

ASSESSMENT OF THE PERFORMANCE OF THE APPARATUS OF THE PAMONG PRAJA POLICE UNIT (SATPOL PP) IN CONTROLLING UNLICENSED STREET VENDORS (PKL) IN MOJOKERTO CITY

Ananda Nurhaliza Suyatno^{1a*}, Tukiman^{2b}

¹²Department of Public Administration, Faculty of Social, Cultural, and Political Science,
National Development University “Veteran” of East Java, Surabaya

^aE-mail: anandanurrhaliza2003@gmail.com

(*) Corresponding Author

anandanurrhaliza2003@gmail.com

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ABSTRACT

After the COVID-19 pandemic, the number of street vendors selling along Jalan Benteng Pancasila, Mojokerto City, has increased significantly. This condition has prompted the need for enforcement by local government officials. This study aims to assess the performance of Pamong Praja Police Unit (Satpol PP) officers in regulating the presence of street vendors at this location. The research method used is descriptive qualitative with seven informants. It uses T.R Mitchell's (1978) theory of employee performance assessment, which includes quality of work, promptness, initiative, capability, and communication. Data collection was conducted through observation, in-depth interviews, and documentation, while data analysis used the interactive model of Miles and Huberman. The results of the study show that the performance quality, competence, and communication of Satpol PP employees in carrying out street vendor control tasks on Jalan Benteng Pancasila in Mojokerto City are at a good level. However, the indicators of timeliness and initiative are still at a fairly optimal level.

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INTRODUCTIONS

Indonesia's economic growth in 2020 experienced instability as a result of a significant decline in economic activity. This instability in the national economy was caused by the global spread of Covid-19. The consequences of this pandemic were not only felt in the year it occurred, but also had a lasting effect on the national economy in subsequent years (Hayati, 2022). These conditions prompted companies and organizations to cut costs, including labor-related expenses, in order to keep their operations running. Companies responded to this pressure by

implementing large-scale layoffs. This caused the unemployment rate in Indonesia to increase significantly (Baihaki, 2020). In order to survive, victims of layoffs who find it difficult to find new jobs decide to work in the informal sector, commonly known as street vendors. This has resulted in the proliferation of street vendors throughout various regions in Indonesia. Based on Presidential Regulation No. 125 of 2012 concerning the Coordination of the Structuring and Empowerment of Street Vendors, the definition of Street Vendors is as follows “Street vendors, hereinafter abbreviated as PKL, are business actors who conduct trade using mobile or stationary business facilities, using city infrastructure, social facilities, public facilities, land and buildings owned by the government and/or private entities that are temporary/non-permanent in nature.”

In Indonesia, in 2022, there were 22.9 million street vendors (Awiah et al., 2022). Meanwhile, in 2024, there will be 65.4 million street vendors in Indonesia, indicating an increase of 186% from 2022 to 2024, spread across several cities in Indonesia. The high number of street vendors can have various impacts on social life (Soleh & Daniel, 2019). One of the positive impacts of street vending is that it opens up vast business opportunities and employment for people who are not part of the formal economy, and it drives economic growth, given that the informal sector acts as both a seller and consumer of goods produced by the informal sector. Meanwhile, the negative impact is that the informal sector does not operate within a structured economic system, so it does not contribute to local tax revenue. In addition, this sector has the potential to cause crime, as it often operates in prohibited areas and requires protection from gangs. On the other hand, the informal sector also tends to damage the aesthetics of the city due to a lack of neat arrangement (Soleh & Daniel, 2019).

The massive presence of street vendors has led to various violations, mainly due to the lack of official business permits. Many street vendors use sidewalks, roadsides, and roadways as trading locations, thereby diverting the function of these areas and disrupting traffic flow. This condition causes pedestrians to lose space, narrows roads and causes congestion, and triggers illegal parking. In addition to threatening safety and hindering road users' activities, the concentration of street vendors also causes environmental problems due to the indiscriminate disposal of waste into drains and public spaces.

In handling this matter, the government established an agency with the aim of maintaining public order. This agency is the Pamong Praja Police Unit as stipulated in Law No. 23 of 2014 concerning Regional Government. This is further discussed in Government Regulation No. 16 of 2018 concerning the Pamong Praja Police Unit. This regulation explains that Satpol PP was formed “to enforce local regulations and local government regulations, maintain public order and peace, and provide protection for the community in every province and regency/city where Satpol PP is formed.”

