

The Strategy of the Civil Service Police Unit in Controlling Street Vendors in Tangerang Regency, Banten Province

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The regulation of street vendors is one of the local government's efforts to maintain public order and spatial management. However, in practice, enforcement activities often face various obstacles, including limited resources, low legal awareness among street vendors, and economic factors that encourage vendors to continue operating in prohibited areas. These conditions indicate the need for an appropriate strategy to ensure that enforcement activities can be carried out effectively and sustainably. This study aims to analyze the strategy of the Civil Service Police Unit in regulating street vendors in Tangerang Regency, Banten Province, covering strategy formulation, strategy implementation, strategy evaluation, strategy effectiveness, and improvement efforts through SWOT analysis. This study employed a qualitative research method with a descriptive approach. Data collection techniques included interviews, observation, and documentation. Research informants consisted of personnel from the Civil Service Police Unit of Tangerang Regency, street vendors, and community members. Data analysis was conducted through data reduction, data presentation, and conclusion drawing. The results indicate that the strategy for regulating street vendors has been implemented through stages of formulation, implementation, and evaluation. During implementation, the approaches applied included preemptive measures through socialization, preventive measures through supervision and patrols, and repressive measures through enforcement actions in accordance with procedures. However, the effectiveness of the strategy has not been fully optimal, as some street vendors returned to the same locations after enforcement activities. The main inhibiting factors include limited personnel, inadequate facilities and infrastructure, low legal awareness among vendors, limited relocation areas, and resistance from vendors. Based on the SWOT analysis, improvement strategies should focus on strengthening inter-agency coordination, increasing resource capacity, enhancing supervision, and implementing more persuasive and sustainable approaches. Therefore, the strategy implemented by the Civil Service Police Unit of Tangerang Regency still requires improvement so that enforcement activities are not merely oriented toward law enforcement but also accommodate social and economic aspects of society.

Keywords: Strategy, Regulation, Street Vendors, Civil Service Police Unit.

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1. Introduction

Based on the Preamble of the 1945 Constitution and Article 27 paragraph (2) of the 1945 Constitution of Indonesia, it is stated that every citizen has the right to employment and a decent standard of living. This indicates that the government is committed to promoting progress in the field of social welfare, meaning that development in other sectors must be prioritized in order to realize public prosperity and welfare. However, in reality, some citizens obtain jobs that do not meet their expectations. According to the Central Statistics Agency (BPS) (2025), Indonesia's open unemployment rate reached 4.85%, while the average monthly income of workers was approximately 3.33 million rupiah.

In addition, population growth is also a factor contributing to the increase in unemployment rates. As the population of a region increases, the labor force also grows. If this is not accompanied by sufficient job

opportunities, unemployment may arise. These problems emerge due to limited formal education, inadequate skills, and uneven geographical development that triggers increasing urbanization. Therefore, society is expected to possess adequate skills and knowledge in order to improve economic welfare and compete in the global market.

Regarding the increase in urbanization, Tangerang Regency has become one of the preferred destinations for people from various regions (Java, Sumatra, Sulawesi, Maluku, and almost all other regions) to seek employment opportunities. This situation has triggered growth in the informal economic sector. Based on the 2025 Population Census results, the population of Tangerang Regency reached 3,373,149 people. This number has increased significantly when compared to statistical data from previous years. This condition illustrates the uneven development in Tangerang Regency, which consequently may lead to social unrest and economic inequality.

The increasing population in Tangerang Regency due to urbanization has resulted in a growing number of unemployed individuals. This phenomenon is caused by the low rate of job creation growth in Tangerang Regency. As a result of these issues, street vendors have emerged due to the difficulty of finding employment, increasing economic demands, and the low quality of human resources (HR).

Furthermore, the available job vacancies are not proportional to the number of job seekers. This situation is exacerbated by the increasing number of migrants from various regions (urbanization) seeking better opportunities in Tangerang Regency. Individuals with low educational backgrounds and limited skills often face difficulties adapting to new environments. These factors have encouraged many people to seek alternative solutions by establishing businesses as street vendors (PKL).

According to data from the Central Statistics Agency (BPS) of Tangerang Regency in 2025, the Open Unemployment Rate (TPT) reached 5.94%, while the number of informal workers in Banten Province amounted to 2.80 million people or 49.73%. Meanwhile, over the past three years, Tangerang Regency has become the regency with the highest income level compared to the other eight cities and regencies in the region.

