNS, either verbally or in writing. When receiving a report, the receiving official should record on Breach Report Book the identity of rapporteur, address of rapporteur, category of breach, identity of the accused, avenue of breach, and time of breach. PPNS is in obligation to follow up the report, by doing an on-site investigation in order to verify the fact of the report. And if proved that there has actually been a breach then he or she should issue a Breach Receipt, i.e., a letter that contains the identity of offender, category of breach, type of sanction, requirements to meet by the offender, time limit of fulfilling the sanction, and the legal consequence if the offender fails to fulfill the sanction. The PPNS should sign the letter and present a report and a file of breach to the Chief of Satpol PP with a copy carbon delivered to Chief of Special Duty Unit. A specific amount of law enforcement fee is collected by PPNS and transferred to regional treasury.



Moreover, under Bandung Mayor Decree Number: 511.23/Kep.051-Diskop, UKM & Indag/2014 on Special Duty Unit of Street Vendor Arrangement and Guidance, Satpol PP is the coordinator of surveillance, controlling, and law enforcer, the duties of which are as follows:

- a. To formulate legal aspects to be considered in attempt to support the implementation of PKLs arrangement and guidance.
- b. To offer advocacy and legal consideration concerning any arising legal matters in a framework of PKLs arrangement and guidance.
- c. To conduct supervision and controlling of the implementation of PKLs arrangement and guidance.
- d. To impose sanction against any breach done by PKLs and public general.

Satpol PP, as the coordinator, does not perform controlling alone but rather in cooperation with or involves:

- a. Traffic Unit Chief of Great Bandung Police
- b. Head of Bandung City Transportation Agency
- c. Head of Law and Human Right Division of the Regional Secretariat of Bandung City
- d. Chief of Operational Division of Bandung City Satpol PP
- e. *Camat* (head of district)
- f. Head of Legal Aid sub-division of the Law and Human Rights Division of the Regional Secretariat of Bandung City
- g. *Lurah* (head of *kelurahan*)
- h. Head of Peace and Order Section of *District*