In line with these government regulations, the Mojokerto City Government formed the Satpol PP organization to maintain order in the Mojokerto City area. This agency is further regulated in Mojokerto Mayor Regulation Number 105 of 2020 concerning the Position, Organizational Structure, Duties and Functions, and Work Procedures of the Mojokerto City Pamong Praja Police Unit. The regulation explains that “the Pamong Praja Police Unit has the task of assisting the Mayor in carrying out government affairs and assistance tasks in the field of public peace and order as well as community protection.” This is intended to address the social problem of rampant street vending in Mojokerto City. The city, with an area of 20,217 km² and a population of 137,430 in 2024 (BPS Kota Mojokerto, 2024), has also become a location for violations of local regulations (Perda), one of which is committed by street vendors. This situation can be seen in Figure 1, which shows the number of street vendors who have violated local regulations in the last five years in Mojokerto City.

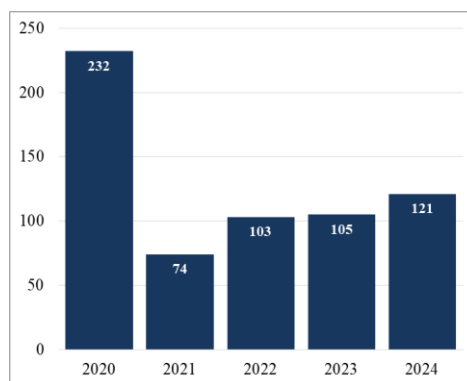


Figure 1. Data on Street Vendors Violating Local Regulations in Mojokerto City from 2020 to 2024
Source: Satpol PP Kota Mojokerto, 2025

Based on the image above, it can be concluded that street vendors in Mojokerto City have increased for three consecutive years. Although there was a significant decline in street vendors from 2020 to 2021, this did not last long because in the following year, namely 2022, violators of the local regulation increased until 2024. Given this situation, the Mojokerto City government needs to pay more attention to this issue.

In this regard, Satpol PP has a performance report that is used to assess the quality of Satpol PP's performance of its duties and functions in maintaining public peace and order. The Mojokerto City Satpol PP Performance Report presents the results of performance achieved in accordance with the targets set, particularly in terms of indicators for handling disturbances to public peace and order, as well as violations of Regional Regulations and Regional Head Regulations. Through this report, it is possible to determine the extent to which the Satpol PP has carried out its duties and functions in maintaining public order based on the targets formulated each year. The information presented also serves as a benchmark for assessing the performance of the agency over a certain period. The performance achievements of the Mojokerto City Satpol PP from 2022 to 2024 can be seen in the following table.

Table 1. Comparison of Performance Achievements of the Mojokerto City Public Order Agency (Satpol PP) in 2022-2024

Tahun	Target (%)	Realisasi (%)	Status
2022	100	100	Tercapai
2023	100	100	Tercapai
2024	100	98,88	Tidak tercapai

Source: Satpol PP Kota Mojokerto, 2025

Table 1 shows a comparison between the targets set and the actual performance of the Mojokerto City Satpol PP in handling disturbances to public peace and order and violations of local regulations/bylaws over the last three years, namely 2022 to 2024. In 2022, the target set at 100% was fully realized (LKjIP, 2023). This condition shows that all violations that occurred during that year were successfully handled in accordance with the predetermined targets. Similar achievements were also made in 2023, where indicators for handling disturbances to peace and public order and violations of local regulations/local government regulations were again realized at 100% (LKjIP, 2024) thus demonstrating the consistency of Satpol PP's administrative performance for two consecutive

years. However, in 2024 there was a slight decline in achievement. Although the target remained at 100%, the actual achievement was only 98.88% (LKjIP, 2025). This means that there were a small number of violations that were not fully addressed, so this indicator was categorized as not achieved. Although the percentage difference seems small, it is significant because it reflects that the success of handling violations in the field has not been fully optimized.

One area in Mojokerto City with street vendors violating local regulations is Jalan Benteng Pancasila, which is a strategic location with shopping centers and is often targeted by street vendors to operate on sidewalks and roadsides (Aryudha et al., 2022). In 2024, there were 78 street vendors operating on Jalan Benteng Pancasila (Satpol PP Kota Mojokerto, 2024). Street vendors on Jalan Benteng Pancasila generally operate from 5:00 p.m. to 10:00 p.m., often causing traffic jams during rush hour. The majority of street vendors in this location are in the culinary field, offering ready-to-eat food and drinks at affordable prices, quick service, and a wide variety of menus, making them attractive to consumers. However, their activities on sidewalks and roadsides disturb pedestrians and encourage illegal parking, which exacerbates traffic congestion.