Based on the data above, employment in Tangerang Regency is dominated by laborers totaling 1,005,159 people, while the remainder work in the informal sector. The presence of street vendors (PKL) has also generated negative impacts in Tangerang Regency. Some examples include disrupting public order and city cleanliness, obstructing traffic flow, and causing congestion. Efforts by the Tangerang Regency Government to regulate, organize, and provide guidance to street vendors (PKL) often receive negative responses from the vendors themselves. Various forms of resistance carried out by street vendors frequently create additional problems, such as demonstrations and opposition to enforcement actions conducted by the Civil Service Police Unit (Satpol PP).

These conditions clearly disrupt public order and violate regulations stipulated in Tangerang Regency Regional Regulation (Perda) Number 13 of 2022 concerning the Implementation of Public Peace and Order, as well as Community Protection. The increasing number of street vendors (PKL) in Tangerang Regency has led to the emergence of various problems. The unorganized and disorderly presence of street vendors can disrupt order, aesthetics, and environmental cleanliness in Tangerang Regency.

In relation to these issues, the institution authorized to take action in the field is the Civil Service Police Unit (Satpol PP). Satpol PP is tasked with assisting regional heads in creating a peaceful, orderly, and well-regulated regional environment so that government administration can operate smoothly and the community can carry out activities safely. However, in practice, enforcement actions conducted by the Tangerang Regency Satpol PP have not produced a deterrent effect on street vendors. As previously

explained, there are still many instances of resistance from street vendors against enforcement efforts. The lack of supervision and the absence of relocation programs are factors causing street vendors to resist regulation and guidance. This has become a serious issue, considering that the enforcement actions carried out by Satpol PP are expected to create a deterrent effect in order to establish a peaceful, orderly, and secure environment.

Therefore, an effective policy strategy is needed and must be implemented by the Civil Service Police Unit to address this problem. The strategy referred to in this study encompasses all actions or carefully planned measures carried out by the Civil Service Police Unit to regulate the activities of illegal street vendors. In addition to strategy, in order to advance Tangerang Regency and achieve the desired level of security and order, it is important to implement development administration. Development administration includes a series of transformative actions carried out by the Civil Service Police Unit to create a safe and orderly condition in Tangerang Regency, particularly in the context of public order, peace, and legal security. This aims to enable the government and citizens to consciously and systematically participate in efforts toward better change in accordance with the development of the times. Based on the Strategic Plan of the Tangerang Regency Satpol PP for 2024–2026, the issues faced by the Tangerang Regency Satpol PP include:

1. The prevention of disturbances to public order and public peace through early detection, early prevention, and coordination in the implementation of public order and peace has not been optimal.
2. Enforcement actions against disturbances to security, peace, and public order have not been optimal.
3. The empowerment of Community Protection Units (Satlinmas) in handling security and public order has not been optimal.
4. The number of Civil Servant Investigators (PPNS) personnel is still insufficient.
5. Capacity development for Satpol PP and Satlinmas personnel has not been optimal.
6. The dissemination of Regional Regulations (Perda) and Regional Head Regulations (Perkada) has not been optimal.
7. Facilities and infrastructure for public peace and order, as well as administrative office support, are still inadequate.

Based on these conditions, the main problem in regulating street vendors in Tangerang Regency lies not only in the aspect of law enforcement, but also in the effectiveness of the strategies employed by the Civil Service Police Unit. Although various efforts have been made through pre-emptive, preventive, and repressive approaches, in reality the regulation of street vendors has not created a deterrent effect nor succeeded in establishing sustainable order.

This indicates a gap between the formulated strategies and their implementation in the field. Therefore, an in-depth study is needed to analyze the strategies that have been implemented and to formulate more effective, comprehensive, and equitable strategies for regulating street vendors in Tangerang Regency. The purpose of this research is to obtain data, information, and various matters related to the strategy of the Civil Service Police Unit in regulating street vendors in Tangerang Regency. Furthermore, the data and information obtained will be processed, described, and interpreted in order to provide a comprehensive understanding of the strategy of the Civil Service Police Unit in regulating street vendors in Tangerang Regency.

