

**EFFECTIVENESS OF THE RAPID RESPONSE UNIT PROGRAM OF THE MUNICIPAL POLICE IN CONTROLLING STREET VENDORS IN PALEMBANG CITY, SOUTH SUMATRA PROVINCE****EFEKTIVITAS PROGRAM UNIT REAKSI CEPAT SATUAN POLISI PAMONG PRAJA DALAM PENERTIBAN PEDAGANG KAKI LIMA DI KOTA PALEMBANG PROVINSI SUMATERA SELATAN****Hanif Aunur Rahman<sup>1</sup>, Abdul Wahab<sup>2</sup>**Institut Pemerintahan Dalam Negeri<sup>1,2</sup>

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*\*Corresponding Author***ABSTRACT**

The persistence of street vendors (PKL) violating local regulations in public spaces remains a significant challenge in Palembang City, contributing to traffic congestion, public disorder, and disruption of urban spatial functions. This study aims to analyze the effectiveness of the Rapid Reaction Unit (URC) Program of the Palembang City Civil Service Police Unit (Satpol PP) in controlling street vendors using Richard M. Steers' (1985) organizational effectiveness theory, which includes goal attainment, internal integration, adaptation to the environment, and stakeholder satisfaction. This qualitative descriptive study collected data through in-depth interviews with key informants (URC officers, street vendors, and community members), direct field observations, and documentation of Satpol PP activity reports and the SANG MASTER system data from 2021 to 2025. Data were analyzed using an interactive model involving data reduction, data display, and conclusion drawing, with validity ensured through source and method triangulation. The findings indicate that the effectiveness of the URC Program is categorized as fairly good. Goal attainment is relatively optimal in responding to public complaints and conducting routine patrols. However, obstacles persist in inter-agency integration that is not fully synergistic, situational adaptation, and limitations in human resources, facilities, infrastructure, and operational budget. Stakeholder satisfaction varies: the general public tends to support the program for improved orderliness, while street vendors express objection due to the lack of sustainable relocation and economic empowerment solutions. This study recommends strengthening human resource capacity, increasing operational budgets, and enhancing cross-sectoral synergy to make the URC Program more effective and sustainable in maintaining public order in Palembang City.

**Keywords:** *Organizational Effectiveness; Rapid Reaction Unit (URC); Civil Service Police Unit (Satpol PP); Street Vendor Control; Public Order*

**ABSTRAK**

Masih maraknya pedagang kaki lima (PKL) yang melanggar peraturan daerah di ruang publik menjadi tantangan serius di Kota Palembang, yang menyebabkan kemacetan lalu lintas, gangguan ketertiban umum, dan terganggunya fungsi ruang kota. Penelitian ini bertujuan menganalisis efektivitas Program Unit Reaksi Cepat (URC) Satuan Polisi Pamong Praja (Satpol PP) Kota Palembang dalam penertiban PKL dengan menggunakan teori efektivitas organisasi Richard M. Steers (1985) yang meliputi pencapaian tujuan, integrasi internal, adaptasi terhadap lingkungan, dan kepuasan stakeholder. Penelitian kualitatif deskriptif ini mengumpulkan data melalui wawancara mendalam dengan informan kunci (petugas URC, pedagang kaki lima, dan masyarakat), observasi lapangan langsung, serta studi dokumentasi laporan kegiatan Satpol PP dan data sistem SANG MASTER periode 2021–2025. Analisis data dilakukan dengan model interaktif meliputi reduksi data, penyajian data, dan penarikan kesimpulan, dengan validitas melalui triangulasi sumber dan metode. Hasil penelitian menunjukkan bahwa efektivitas Program URC berada pada kategori cukup baik. Pencapaian tujuan relatif optimal dalam penanganan aduan masyarakat dan patroli rutin. Namun, masih terdapat kendala pada integrasi antar instansi yang belum sinergis, adaptasi yang bersifat situasional, serta keterbatasan sumber daya manusia, sarana prasarana,

