



THE EFFECTIVENESS OF STREET VENDOR GUIDANCE PROGRAM BY THE CIVIL SERVICE POLICE UNIT OF GRESIK REGENCY BASED ON GOOD GOVERNANCE PERSPECTIVE

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Abstract :

This study aims to analyze the effectiveness of the street vendor (PKL) guidance program by the Civil Service Police Unit (Satpol PP) of Gresik Regency based on good governance perspective and to identify supporting and inhibiting factors of program effectiveness. The research employs a qualitative method with a descriptive approach. Data collection was conducted through in-depth interviews with eight informants consisting of Satpol PP officials, village head, street vendors, and community members. Data analysis used Miles and Huberman's interactive model which includes data reduction, data display, and conclusion drawing. The theoretical framework used is program effectiveness theory from Duncan in Steers (1985) and good governance principles from UNDP (1997). The results show that the effectiveness of the street vendor guidance program is fairly good with target coverage reaching 73.6% and street vendor compliance rate of 60.4%. The implementation of transparency, accountability, responsiveness, and rule of law principles has been running well, however the participation principle still needs improvement. Supporting factors include regulatory support, inter-agency coordination, humanistic approach, and existence of street vendor associations. Inhibiting factors include limited relocation sites, limited resources, suboptimal compliance rates, and limited street vendor participation. The study recommends enhancing street vendor participation in policy formulation and providing more economically viable relocation sites.

Keywords : Effectiveness, Street Vendor Guidance, Civil Service Police Unit, Good Governance

INTRODUCTION

Good governance has become a primary demand in government administration in various countries including Indonesia, first introduced by the United Nations Development Programme (UNDP) in 1997 as an effort to realize clean, transparent government oriented toward public interests. Haryono (2019) defines good governance as the exercise of political, economic, and administrative authority to manage state affairs involving interaction among government, private sector, and civil society, with principles including participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness and efficiency, accountability, and strategic vision. In the context of local government in Indonesia, the application of good governance principles has become increasingly important along with the implementation of regional autonomy through Law Number 23 of 2014 concerning Regional



Government, which grants broad authority to local governments to manage their own household affairs based on the principles of autonomy and assistance tasks. One of the matters that becomes regional responsibility is maintaining public order and community tranquility, which is then mandated to the Civil Service Police Unit (Satpol PP) as stated in Government Regulation Number 16 of 2018 concerning Civil Service Police Unit, so that the application of good governance becomes a benchmark for government success in providing quality services to the people at all levels of government.

The Civil Service Police Unit has an important role in enforcing regional regulations and maintaining order in the community environment. Based on Government Regulation Number 16 of 2018 Article 5, Satpol PP is tasked with enforcing regional regulations and regional head regulations, organizing public order and community tranquility, and providing protection to the community. Satpol PP also plays a role in supervising civil servant investigators and implementing other tasks assigned by the regional head. In carrying out these tasks, Satpol PP is required to apply good governance principles so that services provided can meet community expectations. The current working methods of Satpol PP have undergone significant shifts. The approach used no longer relies on harsh and coercive methods, but rather emphasizes guidance and invitational approaches. This shift aligns with Minister of Home Affairs Regulation Number 54 of 2011 concerning Standard Operating Procedures of Civil Service Police Unit which emphasizes the importance of humanistic approaches in regional regulation enforcement. Kevin & Dr. Rusli K. Iskandar M.H (2023) state that this shift in approach is part of efforts to build a positive image of Satpol PP in the eyes of the community while increasing enforcement effectiveness.

Street vendors (PKL) constitute one of the problems frequently faced by local governments in various cities and regencies in Indonesia. The PKL phenomenon emerges as a result of limited formal employment opportunities, high urbanization, and low education and skill levels among part of the population. Husen (2024) defines PKL as a group of people who sell goods or services in public places such as sidewalks, roadways, and other places not actually designated for trading. The existence of PKL is a common phenomenon in developing countries including Indonesia. On one hand, the existence of PKL provides economic benefits as a source of livelihood for economically weak communities. Britniantini & Prathama (2023) in their study mention that PKL is an important part of the urban economy in developing countries because it provides goods and services at affordable prices for the community. Data from the Central Bureau of Statistics in 2023 shows that the informal sector including PKL absorbs about 59.31% of the workforce in Indonesia. This figure shows the great dependence of the community on the informal sector as a source of livelihood.

