

Law Enforcement by the Civil Service Police Unit (Satpol PP) in Addressing Street Vendors' Violations of the Regional Regulations of Palembang City Through a Humanistic and Restorative Approach

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Abstract

Street vendors (*Pedagang Kaki Lima* or PKL) contribute significantly to local economic development and community livelihoods in Palembang City. However, their activities often conflict with regional regulations governing public order and the use of public spaces, creating challenges for law enforcement authorities. This study aims to analyze the law enforcement efforts undertaken by the Palembang City Civil Service Police Unit (*Satpol PP*) in addressing violations committed by street vendors through humanistic and restorative approaches. The research employs a normative legal method supported by primary data using a descriptive-analytical approach. Data were collected through literature review, analysis of statutory regulations, and examination of law enforcement practices implemented by the Palembang City Civil Service Police Unit. The findings reveal that law enforcement has been carried out through preventive, persuasive, and proportionate repressive measures. Humanistic enforcement is reflected in legal education, dialogue, guidance, warning letters, and relocation opportunities, while the restorative approach emphasizes restoring public order without disregarding the economic rights of street vendors. Effective enforcement therefore requires collaboration between legal authorities, local government, and community empowerment programs to achieve sustainable public order and social justice.

Keywords

Humanistic Approach; Law Enforcement; Palembang City; Restorative Justice; Street Vendors; The Civil Service Police Unit (Satpol PP).



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INTRODUCTION

Rapid urban growth is an inevitable consequence of increasing economic activities, urbanization, and population migration from rural to urban areas. As the capital city of South Sumatra Province, Palembang has experienced significant development, particularly in the trade sector. Compared with other regencies and municipalities in South Sumatra, Palembang has developed at a considerably faster

pace. Consequently, the challenges faced by the Palembang City Government are more complex than those encountered by other local governments within the province.

The expansion of the trade sector has contributed positively to regional economic growth. However, it has also generated various social challenges, one of which is the increasing number of street vendors occupying public spaces as places of business. This phenomenon indicates that public spaces remain a primary source of livelihood for many members of the community. The existence of street vendors presents a dual reality. On the one hand, they constitute an integral part of the informal economy by creating employment opportunities, reducing unemployment, and improving the welfare of low-income communities. The informal trading sector has also demonstrated its capacity to sustain local economic resilience during periods of economic slowdown and financial crisis. On the other hand, the use of sidewalks, roadways, public parks, and other public facilities by street vendors frequently gives rise to issues of public order, traffic congestion, obstruction of pedestrian movement, deterioration of urban aesthetics, and disruption of the intended functions of public spaces as established in urban spatial planning (Palembang, 2007).

Street vendors who operate without official permits and outside the locations designated by the Palembang City Government hinder the realization of an orderly urban environment. Consequently, regulating street vendors remains one of the major challenges faced by the municipal government. The rapid proliferation of street vendors has long been recognized as a complex urban issue that requires comprehensive and sustainable solutions. Therefore, urban planning policies should continuously seek effective strategies to address the increasingly complex challenges posed by street vending activities in urban areas, including Palembang. Strategic locations with high pedestrian and traffic flows, such as sidewalks, road shoulders, and other public spaces, are generally prohibited areas for street vending. Ironically, these locations are precisely where street vendors tend to concentrate because of their high commercial potential. In response, the local government distinguishes between vendors operating in officially designated trading areas and those conducting business in unauthorized or illegal locations.

Street vendors operating in authorized locations are expected to receive various forms of government support, including the provision of infrastructure and facilities, access to credit, marketing assistance, and institutional development programs. In contrast, vendors operating outside designated areas are classified as illegal and are subject to enforcement measures carried out by public order authorities. The

provision of designated trading locations represents a strategic policy of the Palembang City Government aimed at encouraging street vendors to transition into the formal business sector. This policy is based on the assumption that business formalization will reduce recurring problems associated with informal street vending while improving urban order and governance.