In order to support the enforcement of street vendor regulations carried out by the Mojokerto City Public Order Agency (Satpol PP), the Mojokerto City Government has granted authority to Satpol PP through Mojokerto City Regulation Number 3 of 2021 concerning the Implementation of Tolerance, Public Peace and Order, and Community Protection. Article 25 paragraph (3) letter a explains that "Satpol PP has the authority to take non-judicial enforcement actions against members of the community who violate local regulations or mayoral regulations." Furthermore, Satpol PP, in relation to the enforcement of regulations on street vendors on Jalan Benteng Pancasila, has several forms of enforcement measures. As a first step, Satpol PP conducts outreach to street vendors on Jalan Benteng Pancasila to convey the applicable regulations and raise awareness not to use sidewalks and roadsides as areas for selling. The second effort, if socialization is ineffective, is for Satpol PP to issue administrative sanctions in the form of a first warning letter, which contains information on the type of violation, the violated article, and the deadline for moving the merchandise. If the first warning is ignored, it can be followed by a second and third warning letter. As a last resort, when persuasive approaches fail, Satpol PP takes repressive measures in the form of raids to deter street vendors who continue to violate regulations. These measures aim to enforce regulations, ease traffic flow, and ensure pedestrian access and the comfort and safety of the general public. Despite various efforts, the reality on the ground shows that street vendors continue to conduct their business activities on sidewalks and road shoulders. This indicates limitations in the effectiveness of Satpol PP's enforcement of street vendor regulations. This situation raises questions about the performance of Satpol PP officers in enforcing regulations on Jalan Benteng Pancasila, as the performance of officers directly impacts the achievement of organizational goals.

Previous studies have discussed the control of traders carried out by Satpol PP. As in previous studies (Rukmana, 2020) study examined "the effectiveness of the role of the Pamong Praja Police Unit in enforcing street vendors in Bandung City." The results showed that the role of Satpol PP was not effective in terms of effectiveness, role, and legality. The difference with this study is that it focuses on the effectiveness of the role of Satpol PP, while this study examines the performance of Satpol PP employees. Second, the study (Aryudha et al., 2022) examines the "implementation of street vendor control policies on Jalan Benteng Pancasila in Mojokerto City." The results showed that the control was not optimal because strict sanctions had not been applied and there was a lack of consistency and coordination from the Mojokerto City Government. The main difference lies in the focus of the research. Aryudha et al., 2022 focused on policy implementation, while this study focused on the performance of Satpol PP employees in controlling street vendors.

Moekijat (2007) explains that performance reflects emotions related to the soul, group spirit, happiness, and activity (Warella et al., 2021). In this case, work refers to activities to complete tasks that require certain efforts and skills (Adamy, 2016). Mangkunegara (2005) explains that employee performance is the result of work in terms of both quality and quantity achieved by individuals in carrying out their duties in accordance with the responsibilities

assigned to them (Huseno, 2016). Performance appraisal is a step to assess and inform employees about how they carry out their duties and make plans for improvement (Rue et al., 2016).

Based on a review of previous studies, it can be concluded that the control of street vendors by Satpol PP has not been optimal, with street vendors returning to public spaces despite various efforts. The novelty of this study lies in its focus on the performance of Satpol PP officers as a key factor in the enforcement of street vendors. This study will use T.R. Mitchell's (1978) performance appraisal theory, which outlines five main indicators, including work quality, timeliness, initiative, competence, and communication. Through these indicators, this study seeks to comprehensively describe the performance of the Pamong Praja Police Unit (Satpol PP) in regulating unlicensed street vendors in Mojokerto City.

METHODS

This study uses a qualitative descriptive approach, with the main focus being the assessment of the performance of Satpol PP employees in regulating street vendors on Jalan Benteng Pancasila in Mojokerto City, referring to T.R Mitchell (1978) theory of employee performance assessment, which consists of performance quality, timeliness, initiative, ability, and communication. In this study, the research subjects consisted of four informants, including the Head of Public Peace and Order of Satpol PP in Mojokerto City, the Head of Operations and Control of Satpol PP in Mojokerto City, members of Satpol PP in Mojokerto City, and street vendors on Jalan Benteng Pancasila. In determining the informants for this study, purposive sampling was used, which is a method of selecting informants based on certain criteria set by the researcher (Sugiyono, 2019). Data collection techniques included observation, interviews, and documentation. In this study, the data analysis technique used to sharpen the research was the interactive model by Miles & Huberman (1994), which consists of data collection, data reduction, data display, and conclusion drawing (Sugiyono, 2019).