dan anggaran operasional. Kepuasan stakeholder bervariasi; masyarakat umum cenderung mendukung karena peningkatan ketertiban, sedangkan PKL merasa keberatan akibat minimnya solusi relokasi dan pemberdayaan yang berkelanjutan. Penelitian ini merekomendasikan penguatan kapasitas sumber daya manusia, peningkatan anggaran operasional, serta sinergi lintas sektor agar Program URC dapat berjalan lebih efektif dan berkelanjutan dalam menjaga ketertiban umum di Kota Palembang.

**Kata Kunci: Efektivitas Organisasi; Unit Reaksi Cepat (URC); Satuan Polisi Pamong Praja; Penertiban Pedagang Kaki Lima; Ketertiban Umum**

## 1. INTRODUCTION

Urbanization and the growth of the informal economy in developing countries have led to complex challenges in managing street vendors (PKL). In Palembang City, the capital of South Sumatra Province, the presence of unregulated PKL has significantly contributed to traffic congestion and public space disorders. As one of the cities with the highest traffic congestion rates in Indonesia, Palembang requires effective law enforcement in public order. The Palembang City Government, through the Civil Service Police Unit (Satpol PP), introduced the SANG MASTER system and the Unit Reaksi Cepat (URC) as an innovative rapid response mechanism to handle public complaints regarding public order violations, including PKL activities. This program is grounded in Law No. 23 of 2014 on Regional Government, Government Regulation No. 16 of 2018 on Satpol PP, and relevant local regulations.

Despite these efforts, data from 2021–2023 show that the response rate to public complaints remains in the “fairly good” category (73.9% - 75.9%). Repeated violations indicate a gap between policy objectives and field implementation. Previous studies have generally discussed Satpol PP performance or PKL relocation strategies, but few have specifically examined the effectiveness of the URC model combined with digital innovation in the Palembang context. This study fills that gap by analyzing the effectiveness of the URC Program using Steers’ (1985) organizational effectiveness theory. The research questions are: (1) How effective is the URC Program in controlling PKL in Palembang City? (2) What factors hinder its effectiveness? (3) What efforts have been made to improve the program?

## 2. METHODS

This study employs a qualitative descriptive approach with an interactive data analysis model. The research was conducted in Palembang City, focusing on high-risk PKL areas such as 16 Ilir, Pasar Cinde, and Ampera Bridge. Data sources include primary data from semi structured in depth interviews with purposive key informants (URC commanders, personnel, street vendors, and community members) and secondary data from Satpol PP activity reports, SANG MASTER system records (2021 - 2025), local regulations, and planning documents.

Data collection techniques consisted of interviews, direct field observation, and documentation study. Data analysis followed Miles et al. (2019): data reduction, data display, and conclusion drawing. Validity was ensured through source and methodological triangulation.

The analytical framework is based on four dimensions of organizational effectiveness according to Richard M. Steers (1985): goal attainment, internal integration, adaptation to environment, and stakeholder satisfaction.

## 3. RESULTS AND DISCUSSION

### 3.1. Effectiveness of the URC Program

The findings of this study indicate that the effectiveness of the Rapid Reaction Unit (URC) Program implemented by the Municipal Police (Satpol PP) in controlling street vendors (PKL) in Palembang can generally be categorized as fairly good. This condition is reflected in the program’s ability to respond rapidly to public complaints related to public order disturbances and to conduct routine patrol activities in several strategic urban areas. The URC has demonstrated a relatively responsive operational mechanism in addressing violations of

regional regulations, particularly those associated with the use of public spaces by informal street vendors.

