
Performance Effectiveness of Civil Servants Police Unit in Controlling Street Vendors in Bandung City

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ABSTRACT

This study examines the performance of the Civil Servant Police Unit (Satpol PP) in Bandung City in controlling street vendors (PKL). The issue focuses on the high rate of public order violations by PKL despite existing regulations. This qualitative descriptive research utilized in-depth interviews for data collection. The findings reveal that the effectiveness of Satpol PP's performance can be assessed through three approaches: goal-oriented, resource-based, and stakeholder-focused. The goal-oriented approach indicates the achievement of a Public Order Index of 6.90 in 2024, aligning with the vision of a livable city. The resource-based approach highlights the efficient management of funding, amounting to IDR 28.8 billion, and human resources predominantly from Grade II. Meanwhile, a public perception survey rated the performance as "orderly," with a satisfaction ratio of 0.71. Recommendations include enhancing human resource training, strengthening regulations, and adopting technology for real-time monitoring of PKL activities. Emphasis on collaboration between local government, community, and other stakeholders is crucial for sustaining effectiveness. This study underscores the importance of a comprehensive approach to improving public services and supporting Bandung City's vision as a livable city.

A. INTRODUCTION

The development of the times and the inevitable pressures of urbanization, coupled with environmental change issues, have heightened the challenges of urban life. Governments must prioritize creating high-quality environmental elements as a primary focus (Caves & Wagner, 2018). Cities need to be managed effectively and efficiently by leveraging resources to address challenges through innovative, integrated, and sustainable solutions. The goal is to provide infrastructure and services that enhance the quality of life and create livable cities. Livability is reflected in human well-

being and the physical quality of urban environments, which are influenced by urban governance and the dynamics within them (Purwanto & Darmawan, 2022). Overall, the urban environment significantly contributes to the quality of life for its inhabitants (Urbis, 2008). This is an area that requires particular attention from the Bandung City Government, as the city continues to confront urban and administrative challenges rooted in local conditions addressed, in part, through its current management efforts.

To achieve effective urban governance and create a livable city, the Bandung City Government has established improving urban livability as the fourth goal in the Regional Development Plan (RPD) 2024–2026. One key aspect supporting this achievement is social and cultural livability. In Bandung, social and cultural livability is closely tied to its role as an economic hub supported by both formal and informal sectors. The formal sector includes government-regulated and recognized economic activities, while the informal sector comprises activities not fully regulated or officially recognized, such as street vendors (PKL) (Kurniadi & Sumarna, 2022). Street vendors, who sell goods or services in public spaces without permanent structures, contribute to economic growth and serve as a cornerstone of the people's economy in Bandung (Raharja et al., 2021; Wiyono, 2009). To support livability in the social and cultural aspects, the Bandung City Government has enacted Regional Regulation No. 4 of 2011 on the Arrangement and Development of Street Vendors as a foundation for managing street vendors and maintaining public order (Sumarna et al., 2022).

Regional Regulation No. 4 of 2011 also established a Special Task Force. Following changes in the nomenclature of regional apparatuses, the Special Task Force was formalized through Bandung Mayor's Decree No. 511.23/Kep.2034-DISKOPUKM/2022 on the Special Task Force for the Arrangement and Development of Street Vendors, underscoring the Bandung City Government's commitment to street vendor management (Ramadhan & Hermawati, 2017). In addition, the government introduced Regional Regulation No. 9 of 2019 on Public Order, Peace, and Community Protection, providing a robust framework for regulating street vendors. This represents one form of protection for the community, aiming to create a sense of peace and order within society (Gunawan, 2012).