RESULTS AND DISCUSSION

Quality of Work

Mitchell (1978) explains that performance quality is a way to measure the extent of an employee's contribution to an organization, which is observed from the results of work and the accuracy and precision in carrying out and completing tasks by employees, the level of dedication to the implementation and completion of tasks, as well as improvements and enhancements in the quality of work results (Widiati, 2021). Thus, quality of work in the context of the task of controlling illegal street vendors on Jalan Benteng Pancasila by the Mojokerto City Satpol PP emphasizes work results and the accuracy and precision in the implementation and completion of tasks by the Satpol PP; the level of commitment to the implementation and completion of tasks; and the improvement and enhancement of work results. In carrying out their duties as law enforcement officers, Satpol PP has a Standard Operating Procedure (SOP) that is used as a guideline for the task of controlling illegal street vendors. Therefore, Satpol PP must comply with the task implementation guidelines in order to achieve the predetermined objectives. Compliance with these SOPs indicates that employees have mastered the concepts of their duties and responsibilities so that enforcement can be carried out systematically, purposefully, and in accordance with regulations.

The Mojokerto City Public Order Agency (Satpol PP), as an institution that interacts directly with the community, needs to apply a humanistic approach in every enforcement of street vendors on Jalan Benteng Pancasila. This approach is important considering that the existence of street vendors is closely related to the socio-economic conditions of the community. By maintaining persuasive communication and avoiding actions that could cause new problems, Satpol PP officers have succeeded in ensuring that the enforcement process runs safely without causing conflicts in the field. In addition, Satpol PP of Mojokerto City has conducted joint evaluations with its leadership on the enforcement of street vendors, allowing officers to identify obstacles, determine solutions, and adjust enforcement

strategies in the future. Furthermore, to improve the competence of officers in carrying out street vendor control tasks on Jalan Benteng Pancasila, the Mojokerto City Satpol PP held training to help officers understand the dynamics in the field, update their knowledge of SOPs, and improve their ability to deal with various situations, including resistance from street vendors. These capacity-building efforts demonstrate that the Satpol PP has a strong orientation toward professionalism and human resource development to support the success of enforcement efforts.

Promptness

In T.R Mitchell (1978) theory, punctuality refers to employee behavior in carrying out their duties, with a focus on the ability to complete work according to a predetermined schedule and minimize the possibility of errors (Widiati, 2021). Therefore, regulations are needed to create good order in the work environment, because an office or workplace is considered disciplined if its employees comply with the applicable rules. The Mojokerto City Public Order Agency, as a local government agency, also needs to demonstrate a disciplined attitude towards the regulations and main duties and functions it carries out. In this context, Satpol PP, in carrying out its duties to control illegal street vendors, which involves dealing with a large number of unlicensed vendors, needs to develop more detailed control tasks. However, in fact, it was found that in the process of carrying out the task of regulating illegal street vendors on Jalan Benteng Pancasila, the Mojokerto City Satpol PP did not have a fixed schedule for carrying out this task. This fact on the ground illustrates that the time planning mechanism is not yet fully structured.

Uncertainty in scheduling can result in enforcement activities becoming reactive and not always coinciding with the moment when street vendors commit violations, thereby potentially reducing the effectiveness of enforcement. However, in the field, Satpol PP officers can still maintain their discipline by ensuring they are never late to arrive on site when enforcement of street vendors is required, even without a regular schedule. Thus, the punctuality of officers demonstrates their commitment and responsibility in performing their duties, as well as reflecting individual discipline as part of the professional standards of public officials.

At the Satpol PP agency, when carrying out enforcement duties, it is essential to have a time limit during the enforcement process. This is useful for ensuring that activities are carried out in a measured manner, preventing waste of time and resources, and maintaining the effectiveness of coordination between officers in the field. With a clear time limit, the enforcement process can be carried out more systematically and in accordance with the established operational objectives. However, the Satpol PP's enforcement of illegal street vendors does not align with the concept of promptness in assessing performance. This is because the Satpol PP does not have a time limit for completing enforcement tasks in the field, so tasks are completed without a clear time frame. This situation can have an impact on efficiency, because without a time limit, the duration of enforcement tends to be uncontrolled and lacks a clear completion target.