The provision of officially designated trading locations for street vendors is based on several criteria, including the environmental carrying capacity, local population density, urban aesthetics, the types of goods sold, the number of vendors to be accommodated, the availability of trading hours that do not interfere with market activities, the distance from existing markets, and the level of utilization of public facilities. The rapid growth of street vendors has generated various urban challenges. Environmental problems associated with street vending activities include issues related to cleanliness, urban aesthetics, public order, and traffic congestion. On the one hand, these conditions are often perceived as significant disturbances to the urban environment. On the other hand, street vending makes a substantial contribution to economic activity and the welfare of the community. Furthermore, this sector represents an important component of the people's economy, characterized by its independent nature and its role in supporting the livelihoods of a large segment of the population, particularly low income groups who depend on street vending as their primary source of income. The persistence of street vendors in large cities is largely driven by their responsibility to support their families, despite the fact that they have continuously faced various forms of enforcement actions carried out by public order authorities.

The enforcement of Regional Regulations is the responsibility of the Civil Service Police Unit (Satpol PP), a regional government institution mandated to enforce Regional Regulations, maintain public order and public peace, and provide community protection in accordance with Government Regulation Number 16 of 2018 concerning the Civil Service Police Unit (Palembang, 2018). Law enforcement efforts undertaken thus far demonstrate that repressive measures, including the demolition of vending stalls, confiscation of merchandise, and forced eviction, have failed to provide sustainable solutions. Following enforcement operations, most street vendors return to the same locations due to economic pressures, the high concentration of potential customers, the limited availability of strategically located relocation sites, and the low level of public legal awareness and compliance. These conditions indicate that law enforcement relying solely on administrative sanctions has not addressed the underlying causes of the problem.

The paradigm of modern law enforcement has shifted from a predominantly repressive approach toward more humanistic and restorative approaches. A humanistic approach recognizes members of the community as legal subjects who must be treated with dignity while respecting fundamental human rights. Meanwhile, a restorative approach emphasizes the restoration of social relationships and the resolution of conflicts through dialogue, deliberation, legal education, guidance, and economic empowerment rather than relying exclusively on punitive sanctions (Wignjosoebroto, 2002). In the context of regulating street vendors, these approaches may be implemented through public legal awareness campaigns, the issuance of graduated warning letters, persuasive communication, the provision of appropriate relocation sites, business development programs, and coordination among relevant government agencies to ensure a balanced protection of both public interests and the economic rights of the community.

This issue has become increasingly significant considering that Palembang is one of Indonesia's major cities with a high level of commercial activity. The regulation of street vendors cannot rely solely on enforcement measures but must be integrated with policies promoting economic empowerment, the provision of adequate trading spaces, the enhancement of public legal awareness, and effective coordination among regional government institutions. Therefore, the success of law enforcement should not be measured merely by the number of enforcement operations conducted, but also by the level of public compliance, the reduction of social conflicts, and the achievement of a balance between maintaining public order and protecting the community's right to earn a decent livelihood.

The novelty of this research lies in the development of a Regional Regulation enforcement model that integrates the authority of the Civil Service Police Unit (Satpol PP) with a humanistic approach and the principles of restorative justice. Unlike previous studies, which primarily focused on the effectiveness of enforcement operations or the repressive aspects of Regional Regulation enforcement, this study proposes a law enforcement model that emphasizes dialogue, guidance, the empowerment of street vendors, and the provision of fair relocation mechanisms. Such an approach is expected to reduce social conflict while simultaneously improving public legal compliance.

This approach is expected to serve as an alternative policy framework for the Palembang City Government in developing a sustainable and equitable street vendor management system that is consistent with the principles of the rule of law, particularly legal certainty, public benefit, and justice. To address the challenges of

public order in accordance with the current conditions of Palembang, the Palembang City Government must formulate policies that effectively regulate public order. Accordingly, Regional Regulations have been enacted to provide a legitimate legal framework for addressing public order issues, while the Civil Service Police Unit (Satpol PP) has been established as the regional government institution responsible for assisting the Mayor in enforcing Regional Regulations and mayoral decisions, as well as maintaining public order and public peace throughout the city.

METHODS

This study employed a normative legal research method using a descriptive analytical approach. Secondary data served as the primary source of data and were complemented by primary data to strengthen the analysis. The normative approach was applied to examine statutory regulations governing the enforcement of Regional Regulations against street vendors, particularly those concerning the authority of the Civil Service Police Unit (Satpol PP), as well as the concepts of humanistic and restorative approaches in law enforcement. Data were collected through a comprehensive literature review of primary, secondary, and tertiary legal materials, including legislation, scholarly books, journal articles, legal documents, and relevant previous studies. In addition, a case study of the implementation of Regional Regulation enforcement by the Palembang City Civil Service Police Unit was conducted to support the normative analysis. The collected data were analyzed qualitatively through data reduction, classification, interpretation, and legal analysis by integrating relevant legal theories with empirical findings to formulate comprehensive conclusions regarding the enforcement of Regional Regulations against street vendors based on humanistic and restorative approaches.