From the perspective of goal attainment, the program has succeeded in reducing temporary congestion and disorder in several public locations that previously experienced high concentrations of illegal PKL activities. The presence of URC personnel has also contributed to improving public perceptions regarding urban order and government responsiveness. Nevertheless, the achievement of these objectives tends to be short-term and procedural rather than sustainable. Empirical findings reveal that many PKL eventually return to the same prohibited areas after enforcement activities are completed. This recurring pattern indicates that the program has not yet fully addressed the structural and socioeconomic roots underlying the persistence of informal street vending activities.

In terms of organizational integration, the study found that coordination among relevant government agencies remains relatively weak. Collaboration between Satpol PP, the Trade Office, the Transportation Office, and other related stakeholders has not been implemented in a fully integrated and systematic manner. Institutional coordination tends to occur only during certain operational moments and has not yet developed into a sustainable governance framework. As a consequence, policy implementation often becomes fragmented, resulting in overlapping responsibilities and limited effectiveness in managing PKL issues comprehensively.

The adaptation dimension of the program also demonstrates several limitations. The URC operational strategy tends to rely on situational responses rather than long-term preventive planning. Policy adjustments are generally reactive to field conditions and public complaints, rather than based on systematic mapping, data-driven policy analysis, or integrated urban management strategies. This condition reflects the limited institutional capacity in developing adaptive governance mechanisms capable of addressing the dynamic nature of informal economic activities in urban areas.

Furthermore, stakeholder satisfaction regarding the URC Program appears to be relatively mixed. On one hand, members of the public generally perceive the program positively because it contributes to cleaner, safer, and more orderly public spaces. Improved traffic flow and reduced occupation of sidewalks by PKL are considered beneficial for urban mobility and public convenience. On the other hand, many PKL express dissatisfaction with the implementation of the program due to the negative economic consequences they experience. Enforcement activities are often perceived as reducing their income opportunities, particularly because adequate relocation schemes and sustainable economic alternatives have not been optimally provided by the local government.

These findings suggest that the effectiveness of the URC Program cannot solely be measured through operational enforcement indicators, such as the frequency of patrols or the number of PKL removed from public spaces. More importantly, effectiveness should also be evaluated based on the sustainability of policy outcomes, the quality of inter-organizational governance, and the extent to which the policy accommodates socioeconomic justice for vulnerable informal sector actors. Therefore, a more collaborative, inclusive, and empowerment-oriented policy approach is necessary to strengthen the long-term effectiveness of public order management in urban areas.

### **3.2. Inhibiting Factors**

The implementation of the Rapid Reaction Unit (URC) Program of the Municipal Police (Satpol PP) in controlling street vendors (PKL) in Palembang faces various inhibiting factors that influence the overall effectiveness of policy implementation. These obstacles can generally be categorized into internal and external factors, both of which are interconnected and significantly affect the sustainability of public order enforcement in urban areas.

From the internal perspective, one of the primary obstacles identified in this study is the limitation of human resources within the URC organization. The number of personnel available is considered insufficient compared to the scale and complexity of PKL-related issues across strategic public spaces in the city. This imbalance creates operational constraints, particularly in conducting routine patrols, monitoring violations, and responding rapidly to public complaints in multiple locations simultaneously. In addition to quantitative limitations, disparities in personnel capacity and technical competence also affect the consistency and professionalism of enforcement practices in the field.

Another significant internal challenge concerns the inadequacy of operational facilities and infrastructure. The availability of patrol vehicles, communication equipment, and technological support systems remains limited, thereby reducing the mobility and responsiveness of URC personnel during operational activities. In several cases, field operations are conducted with insufficient logistical support, resulting in delays in coordination and reduced effectiveness in handling public order disturbances. The lack of modern surveillance and communication systems further constrains the ability of the organization to implement integrated and data-driven enforcement mechanisms.

Budgetary limitations also emerge as a critical factor inhibiting program optimization. The operational budget allocated for URC activities is considered insufficient to support continuous patrols, personnel development, procurement of equipment, and implementation of preventive programs. Limited financial resources often force the organization to prioritize short-term enforcement activities over long-term strategic initiatives, such as community engagement, public education, and empowerment-based approaches for PKL management. Consequently, policy implementation tends to emphasize reactive actions rather than sustainable governance solutions.