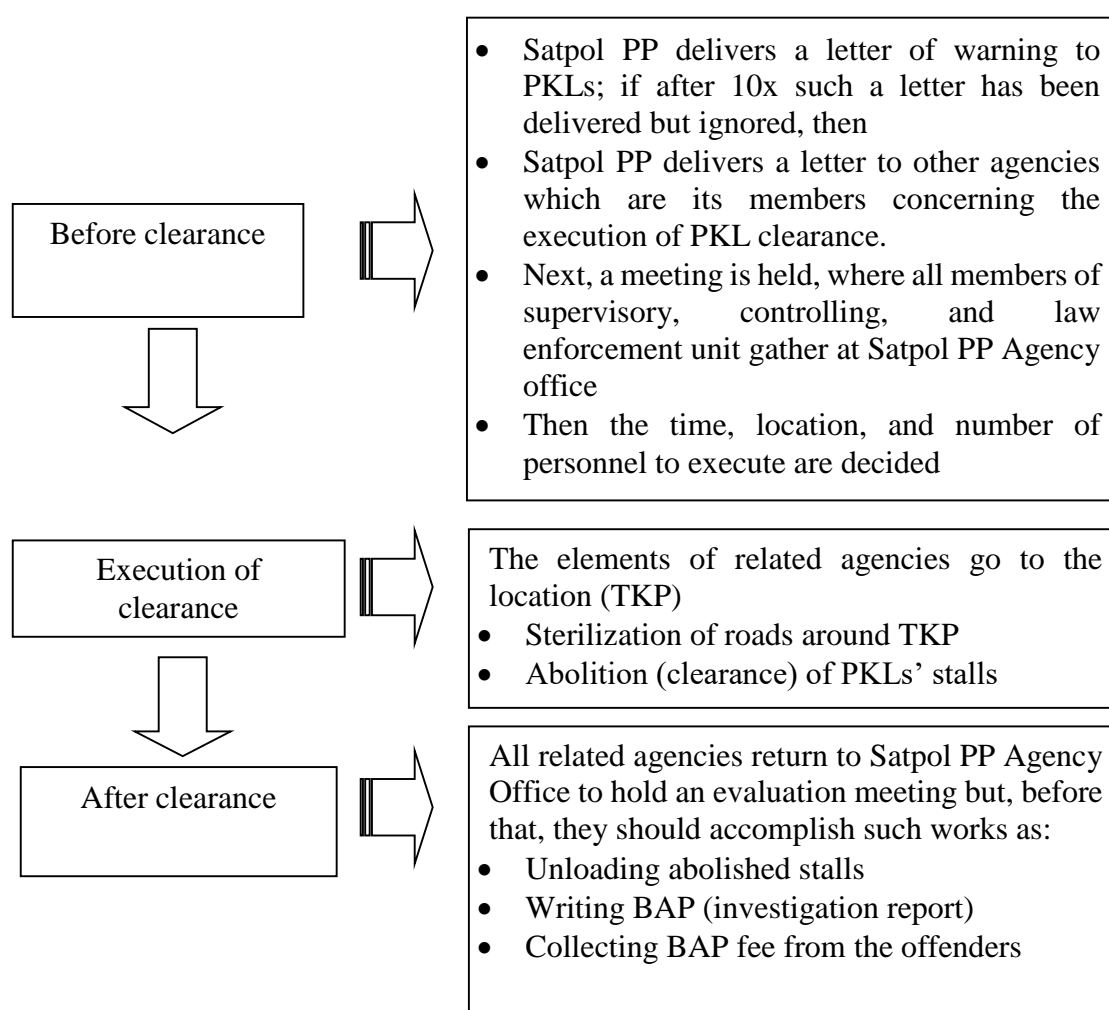
From an interview with Satpol PP it was found out that the Chief of Special Duty Unit (Satgasus) Team, i.e., Vice Mayor of Bandung City, assigns supervisory, controlling, and law enforcement unit to deal with arranging PKLs in Bandung City according to its duty. Satpol PP, dealing with technical matters, has duties of coordinating and managing technically PKLs arrangement in conformity with the prevailing SOP (standard operational procedure) and directly goes to the field. *Dishub* (transportation agency) and *Satlantas* (Traffic Unit) as technical agencies directly sterilize the streets set as the target of PKLs clearance. Meanwhile, Law and Human Right Unit of Bandung City Secretariat studies the legal aspect of PKLs. And related *district* and *kelurahan*, dealing with technical matter in the field, conduct arrangement or clearance in conformity with the applicable SOP. Therefore, it is understandable that if the coordination between the elements in PKLs controlling has been going on effectively (according to their own duties) and implemented consistently then there would be no longer PKLs committing any breach in the specified PKLs zones.

In attempt to develop a PKLs controlling system, the team evicted those PKLs who broke Perda provisions according to the following prevailing mechanism as depicted in figure 1.

In addition, according to the result of interview with Satpol PP, in performing their major duties and functions Satgassus Team applied the Standard Operational Procedure under Regulation of Minister of Domestic Affairs (Permendagri) No. 54 of 2011 on SOP of Satpol PP.

Moreover, related to the implementation of Satpol PP's duties and functions based on the Regulation of Mayor No. 185 of 2015 on Details of the Transfer of Bandung Mayor's Affairs Partly to Camats and Lurahs, it is elucidated that Satpol PP is SKPD/agency which advises districts and kelurahans on enforcing Regional Statute to PKLs. The authority of *camat* in this case is to coordinate the controlling of PKL arrangement and clearance, to coordinate the implementation of supervision and Perda enforcement, and to coordinate the implementation

of public peace and order enforcing operations, while the authority of lurah is to collect data on PKLs and to collect data and to nominate PKLs organizers (<http://standarpelayanan.bandung.go.id/>)



Source: Result of data processing.