However, despite the existence of various regulations governing street vendors, issues related to public peace, order, and community protection persist. According to the 2024 Performance Report of the Bandung City Civil Service Police Unit, enforcement of regulations concerning street vendors recorded the highest number of violations, with 758 offenders. This was followed by advertisement-related violations, including 881 dismantled cases, 697 cases of non-standard advertisements, and 184 cases of zoning violations. In addition, there were 306 violations related to illegal parking. Further details can be seen in the following table:

Table 1. Recap of Regional Regulation Enforcement in Bandung City 2024

No.	Type of Regional Regulation Enforcement	Number of Enforcements
1.	Illegal Buildings on River Borders	0
2.	People in Need of Social Welfare Services (PPKS)	66
3.	Compliance with Building Usage	1
4.	Illegal Parking	306
5.	Overflowing Markets	105
6.	Private/Corporate Buildings Using Public Facilities	1
7.	Street Vendors (PKL)	758
8.	Tree Cutting	15
9.	Cultural Heritage Violations	0
10.	Illegal Buildings (Other than on River Borders)	6
11.	Business Activities Without Waste Disposal Facilities	32
12.	Immorality Cases	8

13. Alcoholic Beverages	23
14. Business Licensing	58
15. Non-Compliant Advertisements (Licensing)	697
16. Advertisements in Prohibited Zones/Areas	184
17. Protection of Regional Government-Owned Assets	0
18. Inspection of Illegal Tobacco Excise Goods	0
19. Enforcement of Community Activity Restrictions (PPKM)	0

Source: Performance Report of the Bandung City Civil Service Police Unit, 2024

Table 1 shows that the high number of violations by street vendors contradicts the principles of public peace and order, potentially disrupting community harmony (Kristian, 2021). To maintain public peace, order, and protection and to create a livable city, the Bandung City Government established the Civil Service Police Unit, as outlined in Bandung Mayor Regulation No. 68 of 2022. The Civil Service Police Unit is tasked with enforcing regulations or maintaining order to create conditions conducive for the government, regional government, and community to carry out activities in an orderly, organized, and secure manner (Rukmana, 2020).

Enforcement efforts aim to create a social order that upholds stability and community security, protects human rights, and promotes solidarity and beneficial guidance in social activities (Didžiulis, 2024). A dynamic balance and stability in human interactions within a heterogeneous social environment are expected to foster order. This condition depends on economic, social, political, legal, technological, and ecological dimensions and human interaction with these dimensions (Njoroge, 2022).

Regulation enforcement by the Bandung City Civil Service Police Unit, including the management of street vendors, constitutes a form of public service. The government is obligated to provide public services, with performance heavily dependent on the level of public satisfaction (Miftah et al., 2019). These services aim to fulfill the basic needs and civil rights of every citizen (Kadarisman, 2019; Yani & Syahyuri, 2023). As a public organization, the Bandung City Civil Service Police Unit must achieve various objectives, including conflicting ones, necessitating a focus on multiple dimensions of performance effectively. Effectiveness refers to the attainment of formal objectives (Andrews et al., 2006; Li et al., 2024). The effectiveness of the Civil Service Police Unit's work in managing street vendors can be measured by its achievements over one year. This measurement provides objective data to strengthen management, support decision-making, enhance work outcomes, and reinforce accountability (Poister et al., 2015). Moreover, performance outcomes can be evaluated through surveys assessing public satisfaction or perspectives on services, aiming to improve planning and service quality in the future (Noda, 2020; Spitzer, 2007).

The Bandung City Government's various efforts to create a livable city, including issuing regulations on street vendor management and establishing Special Task Forces, raise the question: How effective is the Bandung City Civil Service Police Unit in managing street vendors? This research seeks to answer that question.

Based on the literature review, three approaches can be used to assess the effectiveness of public organizations' performance, specifically the Bandung City Civil Service Police Unit in managing street vendors (Waheed, 2016). These approaches are as follows:

- 1) Goal-Oriented,
- 2) Resource-Based, and
- 3) Stakeholder-Focused

The first approach, the goal-oriented, evaluates an organization's effectiveness based on its ability to achieve established goals (G. A. Boyne & Chen, 2006; Chen & He, 2023). This approach focuses on outcomes rather than processes. For example, increased public peace and order can serve as indicators

of success. To effectively apply this approach, an organization must have clear, well-identified, manageable, measurable, and widely agreed-upon final objectives (Verbeeten, 2008).