Initiative

According to Mitchell (1978), initiative is an individual's ability to take action without help from others, including developing a series of activities and finding new methods that are inventive or innovative, known as initiative. In addition, initiative also includes the ability to take on greater responsibility optimally and the courage to face the risks of decisions made (Widiati, 2021). The Mojokerto City Satpol PP (Public Order Agency) regarding the performance of street vendor control on Jalan Benteng Pancasila showed that employees had the initiative to comply with regulations and carry out control in accordance with the established Standard Operating Procedure (SOP). This was evident in the Satpol PP carrying out its duties in accordance with the control implementation procedure. The initiative to comply with the SOP shows that employees are able to carry out their duties proactively within the rules, thereby encouraging consistency in the implementation of enforcement. In addition, in carrying out enforcement duties, Satpol members do not have the authority to carry out tasks independently and must wait for instructions from

their superiors before conducting enforcement. This condition indicates that the scope for employee initiative is still limited by the organizational command structure.

Although in carrying out their duties, members of the Satpol PP as officers who are limited by the command structure in enforcing regulations on illegal street vendors do not allow these limitations to hinder them in performing their duties. When carrying out their duties, the initiative to make quick decisions is essential in urgent situations. The Mojokerto City Satpol PP, which has the task of enforcing regulations in conditions that can change at any time, needs to be able to make decisions quickly without having to wait for instructions from their superiors. Therefore, when in the field, the Satpol PP makes quick decisions if the conditions in the field present several problems and it is not possible to wait for instructions from the office.

In the context of illegal street vendors, which is closely related to the socio-economic conditions of the community, Satpol PP needs to carry out follow-up tasks after enforcement. The initiative to keep Jalan Benteng Pancasila free from illegal street vendors can be seen in Satpol PP employees who carry out surveillance or patrol duties 24 hours a day. The implementation of continuous patrols and surveillance is a form of initiative that demonstrates the commitment of officers to maintaining public order without having to wait for direct instructions at all times. The implementation of 24-hour patrols is one form of initiative in carrying out their duties and complying with the plan that has been set beforehand. Round-the-clock surveillance shows that officers have internal motivation to ensure that the environment remains orderly and supports the organization's goal of maintaining the smooth running of community activities in the Benteng Pancasila area.

Capability

The ability of Satpol PP officers to enforce street vendor regulations on Jalan Benteng Pancasila can be seen through various aspects that are in line with the capability indicators in T.R. Mitchell's performance theory, which emphasizes that performance is influenced by skills, experience, knowledge, and the individual's capacity to perform tasks effectively (Mitchell, 1978). Mitchell also explains capability as an effort that can be acquired by an individual when carrying out assigned tasks, based on expertise, experience, commitment, and duration. This capability will enable the organization to achieve its goals appropriately (Widiati, 2021). One manifestation of this capability can be seen in the way officers deal with resistance from street vendors who are being regulated through a humanistic approach. This response shows that employees have good interpersonal skills, where a persuasive approach is used as a method of conflict resolution. Technical competence is also evident in employees' understanding of the procedures and operational steps that must be carried out in the field. A good understanding of procedures enables employees to reduce operational errors and increase the accuracy of their actions in enforcement.

In addition, in carrying out the task of controlling illegal street vendors, Satpol PP demonstrated its ability to maintain a conducive situation through coordination between officers, showing collaborative capacity and emotional stability, which are important in the performance of field officers. Through this coordination, the potential for friction with street vendors can be minimized so that control activities can proceed in an orderly manner. The performance capabilities of Satpol PP were also evident in their ability to complete the entire series of enforcement activities. This shows that the ability to complete the entire series of activities demonstrates that employees not only understand their duties, but can also maintain consistent performance until the activities are completed..

Furthermore, Satpol PP as the agency responsible for maintaining peace and order, needs to maintain consistency in keeping the area free of unlicensed street vendors. This can be seen in the patrol activities carried out by Satpol PP in Mojokerto City. The ability to keep the area conducive through routine patrols illustrates the preventive capabilities that are part of the capacity of employees in controlling their work areas. These patrols reflect the application of the principle of continuous improvement through ongoing monitoring. However, limitations in conducting strict supervision due to socio-economic considerations regarding street vendors show that employee

capacity is also influenced by external contexts. Thus, the ability of Satpol PP in this context is not only determined by technical skills, but also by the ability to balance law enforcement with social conditions in the field.