2. Method

This study applied a qualitative research design, in which the main focus relies on general principles underlying the manifestation of human social phenomena or the patterns being analyzed. The research

approach used in this study was a descriptive study with a qualitative approach conducted through reviewing literature sources, official institutional data, and interviews with parties related to this research. In this study, the researcher utilized two types of data sources, namely primary and secondary data. Both primary and secondary data were obtained using several techniques, including interviews, observation, and documentation.

In this study, the sampling process was carried out using purposive sampling, in which samples were intentionally selected by the researcher, and accidental sampling, in which samples were obtained from subjects encountered coincidentally in the field according to the required sampling criteria. The subjects involved in this study consisted of 11 informants.

Data collection techniques included interviews, observations, and documentation. Data analysis was conducted by organizing the data, breaking it down into units, synthesizing it, arranging it into patterns, selecting important aspects to be studied, and drawing conclusions that could be communicated to others. Furthermore, according to Miles and Huberman in Hardani (2020:163), data analysis consists of three simultaneous activity flows: data reduction, data display, and conclusion drawing.

3. Research Findings and Discussion

Implementation of the Satpol PP Strategy in Regulating Street Vendors (PKL) in Tangerang Regency

Strategy Formulation

Based on the research findings, the planning process carried out by the Civil Service Police Unit (Satpol PP) remains situational and tends to be reactive to field conditions, rather than being fully based on long-term strategic planning integrated with comprehensive data. Regarding success indicators, Satpol PP already has benchmarks for assessing the success of street vendor regulation, such as the reduction in the number of street vendors, improved public order, and fewer public complaints. However, these indicators are still qualitative and have not been formulated specifically and measurably. This is reinforced by statements from field officers who assess success merely based on temporary conditions at the regulation sites. From the perspective of strategic management, effective strategy formulation should include three main aspects: clarity of objectives, systematic planning, and measurable performance indicators.

The findings show that although the objectives of regulation have been clearly formulated, weaknesses remain in the planning and success indicator aspects. Reactive planning causes the implemented strategies to focus more on short-term problem-solving rather than addressing root causes sustainably. In addition, the absence of measurable performance indicators results in evaluation processes that are less objective and make it difficult to accurately assess the level of strategic success. This condition affects the optimization of strategic improvements over time. Therefore, it can be concluded that the formulation of the street vendor regulation strategy has a sufficiently strong conceptual basis, but has not been fully supported by mature strategic planning and measurable performance indicators.

Strategy Implementation

This subsection presents the results of interviews with informants regarding the implementation of the street vendor regulation strategy, which includes pre-emptive, preventive, and repressive approaches.

a. Pre-emptive Approach

Based on interviews with informants, from the perspective of strategy implementation, the pre-emptive approach represents an initial preventive effort aimed at building public awareness and compliance with existing regulations. This approach is expected to minimize violations before law enforcement actions are

taken.

However, the findings indicate that the pre-emptive approach has not been implemented optimally. Although socialization activities have been conducted, their effectiveness remains limited because they have not significantly changed the behavior of street vendors. This indicates a gap between legal understanding and legal compliance.

In addition, the implementation of socialization activities, which tend to be conducted shortly before enforcement operations, shows that the pre-emptive approach is still incidental rather than continuous. This condition has affected the low internalization of public order values among street vendors. Therefore, the pre-emptive approach needs to be strengthened not only in terms of implementation frequency, but also through more persuasive and sustainable socialization methods.

b. Preventive Approach

The research findings indicate that the preventive approach implemented by Satpol PP still faces obstacles related to human resources and the scope of supervision. These limitations prevent supervision from being carried out continuously, thereby providing opportunities for street vendors to resume trading activities after enforcement operations. This condition shows that the preventive approach has not functioned optimally as a post-enforcement control mechanism.

Furthermore, weak supervision also contributes to the low deterrent effect on street vendors, due to the absence of consistent control in the field. Therefore, strengthening the preventive approach is necessary through increasing the number of personnel, optimizing patrol patterns, and implementing more effective and sustainable monitoring strategies.

c. Repressive Approach

The findings reveal that the implementation of these three approaches has not operated optimally and has not succeeded in creating sustainable order. This is evident from the frequent return of street vendors after enforcement operations. In the pre-emptive approach, although socialization has been conducted and street vendors understand the existing regulations, compliance levels remain low. This demonstrates that the pre-emptive approach has not effectively built sustainable legal awareness, particularly due to economic factors that continue to motivate street vendors to operate.