The existence of PKL often causes various problems related to city neatness, environmental cleanliness, traffic congestion, and disruption to public facility functions, where according to conflicts of interest between PKL and

local governments frequently occur due to different perspectives on public space utilization, namely PKL views public space as a place to earn a living while local governments view it must be neatly organized and clean, which if not handled properly can cause social tension and harm both parties. Husen (2024) states that successful PKL management requires a balance between rule enforcement and vendor economic empowerment efforts, because approaches that only emphasize rule enforcement without considering the economic fate of PKL will cause resistance and chaos, conversely approaches that are too lenient without rule enforcement will cause PKL to become increasingly uncontrolled and disrupt public order. The good governance approach is appropriate for use in PKL handling because it emphasizes the importance of community involvement, information openness, government responsibility, and sensitivity to citizen needs, as explained by Febrianingsih (2019) that the application of good governance in handling public problems enables the creation of a balance of interests between government and community through the participation principle involving PKL in policy formulation, the transparency principle openly conveying information about policies and guidance programs, and the accountability principle making government responsible for implementing established guidance programs.

Gresik Regency as one of the industrial areas in East Java with an area of 1,191.25 km² and a population reaching 1.3 million people based on BPS data in 2023, faces quite complex PKL problems due to economic and industrial activity growth that impacts the increasing number of PKL at various strategic points both in the city center and around industrial areas. The existence of PKL in Gresik Regency on one hand contributes to local economic circulation, but on the other hand causes problems related to city order and aesthetics, so Satpol PP of Gresik Regency as the authorized agency has implemented a PKL guidance program that includes various activities such as regional regulation socialization, vendor data collection and registration, providing technical direction on orderly trading methods, and facilitating relocation to locations prepared by local government to create order without ignoring the humanitarian and economic side of the community. Nevertheless, the implementation of the PKL guidance program by Satpol PP of Gresik Regency still faces various obstacles in the field such as suboptimal PKL compliance with regulations, inter-agency cooperation that needs strengthening, and minimal PKL involvement in policy making, which indicates that the application of good governance principles in the PKL guidance program has not run optimally.

Previous research related to this theme has been conducted by several researchers such as Manubis et al. (2024) on PKL arrangement in Surabaya City which shows that the application of good governance principles greatly influences program success with participation and transparency aspects as the main factors, Rahmawati (2020) in Sidoarjo Regency who found that PKL involvement in policy formulation and information openness are keys to guidance success, Tisong et al. (2024) in Malang City which shows that humanistic and persuasive approaches are more effective than coercive

approaches, and Rahmadanita & Nurrahman (2023) in Mojokerto Regency who found that inter-agency coordination is an important factor in program success. Although these various studies provide an overview that the application of good governance principles is an important aspect in PKL guidance programs, specific research on the effectiveness of PKL guidance programs by Satpol PP of Gresik Regency based on good governance perspective is still limited because existing studies mostly discuss technical aspects of guidance. Based on this gap, this study aims to analyze the effectiveness of PKL guidance programs by Satpol PP of Gresik Regency using the good governance framework of Ani Lestari Ratna & S. Agus Santoso (2019) which includes the principles of participation, transparency, accountability, effectiveness and efficiency, rule of law, and responsiveness, so that it is expected to obtain a complete picture of the application of these principles and the factors that support and inhibit program effectiveness, which ultimately can contribute ideas for the development of public administration science and provide input for Satpol PP of Gresik Regency and local government in formulating better and fairer PKL handling policies in the future.