Communication

Communication plays an important role because it determines the extent to which employees are able to convey information, understand instructions, and coordinate effectively in carrying out their duties. According to Mitchell (1978) communication is a process in which the person conveying the message (the communicator) provides information in order to produce a common and deep understanding between one another (Widiati, 2021). The communication pattern implemented by the Mojokerto City Satpol PP in controlling street vendors on Jalan Benteng Pancasila reflects efforts to maintain smooth coordination both internally and externally. One form of communication practice that can be observed is the coordination between agencies prior to the implementation of control measures. The Satpol PP does not work independently but collaborates with other agencies such as the Trade Department, the Indonesian National Armed Forces (TNI), the Indonesian National Police (Polri), and the Transportation Department (Dishub).

In addition to inter-agency communication, the Mojokerto City Satpol PP also demonstrates communication between leaders and members through morning roll calls conducted before enforcement activities. This practice provides an opportunity to convey instructions, clarify tasks, and ensure a common understanding of the enforcement SOP. In addition to vertical communication, horizontal communication among Satpol PP members is also evident through the use of walkie-talkies (HT) and direct instructions in the field. This interaction speeds up the process of conveying information, especially when the situation changes rapidly, such as when street vendors move or when adjustments to the enforcement formation are needed.

Another aspect of communication can be seen in the humanistic approach used by officers when dealing with street vendors. The persuasive approach, which ranges from providing explanations and polite appeals to avoiding harsh actions, shows that Satpol PP considers social aspects in carrying out its enforcement duties. This humanistic approach is not only a communication strategy, but also a form of bureaucratic adjustment to the social sensitivities inherent in the task of enforcing street vending regulations.

CONCLUSION

Based on the above analysis, it can be concluded that the performance of the Civil Service Police Unit (Satpol PP) of Mojokerto City in controlling unlicensed street vendors when evaluated using T.R. Mitchell's (1978) employee performance theory—reveals a mixed yet largely positive profile across key performance indicators. First, the *quality of work* indicator is rated good, as evidenced by consistent adherence to Standard Operating Procedures (SOPs), the ability to maintain humane and respectful interactions with street vendors, the implementation of regular performance evaluations, and the provision of continuous training to enhance staff competence. These practices collectively align with Mitchell's conceptualization of work quality, reflecting that Satpol PP personnel operate in a systematic, purposeful, and socially responsive manner. Second, the *punctuality* indicator is assessed as poor. While individual officers consistently report on time for enforcement operations demonstrating personal discipline and operational readiness the absence of a formal, standardized enforcement schedule and clearly defined time limits for field operations undermines institutional timeliness.

Consequently, enforcement efforts remain largely reactive and lack measurable efficacy, falling short of Mitchell's expectation of promptness in task execution. Third, the *initiative* indicator scores fairly good: officers demonstrate commendable initiative by proactively adhering to SOPs, making sound decisions in urgent field situations, and conducting round-the-clock patrols. However, their autonomy is structurally constrained by a centralized command system that requires prior authorization from superiors before action can be taken, thereby

limiting the full expression of individual initiative and preventing this dimension from reaching the “good” threshold. Fourth, the *task performance* indicator is rated good, supported by officers’ strong technical and interpersonal capabilities including their ability to manage vendor resistance humanely, thorough understanding of SOPs, effective coordination to maintain public order, comprehensive completion of enforcement procedures, and consistent routine patrols.

Although strict supervision is occasionally moderated due to socio-economic considerations regarding vendors, this reflects ethical and policy-based discretion rather than incompetence; thus, overall task performance meets Mitchell’s standards for technical, interpersonal, and operational proficiency. Finally, the *communication* indicator is also rated good, demonstrated through effective inter-agency coordination, daily morning briefings for directive dissemination, efficient horizontal communication via two-way radios (HT), and a consistently humanistic communication approach with street vendors factors that strengthen both internal cohesion and external collaborative effectiveness. In summary, Satpol PP’s performance in managing unlicensed street vendors excels in quality, task execution, and communication, yet requires targeted improvements in procedural timeliness and structural empowerment to foster greater initiative, particularly through the institutionalization of standardized operational timelines and a more decentralized decision-making framework at the field level.

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