In the preventive approach, patrols and supervision have been conducted but remain suboptimal due to the limited number of personnel and the wide coverage area. This situation results in inconsistent supervision, creating opportunities for vendors to return. Meanwhile, in the repressive approach, enforcement operations have been implemented in accordance with applicable procedures, ranging from warning letters to demolition actions. Nevertheless, the effectiveness of this approach remains limited because it has not generated a sustainable deterrent effect, particularly since it has not been accompanied by alternative solutions such as adequate relocation programs.

Strategy Evaluation

Based on the findings, the evaluation of the street vendor regulation strategy has been carried out but has not yet functioned optimally. From the implementation aspect, evaluations are conducted regularly through internal meetings, indicating that procedurally the organization already possesses an evaluation mechanism. However, weaknesses in the documentation system mean that evaluation results are not systematically recorded and therefore cannot be optimally utilized as a basis for strategic decision-making. Moreover, the evaluation process remains top-down in nature, where field officers are limited to submitting reports. This indicates that the evaluation process is not fully participatory, potentially reducing the quality

of information obtained from field conditions.

Regarding the assessment of success, the indicators used already include output and outcome aspects, such as reductions in the number of street vendors and improvements in public order. However, these indicators remain qualitative and have not been formulated measurably. As a result, assessments of success tend to be subjective and difficult to use as objective performance measurement tools.

Additionally, the indicators have not been capable of measuring the sustainability of regulation outcomes. This is evident from the recurring return of street vendors after enforcement operations, indicating that the success achieved remains temporary. Meanwhile, follow-up actions in the form of monitoring and inter-agency coordination demonstrate efforts to maintain sustainable outcomes. However, their implementation has not been optimal because monitoring has not been conducted consistently and comprehensively across all locations.

Effectiveness of the Satpol PP Strategy in Regulating Street Vendors in Tangerang Regency

Achievement of Objectives

Based on the findings, the achievement of the objectives of street vendor regulation demonstrates short-term success. This is indicated by the reduction in the number of street vendors and the improvement of public order following enforcement operations. The similarity of perspectives among Satpol PP officers, street vendors, and the community demonstrates data consistency, reinforcing that regulation activities have produced direct impacts in the field. This indicates that operationally, the regulation strategy has functioned effectively.

However, these achievements have not been sustainable. The return of street vendors to previously regulated areas indicates that the changes are only temporary. This condition suggests that the regulation strategy has not addressed the root causes of the problem, particularly economic factors and the lack of alternative business locations for vendors. In addition, weak post-regulation supervision has also enabled vendors to return. Therefore, the achievement of the regulation objectives can be categorized as partial, meaning successful in the short term but not yet optimal in creating sustainable public order.

Impact of Regulation

From the community perspective, interview results indicate that regulation activities have produced positive impacts on environmental conditions. Communities perceive that after enforcement operations, roads become more orderly and comfortable. Nevertheless, the community also observes that street vendors often return after some time. Based on field findings, the impacts of street vendor regulation can be categorized into two aspects: positive impacts and limitations of impact.

1. Positive Impacts
 - a. The existence of a deterrent effect for some street vendors
 - b. Behavioral changes among some vendors (although not evenly distributed)
 - c. Increased orderliness and environmental comfort
2. Limitations of Impact
 - a. The deterrent effect is temporary
 - b. Street vendors return to the same locations
 - c. Behavioral changes are inconsistent
 - d. Economic factors remain the main obstacle

According to Mahsun's (2006) theory of effectiveness, effectiveness is measured not only by outputs but also by outcomes or resulting impacts. In this study, although regulation activities have produced positive

impacts, these impacts remain suboptimal because they have not created sustainable behavioral changes. This indicates that the regulation strategy still needs strengthening, particularly in non-repressive aspects such as socialization and empowerment, in order to encourage more permanent behavioral changes among street vendors.

Inhibiting Factors

Based on the research findings, the inhibiting factors can be classified into two main categories: internal and external factors.

1. Internal Factors

- a. Limited number of personnel
- b. Limited facilities and infrastructure
- c. Suboptimal evaluation and supervision systems

These limitations hinder the implementation of routine and comprehensive regulation activities.