From the external perspective, the study found that inter-agency coordination among government institutions remains suboptimal. Collaboration between Satpol PP, the Trade Office, the Transportation Office, local district authorities, and other related agencies has not yet functioned effectively within an integrated policy framework. Sectoral ego, overlapping authority, and the absence of a coordinated operational mechanism often lead to fragmented implementation processes. As a result, efforts to control PKL frequently lack continuity and fail to produce sustainable outcomes in urban management.

In addition, low levels of legal awareness among PKL and parts of the community constitute another major external obstacle. Many PKL continue to occupy prohibited public spaces despite repeated enforcement measures and policy socialization conducted by the government. Economic pressures, limited access to formal business spaces, and weak understanding of regional regulations contribute to persistent non-compliance behavior. This condition demonstrates that law enforcement alone is insufficient in resolving PKL-related issues without being accompanied by participatory education, socioeconomic support, and inclusive policy alternatives.

The interaction between these internal and external inhibiting factors indicates that the challenges faced by the URC Program are multidimensional in nature. Therefore, improving policy effectiveness requires not only strengthening organizational capacity and operational resources, but also enhancing institutional collaboration and developing more adaptive approaches that balance public order objectives with socioeconomic considerations for informal sector actors.

### **3.3. Efforts by Satpol PP**

In carrying out the implementation of the Rapid Reaction Unit (URC) Program, the Municipal Police (Satpol PP) of Palembang has adopted several strategic approaches aimed at maintaining public order and controlling street vendor (PKL) activities in public spaces. The findings of this study indicate that the efforts undertaken by Satpol PP generally consist of

persuasive-humanistic, preventive, and repressive approaches, which are implemented according to situational conditions and operational needs in the field.

The persuasive-humanistic approach is reflected through socialization activities, verbal warnings, dialogue, and direct communication with PKL before enforcement actions are conducted. Satpol PP personnel attempt to encourage voluntary compliance by emphasizing awareness of regional regulations and the importance of maintaining urban order. In several cases, officers prioritize negotiation and educational communication to reduce the potential for social conflict during control operations. This approach demonstrates an institutional effort to create a more humane and socially acceptable enforcement model, particularly considering that PKL represents a vulnerable informal economic group that depends on public spaces for livelihood activities.

In addition to persuasive measures, Satpol PP also implements preventive strategies through routine patrols, area monitoring, and rapid responses to public complaints related to disturbances of public order. Preventive actions are intended to minimize violations before they escalate into broader urban management problems. The URC plays a significant role in increasing government responsiveness through patrol-based surveillance systems and direct intervention in strategic public areas frequently occupied by PKL. These preventive efforts contribute to maintaining traffic flow, pedestrian accessibility, and the overall cleanliness and orderliness of urban spaces.

However, when persuasive and preventive mechanisms fail to achieve compliance, Satpol PP also applies repressive approaches in accordance with regional regulations. These actions include forced dispersal, confiscation of equipment, and enforcement operations against PKL occupying prohibited locations. Repressive measures are generally used as a final alternative to ensure the implementation of local government policies regarding public order. Although such actions may temporarily restore urban order, the study found that they often generate social resistance and recurring violations, particularly when not accompanied by sustainable socioeconomic solutions.

The findings further reveal that the implementation of these approaches has not yet been sufficiently balanced with comprehensive relocation policies and long-term economic empowerment programs for PKL. Relocation initiatives provided by the government are often perceived as less strategic in terms of market accessibility and economic viability, causing many PKL to return to their previous trading locations. Furthermore, limited support in the form of business assistance, access to capital, entrepreneurship training, and informal sector empowerment reduces the effectiveness of enforcement-oriented policies in producing sustainable outcomes.