RESEARCH METHOD

This study uses a qualitative approach to analyze the effectiveness of the street vendor guidance program by the Civil Service Police Unit of Gresik Regency based on good governance perspective. This approach was chosen to understand how the application of good governance principles including participation, transparency, accountability, responsiveness, effectiveness and efficiency, and rule of law can influence the success of PKL guidance programs in creating public order without ignoring vendors' economic interests. Data were collected through in-depth interviews with officials of the Civil Service Police Unit of Gresik Regency, village government, street vendors, and communities around PKL locations. In addition, this research was supplemented with direct observation at strategic locations such as Gresik Town Square, Pahlawan Street, GKB area, and Bunder Terminal, as well as document analysis including Gresik Regency Regional Regulation Number 7 of 2013, standard operating procedures, and program implementation reports. The collected data were analyzed using Miles and Huberman's interactive model which includes data reduction, data display, and conclusion drawing. Thus, this study aims to provide in-depth understanding of the effectiveness of PKL guidance programs and the supporting and inhibiting factors of program success from a good governance perspective.

FINDINGS AND DISCUSSION

Overview of Street Vendor Guidance Program

The street vendor (PKL) guidance program by the Civil Service Police Unit of Gresik Regency is one of the priority programs in efforts to realize public order and community tranquility. This program is implemented based on Gresik Regency Regional Regulation Number 7 of 2013 concerning Street

Vendor Arrangement and Empowerment. Program implementation involves various activities ranging from data collection, socialization, guidance, to enforcement for PKL who do not comply with regulations. Based on interviews with Budi Santoso as Head of Satpol PP of Gresik Regency, the PKL guidance program has been implemented continuously with a more humanistic approach:

"This PKL guidance program has been running for several years. The approach used prioritizes guidance and socialization over enforcement. Disciplinary action is taken as a last resort if PKL have been guided repeatedly but continue to violate." (Interview, January 10, 2026)

The PKL guidance program in Gresik Regency is focused on several strategic locations. Based on Satpol PP of Gresik Regency data for 2025, the distribution of PKL in Gresik Regency can be seen in Table 1 below:

Table 1. Distribution of Street Vendors in Gresik Regency in 2025

No	Location	Number of PKL	Percentage
1	Gresik Town Square Area	187	22,1%
2	Pahlawan Street	156	18,4%
3	GKB Area (Gresik Kota Baru)	203	24,0%
4	Around Bunder Terminal	142	16,8%
5	Other Locations	159	18,7%
	Total	847	100%

Source: Satpol PP of Gresik Regency, 2025

Based on Table 1, the GKB area is the location with the highest concentration of PKL, namely 203 PKL or 24.0% of total registered PKL. This condition is influenced by high economic activity in the area as a new growth center in Gresik Regency.

Effectiveness of PKL Guidance Program Based on Duncan's Theory

Analysis of PKL guidance program effectiveness uses Duncan's theory in Steers (1985) which includes three main indicators: goal achievement, integration, and adaptation.

a. Goal Achievement

Goal achievement is the main indicator in measuring the effectiveness of PKL guidance programs. The main goal of this program is to create order in public spaces without ignoring PKL's economic interests. Based on field findings, the achievement of PKL guidance program goals in Gresik Regency shows fairly good results although there are still some obstacles. From the aspect of achievement timeframe, the PKL guidance program is implemented according to the schedule established in Satpol PP's annual work plan. Ahmad Fauzi as Head of Regional Regulation Enforcement Division stated that program implementation follows planned stages:

"The implementation of PKL guidance program follows planned stages. Starting from data collection at the beginning of the year, then periodic socialization, then intensive guidance, and enforcement for those who remain stubborn. The implementation schedule is already arranged in the annual work plan." (Interview,

January 10, 2026)

From the aspect of targets achieved, the guidance program has reached most PKL operating in Gresik Regency. Data on PKL guidance program achievements for 2023-2025 can be seen in Table 2 below:

Table 2. PKL Guidance Program Achievements 2023-2025

No	Indicator	2023	2024	2025
1	Number of registered PKL	762	805	847
2	PKL attending socialization	498 (65,4%)	547 (67,9%)	623 (73,6%)
3	PKL complying with regulations	389 (51,0%)	436 (54,2%)	512 (60,4%)
4	Relocated PKL	87	112	134
5	PKL sanctioned/disciplined	76	68	53

Source: Satpol PP of Gresik Regency, 2025

Based on Table 2, there is an increase in PKL guidance program achievements from year to year. The percentage of PKL attending socialization increased from 65.4% in 2023 to 73.6% in 2025. Similarly, PKL compliance rates increased from 51.0% to 60.4%. This data shows that the guidance program has a positive impact although there are still approximately 39.6% of PKL who have not fully complied with regulations. However, from the aspect of achieved results, PKL compliance with regulations is still not optimal. Dwi Prasetyo as Head of Guidance and Extension Section acknowledges that there are still PKL who return to selling in prohibited locations after being guided:

"Indeed there are still PKL who have been guided but return to prohibited locations. The reasons vary, some say the relocation location has few buyers, some feel they have been selling there for a long time. This condition is a challenge for program implementation." (Interview, January 11, 2026)

From the PKL side as the target group, there are various responses regarding the guidance program. Slamet Riyadi, a PKL selling in the Gresik Town Square area, gave his views:

"Satpol PP does often come to give directions to be orderly. Actually there's no problem with the rules, but sometimes the locations provided by the government are deserted by buyers. Here it's crowded, many people pass by. That's what makes vendors sometimes stubbornly return to the old place." (Interview, January 12, 2026)

Based on analysis of goal achievement indicators, it can be concluded that the PKL guidance program in Gresik Regency has run according to plan in terms of time and target coverage. However, the final result in the form of PKL compliance rate still needs to be improved. This condition is in line with Nugroho's (2021) findings which state that the success of PKL arrangement programs is not only determined by guidance intensity, but also by the availability of economically viable alternative locations for PKL.

b. Integration

The integration indicator relates to organizational ability to conduct

socialization, coordination, and communication with various parties. Field findings show that the integration aspect in the PKL guidance program in Gresik Regency has run well although there is still room for improvement. From the aspect of program socialization, Satpol PP of Gresik Regency has made various efforts to disseminate information to PKL and the community. Socialization is conducted through various means including direct meetings with PKL, distribution of brochures and leaflets, installation of banners at strategic locations, and information delivery through official Satpol PP social media. Eko Wahyudi as a Satpol PP member on duty in the field explains the socialization process conducted:

"Socialization is conducted regularly, usually once a month there are meetings with PKL in each area. In addition, there are also direct visits to PKL locations to provide direction. The point is PKL must understand the applicable rules so there's no excuse for not knowing." (Interview, January 11, 2026)

From the aspect of inter-party coordination, Satpol PP of Gresik Regency has established cooperation with various related agencies in implementing PKL guidance programs. The inter-agency coordination pattern in PKL guidance programs can be seen in Figure 1.