2. External Factors

- a. Low legal awareness among street vendors
- b. Economic pressures faced by vendors
- c. Limited relocation sites
- d. Resistance or opposition from vendors

These conditions cause vendors to continue operating despite enforcement operations. According to Fred R. David (2011), the success of a strategy is strongly influenced by the organization's internal and external conditions. In this study, internal factors such as limited resources and external factors such as the socio-economic conditions of vendors constitute major obstacles to strategy implementation.

Furthermore, from the perspective of public sector effectiveness, these obstacles indicate that the implemented strategies have not fully accommodated real field conditions, thereby requiring a more comprehensive approach.

Thus, it can be concluded that the inhibiting factors in regulating street vendors consist of organizational internal limitations as well as external factors related to the social and economic conditions of vendors. These factors have caused the effectiveness of the regulation strategy to remain suboptimal, thus requiring more adaptive and sustainable strategic improvements.

Efforts to Improve Strategy (SWOT Analysis)

The Tangerang Regency Satpol PP is one of the regional government agencies responsible for enforcing regional regulations. In this context, Satpol PP is tasked with enforcing Ministry of Home Affairs Regulation Number 16 of 2023 concerning Standard Operating Procedures and the Code of Ethics of the Civil Service Police Unit related to the regulation of street vendors within the Tangerang Regency government area. Thus far, enforcement efforts have operated relatively well; however, the problems remain unresolved and no concrete solutions have yet been identified.

To address this issue, strategic analysis is required through internal and external factors that influence the organization. Based on the findings and theoretical framework, the factors affecting the regulation of street vendors by the Tangerang Regency Satpol PP are as follows:

Internal Factors

1. Strengths

The strategy implemented by the Tangerang Regency Satpol PP has a strong legal basis. It is regulated by Regional Regulation Number 8 of 2015 and Ministry of Home Affairs Regulation Number 16 of 2023

concerning Standard Operating Procedures and the Code of Ethics of the Civil Service Police Unit, which explain the regulation and empowerment of street vendors. Several strengths include:

- a. Strong legal authority to enforce regional regulations and regional head regulations
- b. Adequate and disciplined personnel
- c. Coordination with institutions such as the Indonesian National Armed Forces (TNI), National Police (Polri), subdistrict governments, and technical regional agencies

2. Weaknesses

The weaknesses identified include:

- a. The Tangerang Regency Government does not yet provide adequate relocation sites for vendors
- b. Budget limitations hinder comprehensive enforcement implementation

External Factors

1. Opportunities

- a. Relocation and restructuring programs for street vendors
- b. Improving public image through persuasive and humane approaches
- c. Increasing public awareness regarding the importance of public order

2. Threats

- a. Social conflicts with vendors and the community
- b. Limitations in personnel, facilities, and operational budgets
- c. Negative stigma toward Satpol PP as a repressive institution

Effective and Sustainable Street Vendor Regulation Strategy by Satpol PP

The analytical technique used in this subsection is SWOT analysis. This approach was used to understand the issues formulated in the study, particularly factors influencing the street vendor regulation strategy implemented by Satpol PP in Tangerang Regency. The SWOT analysis generated four main strategic alternatives:

1. SO Strategy (Strengths–Opportunities): utilizing internal strengths to seize external opportunities.
2. WO Strategy (Weaknesses–Opportunities): optimizing opportunities by overcoming weaknesses.
3. ST Strategy (Strengths–Threats): using organizational strengths to reduce threats.
4. WT Strategy (Weaknesses–Threats): minimizing weaknesses while avoiding external risks.

Based on the identification of internal and external factors, eleven strategic issues were formulated as the basis for improving the Satpol PP strategy in regulating street vendors in Tangerang Regency:

1. Utilizing legal authority to support vendor relocation programs
2. Optimizing collaboration with other agencies (MSME Office, Transportation Office, etc.)
3. Using data-based monitoring technology for supervision
4. Improving personnel capacity through humane handling training
5. Overcoming budget limitations through public-private partnerships
6. Developing integrated data systems to address field information limitations
7. Prioritizing persuasive approaches to avoid social conflict
8. Strengthening regulation socialization to avoid a repressive image
9. Minimizing conflict potential by providing feasible relocation alternatives
10. Avoiding public pressure through communicative and transparent approaches
11. Developing more adaptive and firm regulations toward street vendor dynamics