These findings are consistent with the organizational effectiveness theory proposed by Richard M. Steers, which emphasizes that organizational effectiveness is strongly influenced by the organization's ability to achieve internal integration and adapt to its external environment. In the context of the URC Program, weak inter-agency coordination and limited adaptation to the socioeconomic realities of PKL indicate that organizational effectiveness cannot be achieved solely through enforcement capacity. Instead, effective governance requires integrated institutional collaboration, adaptive policy mechanisms, and balanced approaches that combine regulatory enforcement with social and economic empowerment strategies.

Therefore, the effectiveness of Satpol PP efforts in controlling PKL should not merely be evaluated from the perspective of operational order enforcement, but also from the government's ability to develop inclusive urban governance models that accommodate both public order objectives and the economic sustainability of informal sector communities.

#### **4. CONCLUSION**

This study demonstrates that the effectiveness of the Rapid Reaction Unit (URC) Program implemented by the Municipal Police (Satpol PP) in controlling street vendors (PKL) in

Palembang has generally performed fairly well in supporting the realization of public order and the enforcement of regional regulations. The existence of the URC has enhanced the responsiveness of the local government toward violations of public order, particularly those related to PKL activities occupying public spaces in an unorganized manner. The program also reflects the commitment of the local government to strengthening urban governance that is more orderly, secure, and service-oriented toward the community.

Nevertheless, the level of program effectiveness has not yet reached an optimal condition. The findings indicate that various structural and operational constraints continue to significantly affect the performance of the URC. Limitations in human resources, both in terms of the number of personnel and technical competencies, constitute one of the major obstacles in implementing consistent and sustainable enforcement activities. In addition, inadequate operational facilities and infrastructure, such as patrol vehicles, communication devices, and surveillance technology support, have reduced the rapid response capacity in handling violations in the field.

This study also found that cross-sectoral coordination among local government organizations has not yet functioned optimally. Weak synergy among Satpol PP, the Trade Office, the Transportation Office, security apparatus, and other related institutions has caused the implementation of PKL control policies to remain partial and insufficiently integrated. On the other hand, the low level of legal compliance among the community, particularly among some PKL, indicates that purely repressive approaches are not sufficiently effective in creating sustainable public order. This condition highlights the need for more collaborative, persuasive, and community economic empowerment-based policy approaches.

From a theoretical perspective, this study strengthens the argument that the effectiveness of public policy implementation is not solely determined by regulatory aspects and formal authority, but is also influenced by institutional capacity, coordination among actors, resource support, and social legitimacy at the community level. Therefore, the success of PKL control programs requires the integration of law enforcement approaches, collaborative governance, and inclusive informal economic development strategies.

Based on the findings, several strategic recommendations can be proposed. First, the Government of Palembang should formulate a specific regulation in the form of a Mayor Regulation that comprehensively governs URC authority, integrated coordination mechanisms, standard operating procedures, and sustainable budgeting schemes. Such regulation is essential to strengthen institutional legitimacy and the effectiveness of policy implementation in the field.

Second, organizational capacity enhancement should be carried out through increasing the number of URC personnel, implementing continuous training programs, and strengthening competencies in conflict mediation, public communication, and regional regulation enforcement. Furthermore, the local government needs to provide adequate operational facilities to support the professional and responsive performance of the URC.

Third, the local government should strengthen policy socialization strategies toward the community and develop sustainable economic empowerment programs for PKL. This approach can be implemented through collaboration with relevant agencies, business actors, and local communities to create relocation alternatives and business development programs that are more adaptive to the economic needs of informal sector communities.

Fourth, future studies are recommended to develop quantitative-based evaluations concerning the impact of implementing digital systems such as SANG MASTER on the effectiveness of enforcement and the quality of public services. In addition, studies regarding creative economy-based PKL relocation models and urban inclusive development also have significant potential contributions to the development of more sustainable urban governance policies.

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