FINDINGS AND DISCUSSION

Law Enforcement by the Civil Service Police Unit (Satpol PP) in Addressing Street Vendors' Violations of the Regional Regulations of Palembang City Through a Humanistic and Restorative Approach

Law enforcement is the process of implementing legal norms to ensure legal certainty, justice, and public benefit within society. It also represents the realization of legal norms in practice so that every legal provision can be effectively observed by the community. In the context of regional governance, the enforcement of Regional Regulations provides the legal basis for regulating the management and empowerment of street vendors. Accordingly, law enforcement should not be limited

to maintaining public order but should also encompass guidance and empowerment initiatives (Arianto, 2019).

The enforcement of Regional Regulations against street vendors constitutes the implementation of the regional government's authority to maintain public order, ensure public peace, and preserve the intended functions of public facilities in accordance with applicable Regional Regulations. The Civil Service Police Unit (Satpol PP), as a regional government institution, is authorized to enforce Regional Regulations pursuant to Government Regulation Number 16 of 2018 concerning the Civil Service Police Unit. This mandate is further supported by the Mayor Regulation concerning the Management and Empowerment of Street Vendors, which governs the registration, allocation of trading locations, guidance, and the imposition of administrative sanctions on street vendors (Shahrullah et al., 2023).

Law enforcement is carried out by the Civil Service Police Unit (Satpol PP) under the authority granted by Law Number 23 of 2014 concerning Regional Government and Government Regulation Number 16 of 2018 concerning the Civil Service Police Unit. In performing its duties, law enforcement should not focus solely on repressive measures but must also uphold the principles of proportionality, professionalism, and the protection of human rights (Darmadjaya et al., 2022). As the institution responsible for enforcing Regional Regulations, the Civil Service Police Unit (Satpol PP) is authorized to take action against violations committed by street vendors. Historically, however, the regulation of street vendors has often been associated with forced evictions, confiscation of merchandise, and other coercive measures that have triggered social conflict. Such rigid enforcement practices frequently fail to address the underlying causes of the problem, as many street vendors eventually return to the same locations after enforcement operations have concluded. At the same time, the occupation of public facilities, including sidewalks, road shoulders, and public parks, by street vendors constitutes a violation of the Regional Regulations of Palembang City concerning the Development, Control, and Supervision of Street Vendors, as well as the Regional Regulation concerning Public Order and Public Peace (Nugraha, 2022).

Experience has shown that repressive measures adopted in the enforcement of Regional Regulations by the Civil Service Police Unit (Satpol PP), such as forced evictions and the confiscation of merchandise, have failed to address the root causes of street vendor management in Palembang City. In many cases, enforcement operations culminate in the demolition of stalls or forced evictions, which may lead to disputes or physical confrontations between enforcement officers and street

vendors, despite the fact that circular letters or warning notices had previously been issued requiring vendors to comply with applicable regulations. These circumstances highlight the need for a shift in the paradigm of Regional Regulation enforcement toward more humanistic and restorative approaches (Sari & Wisnaeni, 2023).

A humanistic approach recognizes street vendors as citizens who are entitled to dignified and humane treatment, while restorative justice emphasizes restoring social balance and the proper use of public spaces rather than relying solely on punitive measures or forced evictions. Accordingly, this study examines how the Palembang City Civil Service Police Unit implements humanistic and restorative approaches in enforcing Regional Regulations against street vendors and evaluates their implementation in practice (Buana, 2018). Law enforcement against street vendors who violate Regional Regulations in Palembang City should therefore evolve from a predominantly repressive model toward humanistic and restorative approaches. The humanistic approach seeks to reduce physical confrontations between enforcement officers and the public through persuasive dialogue, gradual warnings, and constructive communication. Meanwhile, the restorative approach focuses on restoring the proper function of public spaces while facilitating vendor relocation or regulating operating hours as alternatives to purely administrative sanctions (Soekanto, 2013).