The second approach, the resource-based, assesses organizational performance based on its ability to acquire and utilize necessary resources. This approach emphasizes inputs over outputs (Kreitner & Kinicki, 2010; McGahan, 2021). An organization is deemed ineffective if it fails to utilize its resources efficiently.

The third approach, the stakeholder-focused, evaluates organizational effectiveness based on its ability to satisfy key parties critical to the organization's sustainability (Kreitner & Kinicki, 2010; McGahan, 2021). However, differences in stakeholder interests often pose challenges for organizations to achieve a balance that satisfies all parties. This approach emphasizes the importance of an organization's ability to identify key stakeholders, understand their preferences, and meet their demands.

From the theoretical/conceptual foundation described above, it is evident that performance effectiveness can be assessed through three different approaches: the goal-oriented, the resource-based, and the stakeholder-focused. Effectiveness will reflect commitment and understanding of performance indicators, high motivation in achieving results, and greater use of performance information for feedback and learning (Goh, 2012; Johnsen et al., 2024). These three approaches can interconnect. Beyond addressing the primary research question, this study aims to explore the three approaches to provide a comprehensive answer.

This article provides an original contribution by examining the effectiveness of Civil Servants Police Unit in enforcing local regulations concerning street vendors in Bandung. A topic that remains underexplored in existing literature. By focusing on the operational capacity and performance of Civil Servants Police Unit, particularly in managing informal street trade, the study reveals a critical yet often overlooked dimension of urban governance at the local level. The urgency of this issue is underscored by the increasing complexity of urban management in growing cities like Bandung, where informal economic activities such as street vending intersect with spatial order, public interest, and regulatory enforcement. As such, the effectiveness of Civil Servants Police Unit becomes a key factor in shaping how local authorities balance economic livelihoods with legal compliance and urban order

B. METHOD

This research employs a qualitative method with a descriptive approach, enabling the researcher to analyze facts and phenomena in depth, identify core issues, and provide comprehensive solutions (Creswell, 2009). Data were collected through in-depth interviews with key informants within the Civil Service Police Unit, where the researcher selected informants deemed to possess relevant knowledge and information concerning the focus of the study (Miles et al., 2014). The research process was conducted coherently, from data collection to the qualitative interpretation of results. The following table provides an explanation of the data collection techniques used:

Table 2. Data Collection

No.	Dimension	Data Sources	Data Collection Techniques
1.	Goal-Oriented	- Stategic Plan	a. Observation
		- Study on the Public Order Index of Bandung City	b. Documents
		- Performance Report	c. Literature Review
		- Interview Result	d. Interviews
2.	Resource-Based	- Stategic Plan	a. Observation

No.	Dimension	Data Sources	Data Collection Techniques
3.	Stakeholder-Focused	- Study on the Public Order Index of Bandung City	b. Documents
		- Performance Report	c. Literature Review
		- Interview Result	d. Interviews
		- Stategic Plan	a. Observation
		- Study on the Public Order Index of Bandung City	b. Documents
		- Performance Report	c. Literature Review
		- Interview Result	d. Interviews

Source: Author, 2025

The research scope was defined to ensure a clear focus and to avoid issue expansion, thereby achieving the research objectives. The scope of the study includes:

1. The research is limited to the performance effectiveness of the Bandung City Civil Service Police Unit.
2. The focus is restricted to the period of 2023 and 2024.
3. The study centers on the concept of performance effectiveness, with other emerging concepts serving solely as supporting elements in the research process.