4. Conclusion

Based on the findings regarding the strategy implemented by the Civil Service Police Unit (Satpol PP) in regulating street vendors (PKL), several conclusions can be drawn:

1. The implementation of the Satpol PP strategy in regulating street vendors in Tangerang Regency consists of strategy formulation, strategy implementation, and strategy evaluation.
 - a. Strategy Formulation
The formulation of the regulation strategy has included determining objectives, planning activities, and establishing success indicators. The primary objective is to create public order and regulate street vendor activities in accordance with regulations. However, the formulation has not yet been fully optimal because success indicators remain general and are not quantitatively measurable.
 - b. Strategy Implementation
The strategy has been implemented through pre-emptive, preventive, and repressive approaches. Pre-emptive socialization activities have been conducted but not evenly distributed. Preventive approaches through patrols and supervision remain constrained by personnel limitations. Meanwhile, repressive approaches have been implemented according to procedures but have not prevented vendors from returning to prohibited areas.
 - c. Strategy Evaluation
Evaluation activities are conducted through internal meetings and reporting mechanisms. However, the evaluation process has not been systematically documented, and follow-up actions remain limited to field monitoring, preventing evaluation from functioning optimally as a basis for sustainable strategic improvement.
2. The effectiveness of the Satpol PP strategy in regulating street vendors in Tangerang Regency was analyzed through dimensions of objective achievement, impacts of regulation, inhibiting factors, and strategic improvement efforts.
 - a. Achievement of Objectives
The implementation of the strategy has shown improvements in public order conditions at several targeted locations, indicated by reductions in the number of vendors, better organization of public spaces, and positive community responses. Nevertheless, these achievements have not been consistent because vendors continue returning to previously regulated locations.
 - b. Impact of Regulation
Regulation activities have produced impacts on public order and vendor behavior. Enforcement actions have created deterrent effects for some vendors and improved compliance. Communities also perceive positive impacts in terms of environmental orderliness and comfort. However, these impacts are not yet permanent because economic pressures and limited alternative business locations encourage vendors to return.
 - b. Inhibiting Factors
The implementation of the regulation strategy still faces internal and external obstacles. Internal factors include limited personnel, facilities, infrastructure, and sustainable supervision systems. External factors include low legal awareness, limited relocation areas, economic pressures, and resistance from vendors. These factors influence the overall success of strategy implementation.
 - c. Strategic Improvement Efforts
Based on the SWOT analysis, strategic improvement efforts should focus on strengthening inter-agency coordination, improving human resource capacity, optimizing facilities and infrastructure, increasing socialization and supervision, and providing more adequate relocation alternatives. Furthermore, regulation approaches should emphasize persuasive and sustainable methods in

order to encourage long-term behavioral changes among vendors.

Suggestions

Based on the findings and SWOT analysis, several recommendations are proposed:

1. SO Strategy (Strength–Opportunity)
 - a. Utilize legal authority to support vendor relocation programs
 - b. Optimize collaboration with other agencies for vendor development
 - c. Utilize data-based monitoring technology for supervision
2. WO Strategy (Weakness–Opportunity)
 - a. Improve personnel capacity through humane handling training
 - b. Address budget limitations through public-private partnerships
 - c. Develop integrated data systems to overcome field information limitations
3. ST Strategy (Strength–Threat)
 - a. Prioritize persuasive approaches to avoid social conflict
 - b. Strengthen regulation socialization to avoid a repressive image
4. WT Strategy (Weakness–Threat)
 - a. Minimize conflict potential by providing proper relocation alternatives
 - b. Reduce public pressure through communicative and transparent approaches
 - c. Develop regulations that are more adaptive and firm toward street vendor dynamics
5. General Recommendations
 - a. Develop more measurable success indicators in strategy formulation
 - b. Improve systematic and documented evaluation systems
 - c. Conduct street vendor regulation activities continuously rather than incidentally
 - d. Balance law enforcement approaches with socio-economic considerations

Therefore, it is expected that the street vendor regulation strategy implemented by the Civil Service Police Unit (Satpol PP) can operate more effectively, sustainably, and successfully create public order without neglecting the social and economic aspects of the community.

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