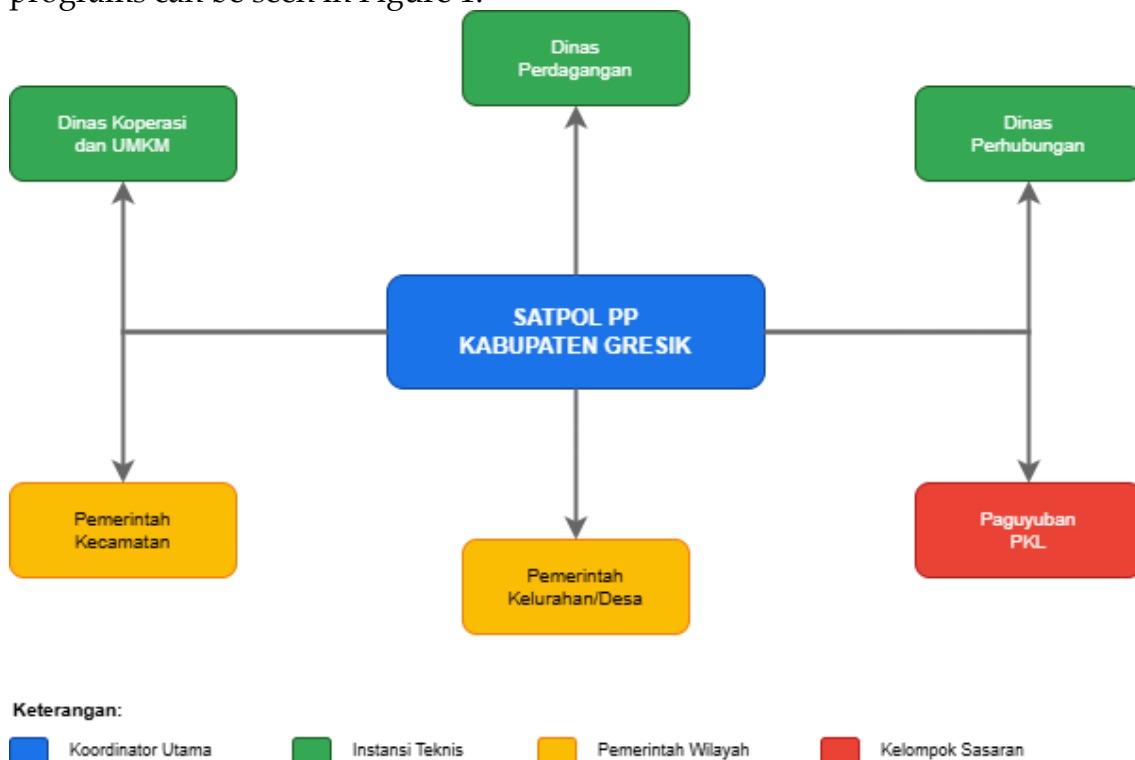


Figure 1. Inter-Agency Coordination Pattern in PKL Guidance Program

Based on Figure 1, Satpol PP of Gresik Regency serves as the main coordinator establishing cooperation with various agencies. The Department of Cooperatives and MSMEs provides support in PKL business guidance, the Trade Department assists in licensing, while the Transportation Department contributes to traffic arrangement around PKL locations. District and village governments assist in data collection and socialization at the regional level, while PKL associations become partners in bridging communication with

vendors. Ahmad Fauzi explains the importance of inter-agency coordination in program success:

"PKL guidance is not Satpol PP's task alone. It requires support from related departments. For example, the Department of Cooperatives and MSMEs for business guidance, the Trade Department for licensing, the Transportation Department for traffic arrangement around PKL locations. Regular coordination is conducted so the program runs synergistically." (Interview, January 10, 2026)

From the aspect of communication with target groups, communication channels between Satpol PP and PKL have been established although they still need improvement. PKL can convey aspirations through regular meetings, through local village offices, or by directly visiting Satpol PP offices. Sumarni, a PKL selling in the GKB area, shared her experience:

"If there are complaints or input, they are usually conveyed during meetings with Satpol PP officers. Sometimes also through the PKL association chairman. Officers are quite willing to listen although not all proposals can be immediately fulfilled." (Interview, January 12, 2026)

Based on analysis of integration indicators, it can be concluded that Satpol PP of Gresik Regency has made fairly good socialization, coordination, and communication efforts in implementing PKL guidance programs. This condition is consistent with Dwiyanto's (2006) opinion which states that public program success is greatly determined by the implementing organization's ability to build networks and communication with various stakeholders.

c. Adaptation

The adaptation indicator relates to organizational ability to adjust to faced environmental conditions. Field findings show that Satpol PP of Gresik Regency has demonstrated fairly good adaptation ability in implementing PKL guidance programs. From the aspect of program adjustment ability, Satpol PP of Gresik Regency has made various implementation strategy adjustments based on field conditions. One adjustment made is the arrangement of guidance schedules considering PKL operational times. Dwi Prasetyo explains the adjustments made:

"Guidance is not conducted during PKL busy hours because it will disrupt their economic activities. Usually it's conducted in the morning before it gets crowded or in the afternoon after it starts getting quiet. This is so PKL don't feel disadvantaged and are willing to cooperate." (Interview, January 11, 2026)

From the aspect of ability to respond to changes, Satpol PP of Gresik Regency has shown readiness to face various situational changes. One example is program adjustment during the COVID-19 pandemic where guidance was more emphasized on health aspects and health protocols for PKL. Budi Santoso explains adjustments made during the pandemic:

"During the pandemic, the focus of guidance shifted to health protocol implementation. PKL were directed to provide handwashing facilities, maintain distance, and use masks. This shows that the guidance program can adapt to developing situations." (Interview, January 10, 2026)

From the aspect of resource utilization, Satpol PP of Gresik Regency has

optimized available resources to support program success. Although there are budget and personnel limitations, the guidance program can still run by efficiently utilizing existing resources. Eko Wahyudi conveyed field conditions regarding resources:

"The number of personnel is indeed limited compared to the number of PKL who must be guided. But with a guidance strategy per area and coordination with village offices, the program can still run. Existing personnel are maximized to reach all areas alternately." (Interview, January 11, 2026)

Based on analysis of adaptation indicators, it can be concluded that Satpol PP of Gresik Regency has good adaptation ability in implementing PKL guidance programs. The ability to adjust strategies to field conditions and respond to situational changes demonstrates organizational flexibility in achieving program goals.

Effectiveness of PKL Guidance Program Based on Good Governance Principles

Analysis of PKL guidance program effectiveness is also conducted using good governance principles from UNDP (1997) which include participation, transparency, accountability, responsiveness, effectiveness and efficiency, and rule of law. Assessment results for each principle are presented in Table 3 below:

Table 3. Assessment of Good Governance Principles Application in PKL Guidance Program

No	Principle	Indicator	Findings	Assessment
1	Participation	PKL involvement in policy formulation	Limited to public consultation, PKL more as policy objects	Fair
2	Transparency	Program information openness	Information conveyed through various media (brochures, banners, social media)	Good
3	Accountability	Implementation accountability	Periodic reports submitted to leadership and evaluations conducted	Good
4	Accountability	Sensitivity to PKL needs	Pendekatan humanis, pemberian peringatan sebelum penertiban	Good
5	Effectiveness & Efficiency	Goal achievement with optimal resources	Humanistic approach, warnings given before enforcement	Good
6	Rule of Law	Fair rule enforcement	Humanistic approach, warnings given before enforcement	Baik

a. Participation

The participation principle emphasizes the importance of community involvement in decision-making and program implementation processes. In the context of the PKL guidance program in Gresik Regency, PKL participation is

an important aspect determining program success. Based on field findings, PKL involvement in policy formulation is still limited. PKL play more of a role as policy objects rather than subjects who help determine policy direction. This is acknowledged by Ahmad Fauzi:

"In formulating regional regulations about PKL, there is indeed a public consultation stage. PKL representatives are invited to provide input. However, not all proposals can be accommodated because various other interests must be considered including public order interests." (Interview, January 10, 2026)

PKL participation in deliberation forums is quite good. Regular meetings between Satpol PP and PKL are attended by most invited PKL. Slamet Riyadi shared his experience attending meetings:

"If there are meeting invitations from Satpol PP, they are usually attended. There the applicable rules are conveyed, directions to be orderly, and sometimes complaints or suggestions from vendors are asked. Meetings like this are good because we can communicate directly." (Interview, January 12, 2026)

Aspiration delivery from PKL has been facilitated through various channels. Besides through direct meetings, PKL can also convey aspirations through PKL associations in each area. However, follow-up on conveyed aspirations still needs improvement. Sumarni conveyed her hopes regarding PKL participation:

"Hopefully vendors' proposals can be heard more. For example, regarding relocation locations, vendors should be involved in determining locations so that no one refuses. If they are involved from the beginning, vendors will also be more compliant because they feel valued." (Interview, January 12, 2026)

b. Transparency

The transparency principle relates to information openness in program implementation. Field findings show that the transparency aspect in the PKL guidance program in Gresik Regency has run fairly well. Program information openness has been conducted through various media. Information about rules, procedures, and guidance programs is conveyed through direct meetings, print media such as brochures and banners, and official Satpol PP social media. Dwi Prasetyo explains transparency efforts made:

"All information about rules and guidance programs is conveyed openly to PKL. There are distributed brochures, banners installed at strategic locations, and information on social media. PKL cannot say they don't know because the information is widely opened." (Interview, January 11, 2026)

Clarity of procedures and rules has also been pursued by Satpol PP of Gresik Regency. PKL are given understanding about applicable rules, locations allowed for trading, and consequences for violators. Endang Sulistyowati as a community member living around PKL locations gave her view:

"From my observation, Satpol PP officers often give direction to PKL. Announcements about trading rules are also posted around here. So the community also knows the rules, not just PKL." (Interview, January 13, 2026)

c. Accountability

The accountability principle relates to program implementer

responsibility. Field findings show that accountability in PKL guidance program implementation has run through periodic reporting and evaluation mechanisms. Budi Santoso explains the applied accountability mechanism:

"Every guidance activity must be reported. There are daily reports, weekly reports, and monthly reports. These reports are then compiled into annual reports submitted to the Regent. In addition, regular evaluations are also conducted to assess program achievements." (Interview, January 10, 2026)

Program implementation is also pursued according to established work plans and budgets. Although there are field adjustments, generally program implementation does not deviate from the compiled plan.

d. Responsiveness

The responsiveness principle relates to sensitivity and speed in responding to community needs. In the context of the PKL guidance program, responsiveness is demonstrated through Satpol PP's ability to understand PKL conditions and respond to emerging problems. Sensitivity to PKL needs has been demonstrated by Satpol PP of Gresik Regency through a humanistic guidance approach. Enforcement is not done suddenly, but through warning and guidance stages first. Eko Wahyudi explains the approach used:

"Before enforcement, PKL are given warnings first, at least three times. The purpose is so PKL have the opportunity to adjust. If they are directly sanctioned without warning, it will actually cause conflict and PKL won't accept it." (Interview, January 11, 2026)

Speed in responding to complaints is also a concern in program implementation. PKL can convey complaints through various channels and receive responses from officers. Although not all complaints can be immediately resolved, at least PKL feel heard. Slamet Riyadi gave his assessment of officer responsiveness:

"If there are complaints, they are usually responded to well by officers. Although sometimes there's no immediate solution, at least officers are willing to listen. That's already quite good compared to the past when they were directly evicted without being given a chance to speak." (Interview, January 12, 2026)

e. Effectiveness and Efficiency

The effectiveness and efficiency principle relates to achieving optimal results with proportional resource use. Field findings show that the PKL guidance program in Gresik Regency has been pursued to run effectively and efficiently although obstacles still exist. Program goal achievement as previously described shows fairly good results in terms of target coverage, but still needs improvement in terms of PKL compliance rates. Resource utilization has also been optimized with guidance strategies considering personnel and budget limitations. Ahmad Fauzi conveyed efficiency efforts made:

"With budget and personnel limitations, the strategy used is integrated guidance involving various parties. Coordination with village offices and related departments enables the program to run without having to significantly increase budget or personnel." (Interview, January 10, 2026)

f. Rule of Law

The rule of law principle relates to fair and consistent rule enforcement. In implementing PKL guidance programs, this principle is realized through applying the same rules to all PKL without discrimination. Compliance with regulations is the main foundation in program implementation. Satpol PP of Gresik Regency performs duties based on applicable regional regulations and established standard operating procedures. Budi Santoso affirms commitment to fair rule enforcement:

"Rule enforcement is done fairly without favoritism. Whichever PKL violates will receive the same treatment. There's no differentiation between PKL who have been there a long time and new ones, or between those who have connections and those who don't. Everyone is treated equally according to rules." (Interview, January 10, 2026)

Protection of PKL rights is also a concern in program implementation. Although conducting rule enforcement, Satpol PP still pays attention to PKL's basic rights. Enforcement is done in ways that do not violate human rights. Sumarni gave her assessment of rule enforcement:

"Now Satpol PP officers are more polite in conducting enforcement. Not like the past when they were harsh and liked to force. Trade goods are not immediately taken, but time is given to pack themselves. This is more humane and vendors can accept it." (Interview, January 12, 2026)

Supporting and Inhibiting Factors

Based on the analysis conducted, there are several factors that support and inhibit the effectiveness of PKL guidance programs by Satpol PP of Gresik Regency.

a. Supporting Factors

First, adequate regulatory support. The existence of Gresik Regency Regional Regulation Number 7 of 2013 concerning Street Vendor Arrangement and Empowerment provides a strong legal foundation for program implementation. This regulation clearly regulates PKL rights and obligations and guidance mechanisms that must be conducted.

Second, good coordination with related agencies. Cooperation between Satpol PP and the Department of Cooperatives and MSMEs, Trade Department, Transportation Department, and district and village governments supports the success of guidance programs. This coordination enables integrated PKL problem solving from various aspects.

Third, humanistic guidance approach. The shift in approach from repressive to persuasive and humanistic increases PKL acceptance of guidance programs. This approach reduces conflict potential and builds better relationships between Satpol PP and PKL.

Fourth, existence of PKL associations. PKL associations in each area facilitate coordination and communication between Satpol PP and PKL. Associations become bridges connecting government interests with PKL interests.

b. Inhibiting Factors

First, limited viable relocation locations. Relocation locations provided by local government are often considered economically less strategic by PKL. This condition causes PKL to be reluctant to move to provided locations and tend to

return to original locations.

Second, limited resources. The limited number of Satpol PP personnel compared to the number of PKL who must be guided is an obstacle in program implementation. Similarly with budget limitations that affect guidance intensity and quality.

Third, suboptimal PKL compliance rates. Although they have been guided repeatedly, some PKL still violate rules and return to selling in prohibited locations. This condition shows that guidance has not fully been effective in changing PKL behavior.

Fourth, limited PKL participation in policy formulation. PKL still play more of a role as policy objects rather than subjects who help determine policy direction. PKL involvement in policy formulation needs to be increased so policies produced are more acceptable to PKL.

CONCLUSION

Based on research results and discussion described, the effectiveness of street vendor guidance programs by the Civil Service Police Unit of Gresik Regency based on program effectiveness theory from Duncan in Steers (1985) shows fairly good results, where the program has run according to plan with target coverage reaching 73.6% and PKL compliance rate of 60.4%, coordination with various related agencies and communication with PKL through associations has been well established, and the organization demonstrates adequate ability to adjust implementation strategies to field conditions. Viewed from good governance principles according to UNDP (1997), the application of transparency, accountability, responsiveness, and rule of law principles has run well through program information openness, periodic implementation accountability, humanistic guidance approaches, and fair rule enforcement without discrimination, however the application of participation principles still needs improvement because PKL involvement in policy formulation is still limited. Supporting factors for program effectiveness include regulatory support through Gresik Regency Regional Regulation Number 7 of 2013, good coordination with related agencies, humanistic guidance approaches, and existence of PKL associations, while inhibiting factors include limited economically viable relocation locations, limited resources in the form of personnel and budget, suboptimal PKL compliance rates, and limited PKL participation in policy formulation. Based on these findings, Satpol PP of Gresik Regency needs to increase PKL participation in policy formulation by involving PKL more actively from the planning stage, while Gresik Regency Government needs to provide more strategic and economically viable relocation locations and increase resource allocation to improve guidance intensity and quality.

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