Figure 1. Mechanism of the Clearance of PKLs

At present, Satpol PP personnel are 385 in number. They are responsible for controlling an area of 16,000 ha and 3 million Bandung City citizens. The principles of rule enforcement that Satpol PP upholds are firm and humanistic. In doing controlling, Satpol PP executes PKL clearance by a schedule and it is done as responses to public complaints and reports related to any breach by PKLs. In the latter cases, Satpol PP imposes some fines to disobedient PKLs. Those PKLs who have been raid more than three times would be fined by Rp 250,000-1,000,000. The imposition of fine applies not only to the PKLs but also to their consumers. Socialization of the rule has been performed (<https://ppid.bandung.go.id>).

Based on LAKIP Satpol PP Year 2015, the measure of the performance relating to the enforcement of Perda on PKL is the percentage of orderly citywide red zone (number of orderly citywide red zone/total city red zone x 100%), where (1) the criterion of red zone is that the location should be PKL-free. The characters of PKL include: their vending stalls/booths are easily assembled/disassembled or removed and they usurp road, sidewalk, and/or other public

areas which are not allocated for permanent vending activities, and (2) the main vending facilities of PKLs are food tent, cart or mat (Government Agency Performance Report (LKIP)).

In 2014, Bandung City Satpol PP has targeted that Bandung City red zones should be orderly. The red zones include: Jl. Oto Iskandar Dinata (Otista), Jl. Merdeka, Jl. Daleum Kaum, Jl. Asia Afrika, Jl. Kapatihan, Jl. A. Yani in Cicadas area, and Jl. Dewi Sartika. Of the 7 points, during 2014 Satpol PP successfully kept public order at 5 points. The target for 2014 was 70 percent of the 7 points. Thus, Bandung City Satpol PP exceeded the target, that is, it realized 71.42 percent. Another two red zones still not orderly were Jl. Otista and Jl. A. Yani. The barriers encountered at the two zones were that at Jl. Otista there were numerous shopping areas, while at Jl. A. Yani a Mayor Decree issued by then Mayor Aa Tarmana which instructed relocating PKLs in Cicadas area still applies till now.

In addition to targeting that citywide red zones should be orderly, Satpol PP also targeted the orderliness of district-wide red zones. In 2014, Satpol PP targeted 70 percent of total red zones would have been orderly. In fact, Satpol PP successfully exceeded the target, i.e., it realized 75.81 percent. In 2014, the district-wide red zones in Bandung City were 215, of which 163 have been cleared by Satpol PP, and it successfully kept the orderliness in the region, as could be seen on Table 5. In this case, Satpol PP was also supported by the related regional corps in each district. The number of PKLs who breached Perda in 2014 was 138 PKLs.

In relation to the controlling in Andir District, from the Table 4 above it could be found that in 2014 Satpol PP has controlled 10 red zones in Andir District in accordance with the set target. Moreover, from the research findings in Andir District concerning the implementation of PKL controlling in Andir District (2015), it was found that the controlling by Satpol PP in dealing with PKL problems in Bandung City, particularly at Jl. Sudirman area of Andir District, was faced with various problems, among others:

- a. There was disagreement between Satpol PP and Andir District regarding the definition of PKLs' vending locations at Jl. Sudirman of Andir District. According to Satpol PP, the street fell into the category of red zone. On the other side, Andir District authority, by its head of *Trantib* Unit, said that it has indeed assigned it as a yellow zone. Actually, under Perwal No. 888 of 2012 Jl. Sudirman of Andir District falls into the category of red zone, which should be free of PKLs.
- b. According to the result of observation, it was found out that the target of the controlling by Satpol PP was to see whether there is or not PKLs who violate the red zone rule at Jl. Sudirman. Moreover, according to the observation, there were some elements encouraging the growth of PKLs, namely: consumers, providers of vending location, and suppliers of the vending tools of PKLs. Therefore, it is the supporting factors that should be made as the main targets.
- c. The controlling of PKLs by Satpol PP at the red zone (Jl. Sudirman) was performed by placing personnel at those locations which are susceptible to the presence of PKLs and by patrolling. However, in fact, the measures have not fully succeeded. There were still PKLs who came back to the location for vending their goods although they had been given with a circulatory letter and warned by Satpol PP personnel.