The collected data were then categorized into specific themes to facilitate the identification of patterns, trends, and relationships relevant to the research objectives. Each theme was subsequently analyzed in greater depth to obtain a comprehensive understanding of the topic under investigation. To support the analysis process and provide a clearer understanding of the relationship between the expected outputs of this study, a logic model framework consisting of input, process, output, and outcome is utilized, as illustrated in the figure below:

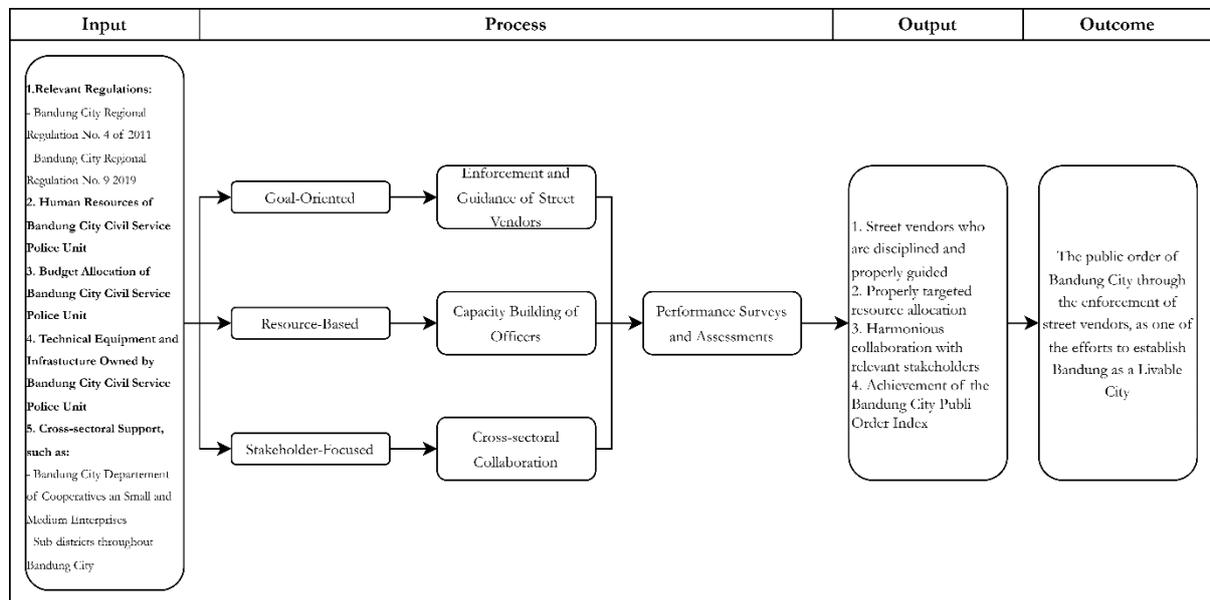


Figure 1. Logic Model
Source: Author, 2025

C. RESEARCH FINDING AND DISCUSSION

In 2024, based on data obtained from the Bandung City Civil Service Police Unit regarding objectives, targets, performance indicators, and performance/target objectives outlined in the Strategic Plan of the Bandung City Civil Service Police Unit for 2024–2026, it is evident that the unit has key performance indicators, which are presented in detail in the following table:

Table 3. Key Performance Indicators of the Bandung City Civil Service Police Unit for 2024–2026

Objective	Target	Objective/Target Indicator	Performance Target/Objective Target
Enhancing Public Order	Increased Public Order	Public Order Index	6,90

Source: Strategic Plan of the Bandung City Civil Service Police Unit for 2024–2026

Table 1 illustrates that, to transform Bandung into a livable city, the Bandung City Civil Service Police Unit aims to enhance public order. The strategies employed include improving public order and community protection through preventive, persuasive, and repressive approaches, as well as strengthening the capacity of the Community Protection Unit members. With these measures, the target of increased public order in Bandung can be achieved. The main performance indicator of the Bandung City Civil Service Police Unit is the Public Order Index, with a target ratio of 6.90. This index is measured through two methods: objective evaluation based on annual performance and subjective assessment via community perception surveys. To achieve this target, performance is segmented into several Critical Success Factors as mandated by Regional Regulation No. 9 of 2019 on Public Order, Peace, and Community Protection, and the Ministry of Administrative and Bureaucratic Reform Regulation No. 89 of 2021 on Performance Stratification. The Critical Success Factors related to the regulation of street vendors (PKL) include:

- Controlling of street vendors operating on roads, road shoulders, or sidewalks.
- Public, Official, and Legal Entity Education on Regional Regulations and/or Decrees with Sanctions.
- Capacity building for officials.
- Capacity Building for Civil Servant Investigators (PPNS)

The Critical Success Factors serve to focus organizational resources, ultimately leading to the achievement of objectives (Melati et al., 2020). These four Critical Success Factors directly contribute to the value of the Public Order Index. The use of the Public Order Index as a performance measurement tool is expected to enable public oversight in evaluating effectiveness, ensuring accountability for outcomes, and supporting improvements in decision-making (Trilestari, 2019). Following the review of the performance measurement framework of the Bandung City Civil Service Police Unit, the subsequent discussion will focus on analyzing performance effectiveness based on three approaches: the goal-oriented approach, the resource-based approach, and the stakeholder-focused approach.

Goal-Oriented

To assess the effectiveness of the Bandung City Civil Service Police Unit's performance, particularly in regulating street vendors, the goal-based approach evaluates efforts to achieve the objectives outlined by the Bandung City Government in the Regional Development Plan (RPD) 2024–2026. This approach focuses on how the Bandung City Civil Service Police Unit strives to accomplish its established goals (G. A. Boyne & Chen, 2006; Chen & He, 2023; Waheed, 2016). One of these goals is to make Bandung a livable city. To achieve this, the Civil Service Police Unit must set clear objectives,

targets, and policy directions. The objectives and targets are presented in Table 1, while the policy directions adopted by the Civil Service Police Unit are shown in the following table:

Table 4. Policy Directions of the Bandung City Civil Service Police Unit

Strategic Target	Policy Directions
Increased Public Order	<ol style="list-style-type: none"> 1. Strengthening the enforcement of regional regulations. 2. Enhancing the implementation of public order, peace, and community protection 3. Increasing public, official, and legal entity awareness of Regional Regulation No. 9 of 2019 on Public Order, Peace, and Community Protection 4. Activating Community Protection Units at the sub-district level

Source: Strategic Plan of the Bandung City Civil Service Police Unit for 2024–2026

Table 2 illustrates that, in addition to setting strategic targets, defining policy directions is a crucial step in guiding the formulation of chosen strategies. These policies aim to provide a clear focus and ensure that the designed strategies are well-directed toward achieving the objectives and targets over a three-year period, with effective implementation.

The Public Order Index, as the performance indicator of the Bandung City Civil Service Police Unit, is supported by four Critical Success Factors related to street vendor regulation. The measurement results of these four Critical Success Factors support the adopted policy directions and are presented in the following table:

Table 5. Measurement Results of Critical Success Factors Related to Street Vendor Controlling

CSFs	Numerator	Denominator	Actual	Target
Controlling of Street Vendors Occupying Roads/Shoulders/Sidewalks	Number of Regional Regulation Enforcements on Street Vendors	Number of Alleged Street Vendor Violations	554	554
Public, Official, and Legal Entity Education on Regional Regulations and/or Decrees with Sanctions	Number of Patrol Monitoring Activity Reports Using Counseling Vehicles	Number of Planned Patrol Monitoring Activities Using Counseling Vehicles	104	104
Capacity Building for Officials	Number of Reports on Socialization, Education, and Counseling Activities	Number of Planned Mobilization of Socialization, Education, and Counseling Activities	104	104
Capacity Building for Civil Servant Investigators (PPNS)	Number of Participants in Technical Guidance Activities for Officials	Target Number of Participants in Technical Guidance Activities for Officials	406	406
	Number of Participants in Technical Guidance Activities for PPNS	Target Number of Participants in Technical Guidance Activities for PPNS	35	35