To ensure the effective implementation of these approaches, strong coordination is required among the Civil Service Police Unit (Satpol PP), the Trade Office, the Transportation Office, and other relevant stakeholders within the Palembang City Government. The government is expected not only to enforce public order but also to guarantee the availability of appropriate, affordable, and strategically integrated trading zones, such as designated street food or night market areas located near commercial centers and areas with high public activity (Koch, 2015). The regulation of street vendors remains a recurring challenge in many parts of Palembang City. Although the Civil Service Police Unit has repeatedly issued circular letters and warning notices prohibiting vendors from occupying sidewalks for commercial activities, violations continue to occur. As a result, enforcement officers are often compelled to carry out forced evictions because many vendors fail to comply with the warnings that have been issued. However, these enforcement operations rarely provide a lasting solution, as many vendors return within a few days to reinstall their tents and carts at the same locations where they had previously conducted their business (Farah, 2026).

Street vendors frequently occupy public spaces, particularly roadsides and sidewalks, for commercial purposes, thereby preventing these public facilities from serving their intended functions. This situation is largely attributable to the limited availability of suitable and strategically located relocation sites that enable vendors to maintain adequate income levels. Consequently, many public spaces are no longer used for their intended public purposes but instead become informal trading areas occupied by street vendors (Dari & Adlin, 2021). The locations designated by the Palembang City Government are often perceived by street vendors as commercially disadvantageous. Vendors frequently object to relocation because they are required to pay market service fees while experiencing a significant decline in income due to reduced customer traffic, as the designated locations are generally situated away from main roads and areas with high pedestrian activity. In addition, relatively high rental costs and the limited number of customers further reduce the attractiveness of these official trading sites. Consumers tend to prefer purchasing goods from vendors located along sidewalks and roadsides because such locations are more accessible and convenient. Consequently, many street vendors choose to continue operating on road shoulders and sidewalks despite the legal restrictions imposed by Regional Regulations (Sari & Wisnaeni, 2023).

These circumstances explain why many street vendors continue to operate in locations where commercial activities are prohibited. Their primary objective is to maximize profits from the sale of their goods, often without considering whether the locations they occupy are legally designated for trading. Consequently, many vendors continue to conduct business in prohibited areas, despite the fact that such activities obstruct pedestrian movement, reduce public convenience, and interfere with the intended functions of public spaces (Swantoro & Windayani, 2016). The locations occupied by street vendors frequently become untidy and poorly maintained. The irregular arrangement of temporary stalls and tents, particularly those erected on sidewalks, creates visual disorder and obstructs pedestrian access. As a result, pedestrians are deprived of their right to use public facilities safely and comfortably. Street vending activities also contribute to traffic congestion, environmental degradation, and the deterioration of urban aesthetics, thereby affecting both pedestrians and motorists. Nevertheless, street vending remains an important form of self employment that supports the livelihoods of millions of low income people in Indonesia and serves as a vital source of income for economically vulnerable communities (Pitaloka et al., 2022).

Accordingly, the Palembang City Government should adopt a humanistic and restorative approach to the enforcement of Regional Regulations governing street vendors, with implementation carried out by the Civil Service Police Unit (Satpol PP). Although Satpol PP has undertaken various law enforcement measures, significant challenges remain, particularly the low level of legal awareness among street vendors and the wider community, as well as the continuing increase in the number of street vendors operating throughout Palembang City (Aryanisila, 2023). The efforts of the Palembang City Government to create a more orderly, comfortable, attractive, and peaceful urban environment represent a shared expectation of both the government and the local community. However, the regulation of street vendors should not disregard their economic interests, as small scale business activities are protected under Indonesian legislation. Consequently, law enforcement policies must seek to balance the objectives of maintaining public order with the protection of the economic rights of street vendors (Pratiwi & Sukmana, 2022).

The government is therefore obliged to foster a supportive business environment by establishing regional regulations and public policies that provide appropriate business locations, including spaces within public markets, commercial areas, industrial centers, community agricultural zones, community mining areas, designated locations for street vendors, and other suitable business locations. In addition, the government should facilitate access to legal consultation and legal assistance in order to strengthen the legal protection afforded to small business operators (Karuniawan et al., 2015). For these reasons, the Palembang City Government must continue to pay due attention to the welfare and legal rights of street vendors, whose economic activities are recognized and protected under Indonesian law. Accordingly, the Civil Service Police Unit (Satpol PP) should not limit its role to the strict enforcement of Regional Regulations. Rather, it should prioritize humanistic and restorative approaches while consistently adhering to the principles and provisions of Indonesian legislation as the supreme legal framework governing the Unitary State of the Republic of Indonesia (Jalaludin & Sucipto, 2023).