Table 5. Data and Achievement of Red Zone Clearance per District  
in Bandung City for year 2014

No	District	Number of red zones	Target of Clearance	Realization of Clearance	Percentage
1.	Andir	10	10	10	100%
2.	Astana Anyar	10	10	10	100%
3.	Coblong	11	11	11	100%
4.	Bandung Wetan	20	20	17	85%
5.	Panyileukan	5	5	3	60%
6.	Sumur Bandung	15	15	15	100%
7.	Cibeunying Kaler	5	5	3	60%
8.	Cibeunying Kidul	5	5	3	60%
9.	Kiara Condong	8	8	6	75%
10.	Sukajadi	10	10	7	70%
11.	Sukasari	7	7	4	57%
12.	Arcamanik	4	4	2	50%
13.	Lengkong	8	8	5	63%
14.	Bojongloa Kidul	6	6	4	67%
15.	Bojongloa Kaler	6	6	4	67%
16.	Cidadap	5	5	3	60%
17.	Mandalajati	4	4	2	50%
18.	Bandung Kulon	7	7	5	71%
19.	Batununggal	13	13	7	54%
20.	Rancasari	4	4	3	75%
21.	Ujung Berung	5	5	3	60%
22.	Cicendo	8	8	5	63%
23.	Gedebage	4	4	3	75%
24.	Babakan Ciparay	5	5	3	60%
25.	Bandung Kidul	3	3	2	67%
26.	Buah Batu	6	6	4	67%
27.	Regol	15	15	15	100%
28.	Cibiru	2	2	1	50%
29.	Antapani	2	2	1	50%
30.	Cinambo	2	2	2	100%

Source: LKIP Satpol PP (2015)

## Conclusion

Based on the description on the research findings it could be drawn a conclusion that the controlling by Satpol PP has not been effective yet in accomplishing the goal of the controlling related to the implementation of the policy of PKL arrangement and guidance as stipulated in Perda No. 4 of 2011 and Perwal No. 888 of 2012 particularly in Andir District, i.e., zero growth (PKLs at *red zones* should be reduced to zero). It could be inferred from the facts that (1) there was still gap between the determination of PKLs zones in Andir District and Perwal No. 888 of 2012, (2) there were still red zones usurped by PKLs to vend their goods, e.g., two locations, that is, at Jl. Oto Iskandar Dinata, were still vulnerable for PKLs and only on Monday they were free of PKLs, and at Jl. Sudirman (intersection of Klenteng Rd. till. Jamaica Rd.) there was a spilling-over market from 22.00 to 06.00, (3) the number of PKLs in Andir District

increased from 3,217 in 2013 to 4,000 in 2016, and (4) the data on the controlling by Satpol PP showed that there were still breaches by PKLs in Bandung City in general and in Andir District in particular, though there was no detailed data on the numbers and types of breaches.

Therefore, the government is recommended to: (1) review the regulations related to allocating PKLs zones, (2) monitor and evaluate regularly the implementation of the controlling duties of Satpol PP, (3) encourage coordination and cooperation between related agencies joining the Special Duty Unit of PKLs Arrangement and Guidance, (4) have an intensive guidance of *kelurahans* for Satpol PP to follow in collecting the data of PKLs in Andir District, and (5) consistently enforce law against any breaches. Thus, the presence of PKLs may expectantly contribute optimally to the development of trade and economic sectors in the future in Bandung City in particular and in markets of developing countries, like Indonesia, in general.

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