Source: Study on the Measurement of the Public Order Index by the Bandung City Civil Service Police Unit, 2024

Table 3 indicates that the measurement results between the targets and actual achievements for the four Critical Success Factors related to street vendor regulation are generally met. This demonstrates that the performance of the Bandung City Civil Service Police Unit aligns with the established objectives, considering that regulating street vendors is a significant factor in supporting the improvement of public order. Using the goal-oriented approach, the performance of the Bandung City Civil Service Police Unit can be deemed effective.

Resource-Based

The effectiveness of the Bandung City Civil Service Police Unit's performance, based on the resource-based approach, is analyzed through the available inputs, namely financial and human resources (Kreitner & Kinicki, 2010; Waheed, 2016). The analysis highlights the efficient management of these resources to achieve the established objectives. Information regarding financial resources can be found in the Strategic Plan of the Bandung City Civil Service Police Unit for 2024–2026, as shown in the following table:

Table 6. The Funding Framework for the Bandung City Civil Service Police Unit in 2024

Program and Activity	Output and Outcome	Funding Framework
Public Order and Enhancement Program	Public Order Index	Rp28.885.940.105

Source: Strategic Plan of the Bandung City Civil Service Police Unit for 2024-2026

The table above shows that one of the main programs of the Bandung City Civil Service Police Unit in achieving its objectives is the Public Order Enhancement Program. This program is an implementation of the regional apparatus policy, consisting of one or more activities, utilizing available resources to achieve measurable outcomes in line with the duties and functions of the regional apparatus. The output and outcome of this program are measured through Public Order Index. Achieving these outputs and outcomes requires funding, which is managed through the regional funding framework. This framework includes an analysis of development funding sources, optimizing the use of funds, and improving the quality of spending to support the administration of regional governance. The goal is to ensure the achievement of targets in the Regional Development Plan and national development objectives.

For human resources in the Bandung City Civil Service Police Unit, the details are shown in the following table:

Table 7. Human Resources in the Bandung City Civil Service Police Unit Based on Rank and Class

No.	Rank	Class	Number of Personnel
1.	Principal Supervisory Officer Mid-level	IV/C	1
2.	Supervisory Officer	IV/A	12
3.	Senior Administrative Officer	III/D	11
4.	Administrative Officer	III/C	29
5.	Junior Administrative Officer I	III/B	54

No.	Rank	Class	Number of Personnel
6.	Junior Administrative Officer	III/A	16
7.	Regulatory Officer I	II/D	78
8.	Regulatory Officer	II/C	20
9.	Junior Regulatory Officer I	II/B	24
10.	Junior Regulatory Officer	II/A	5
11.	First-level Assistant	I/D	4
Total			254

Source: Strategic Plan of the Bandung City Civil Service Police Unit for 2024-2026

Human resources are a critical factor influencing the success of services provided by the Bandung City Civil Service Police Unit. The quality and quantity of human resources directly determine the quality of service delivered to the public. The table shows that the human resources of the Bandung City Civil Service Police Unit are predominantly classified in Group II, representing 50% of the total, with Group II/D having the highest number at 30.70%. Conversely, Group I represents the smallest number, accounting for only 1.57% of the total human resources. Meanwhile, Group III is almost equal to Group II, accounting for 43.31%.

Based on the performance results related to the enforcement of street vendors, as shown in Table 3, the Bandung City Civil Service Police Unit has managed its resources efficiently. With the support of financial resources (Table 4) and human resources (Table 5), the performance of the Bandung City Civil Service Police Unit is considered effective in achieving the established goals.