Humanistic and Restorative Law Enforcement Model for Street Vendors in Palembang City

Law enforcement against street vendors in Palembang City has traditionally been implemented by the Civil Service Police Unit (Satpol PP) under the authority granted by Law Number 23 of 2014 concerning Regional Government, Government Regulation Number 16 of 2018 concerning the Civil Service Police Unit, and the Regional Regulations of Palembang City governing public order and the

management of street vendors. However, the findings of this study indicate that law enforcement practices have largely relied on repressive measures, including forced evictions and the confiscation of merchandise. Although these measures are legally justified, they have not provided sustainable solutions because repeated violations continue to occur, and conflicts between enforcement officers and street vendors frequently arise. These findings suggest that conventional enforcement approaches have not adequately addressed the underlying social and economic factors contributing to noncompliance (Piazzoni & Loukaitou-Sideris, 2022).

The findings demonstrate that a more effective law enforcement model should integrate humanistic and restorative approaches. Rather than relying primarily on coercive measures, the proposed model emphasizes preventive actions aimed at increasing legal awareness among street vendors before violations occur. These preventive measures include the dissemination of Regional Regulations, public awareness campaigns, legal education, the installation of prohibition signs, coordination with district and village authorities, and continuous guidance for street vendors. Such initiatives encourage voluntary compliance and reduce the need for coercive enforcement (Pitaloka et al., 2022). When violations persist, the model adopts a humanistic approach that recognizes street vendors as citizens whose economic rights and human dignity must be respected. Under this approach, Satpol PP prioritizes dialogue, negotiation, persuasive communication, the issuance of graduated warning letters, and opportunities for voluntary relocation before applying administrative sanctions. This approach reflects the principles of good public governance by balancing the protection of public interests with respect for the rights of individuals (Swantoro & Windayani, 2016).

The restorative dimension of the proposed model extends beyond law enforcement by focusing on restoring the proper function of public spaces while safeguarding the livelihoods of street vendors. Instead of emphasizing punishment, restorative enforcement promotes fair relocation mechanisms, business empowerment programs, and the provision of strategically located trading areas that enable vendors to continue their economic activities without disrupting public order. Consequently, the model seeks to restore social harmony, reduce conflicts between enforcement officers and vendors, and create a more balanced relationship between public order and economic justice.

The study also identifies several factors that determine the effectiveness of this model. These include the professionalism and objectivity of Satpol PP officers, the level of public legal awareness, the availability of adequate relocation facilities, and

strong institutional coordination among the Civil Service Police Unit (Satpol PP), the Trade Office, the Transportation Office, district administrations, and other relevant stakeholders. Without these supporting factors, enforcement efforts are unlikely to achieve long term compliance (Pratiwi & Sukmana, 2022).

Based on these findings, this study proposes a Humanistic and Restorative Law Enforcement Model for regulating street vendors in Palembang City. The model integrates preventive legal education, persuasive communication, graduated administrative measures, fair relocation policies, business empowerment, and interagency collaboration into a comprehensive law enforcement framework. Unlike conventional enforcement models that primarily emphasize coercive measures, this approach promotes sustainable public order while simultaneously protecting the economic rights of street vendors. Accordingly, the proposed model offers a more balanced and equitable framework for the enforcement of Regional Regulations and may serve as a policy reference for other local governments in Indonesia facing similar challenges in regulating street vendors (Ariusni & B, 2020).

CONCLUSION

This study concludes that the enforcement of Regional Regulations against street vendors in Palembang City has been implemented in accordance with the legal authority of the Civil Service Police Unit (Satpol PP), yet conventional enforcement that predominantly relies on repressive measures has not been sufficient to achieve sustainable legal compliance or resolve recurring violations. The findings demonstrate that a Humanistic and Restorative Law Enforcement Model provides a more effective and equitable approach by integrating preventive legal education, persuasive communication, graduated administrative measures, fair relocation policies, business empowerment, and interagency collaboration. This model promotes a balance between maintaining public order and protecting the economic rights and dignity of street vendors while reducing social conflict and encouraging voluntary compliance with Regional Regulations. Therefore, the proposed model may serve as an alternative policy framework for the Palembang City Government and other local governments in Indonesia in regulating street vendors more sustainably. Future research is recommended to employ empirical or socio legal approaches to evaluate the practical implementation and long term effectiveness of this model in different regional contexts.

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