Stakeholder-Focused

As a public organization, the Bandung City Civil Service Police Unit influences various stakeholders, including other regional apparatus organizations and the public. The effectiveness of its performance, based on the stakeholder approach, is measured by how well it meets the satisfaction of these stakeholders. This involves identifying key stakeholders, understanding their preferences, and addressing their demands (Kreitner & Kinicki, 2010; Waheed, 2016). Given the diversity of stakeholders, the differing interests among them present a challenge for the organization to achieve a balance that satisfies all parties.

Based on the measurement of the Public Order Index conducted by the Bandung City Civil Service Police Unit, their performance is assessed subjectively through a public perception survey. This survey generates a public order ratio that reflects performance related to the enforcement of street vendors. The survey results are displayed in the following table:

Table 8. Results of the Public Perception Survey on the Performance of the Bandung City Civil Service Police Unit Regarding the Controlling of Street Vendors

ITEM	SA	A	DL	DA	SUM
	83	368	116	35	602
%	13,79	61,13	19,27	5,81	100
Ratio	2024				0,71
	2023				0,71

Source: Study on the Measurement of the Public Order Index by the Bandung City Civil Service Police Unit, 2024

The table above shows the results of the public perception survey regarding the enforcement of street vendors in Bandung City, involving 602 respondents from 30 districts. The city of Bandung received a ratio of 0.71, the same value as the previous survey in 2023, falling into the "Public Order" category. According to the Bandung City Civil Service Police Unit, the enforcement of street vendors has positively impacted the public's comfort while engaging in activities in public areas. Extensive socialization with the public and vendors about the regulations in place has been key to fostering collective understanding. A preventive approach through education and awareness campaigns about the negative impacts of street vendor activities on public comfort and order should be prioritized.

Regional Government Organizations, such as the Cooperatives and Micro, Small, and Medium Enterprises Office, also play a role in managing the presence of street vendors. Strong law enforcement, along with regular monitoring in priority areas, is necessary to create a deterrent effect. Through a collaborative, integrated, and sustainable approach, violations in public areas can be minimized, significantly improving public comfort. Thus, based on the stakeholder approach, the performance of the Bandung City Civil Service Police Unit can be considered effective.

D. CONCLUSION AND RECOMMENDATION

Conclusion

This study demonstrates that the effectiveness of the performance of the Bandung City Civil Service Police Unit in regulating street vendors can be considered quite good based on three approaches: goals, resources, and stakeholders. The goal-based approach shows the organization's success in achieving its main targets, such as the improvement of the Public Order Index through various strategic measures. The resource-based approach highlights the efficient use of human resources and funding to support performance. Meanwhile, the stakeholder-based approach indicates that the organization's performance is able to meet public satisfaction, although there is room for improvement. However, it is important to note that, despite various efforts made, challenges remain in ensuring the sustainability of performance effectiveness, particularly in aligning the needs and expectations of various stakeholders and maximizing the use of available resources.

Recommendation

To improve its performance effectiveness, the Bandung City Civil Service Police Unit is advised to strengthen regulations and law enforcement related to the regulation of street vendors. A review of existing regulations should be conducted to ensure their relevance to current conditions, along with stricter supervision and the implementation of effective sanctions. In addition, enhancing human resource capacity should be prioritized through intensive training programs focused on improving personnel competencies. This effort should also be supported by the acquisition of additional high-quality resources to optimize the operational capacity of Satpol PP. Furthermore, collaboration with various stakeholders, including other regional government organizations and local communities, is essential to create integrated and sustainable solutions. For example, cooperation can be directed towards providing designated areas for street vendors that comply with regulations and meet public needs. Public education and socialization should also be strengthened through awareness campaigns about the importance of public order. This approach aims to build collective understanding and reduce the potential for conflict on the ground. Additionally, the adoption of information technology to monitor street vendor activities in real-time and evaluate Satpol PP performance systematically is a crucial step to improving effectiveness. This technology can also serve as a tool for more accurate and responsive data-driven decision-making. By implementing these recommendations, it is expected that

Satpol PP will be able to provide better public services and support Bandung City's goal of becoming a livable city

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