

Informal Economy Governance and The New Public Service: A Case Study of Street Vendors at Bandung City, West Java, Indonesia

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In the early 2000s, the economic recess marks the rise of the informal sectors as the following impact from rampant unemployment, especially in several third world countries, including Indonesia. In the other hand, there are significant paradigm shift within the science of public administration. A shift, towards a more citizen-oriented, humane, and collaborative governance, under the name of The New Public Service. Using mixed method approach, this study aims at; first, summarize current empirical conditions of street vendors in Bandung City, including its policies, and second, evaluate the conditions by using The New Public Service perspective. This study concludes that there are changes towards a more democratic, collaborative, and mutual trust built between governance and many stakeholders, the problem, however, lies on the dynamic nature of the informal economy itself.

Introduction

This research revolves around two central topics, informal economy, and The New Public Service perspective, developed by the Denhardt (2003, 2007). The existence of informal sectors cannot be separated from the development policy that emphasize on the urban area, causing rural citizens to migrate to the city, looking for better livelihood (Manning & Effendi, 1996). According to Blunch *et al* (2001), urban informal sectors in Indonesia, absorbs around 77.9 % of non agricultural employment, higher than other countries such as India (73.7%), Pakistan (67.1%), Philippines (66.9%), or Thailand (51.4%), Blunch *et al* argues that this high percentage of informal sectors employment caused by economic crisis that hit third world countries in late 90s and early 2000s. In Indonesia alone, according to YLBHI report (2007), informal workers were estimated around 60.7 million people from 95.1 million people categorized as productive working force, or around 63.8%, most of the informal sectors worker work as street sellers.

The total amount of people working as street sellers were estimated at around 22 million in 2014 (Andriani, 2013), of which concentrated in the big cities. This has implications for several typical problems, such as developing slum area, high traffic jam, reducing pedestrian usage, degrading urban aesthetics, and creating social insecurity (Akliyah, 2008; Andrianingsih, 2008), and the condition in Bandung City is no exception.

According to reports from Mauludy (2018) and Ramdhani (2018), the current conditions of street vendors in Bandung was not characterized as ordinary street vendors, many of them were selling their commodities in a car, and in terms of profit, their income was above current regional standards, but still contribute to the typical street vendors problem mentions above. More than that, according to Palijama (2013), street sellers often have a strong relationship with each other, NGO's, and more established business. They become part of a bigger business distribution chain, and unite under so called protection from NGO's. From a multinational company standpoint, street vendors are beneficial because they sell everyday consumption products such as cigarettes, snacks, and so on (Palijama, 2013). This particular conditions urge the governments to establish specific policies to fix it, and in 2011, Government of Bandung City issued Regional Policy No. 4/2011 about arranging and empowering street vendors (*penataan dan pembinaan PKL*). Even so, some argue that the establishment of said policy was not yet effective in handling street vendors issues (Asmuni & Hakim, 2014; Mauludy, 2018; Ispranoto, 2018; Ramdhani, 2018).

Amid the public administration theoretical discourse, a current paradigm namely, *The New Public Service* emerged. We argue that using this paradigm, the efficacy of the street vendors policy can be evaluated and improved, that leads us the question: why the implementations of street vendors policy in Bandung City is not effective according to The New Public Service paradigm? This research tries to answer that question.

The New Public Service (NPS) is categorized as a paradigm, because it consists of sets of concepts that challenge New Public Management (NPM), as a dominant paradigm in Public Administration. The New Public Service saw citizens as citizens, as opposed to customers in New Public Management standpoint, serve citizens, as opposed to controlling it, collaborative and shared leadership, as opposed to autonomic leadership, and so on (Robinson, 2015). Janet V. Denhardt and Robert B. Denhardt, the forefathers of NPS, stated that: “Government shouldn’t be run like a business, it should be run like a democracy”, a statement that indirectly says that governance nowadays has neglected, or not integrating the practice of democracy in the daily basis, NPS tries to restore the practice of democracy in governance. In their book, *The New Public Service: Serving not Steering*, Denhardt & Denhardt (2003), stated that NPS have seven principals:

- 1) Serve citizens, not customers,
- 2) Seek the public interest,
- 3) Value citizenship over entrepreneurship,
- 4) Think strategically, act democratically,
- 5) Recognize that accountability is not simple,
- 6) Serve rather than steer, and
- 7) Value people, not just productivity.

Those seven principals derive from four key concepts and/or theories, namely 1) theories of democratic citizenship, 2) models of community and civil society, 3) organizational humanism and the new public administration, and 4) postmodern public administration (Denhardt & Denhardt, 2007; p 25). Theories of democratic citizenship become the main foundation of NPS, democratic citizenship means that the public outside government should be integrated to the process of policy, moreover, the involvement will certainly answer the immediate needs of the public. According to Wicaksono (2018), democratic citizenship can be implemented by increasing the responsiveness of public organization to gain citizen trust by sharing government authority and reducing the control over the citizen. Secondly, as the continuation from the first concept, models of community and civil society emphasize on two important aspects, these are strong networks of citizen interaction and high social trust and cohesion among citizens, added with the competencies of public manager, this will establish constructive dialogue that supports good decisions for common goals and enhance the practice of democratic governance (Wicaksono, 2018).

Thirdly, organizational humanism and the new public administration become the conceptual/theoretical basis of NPS. Carrying the spirit from new public administration which believe that instead of carrying top down authoritarian approach, problem solving based governance is more effective, NPS adds that with moral approach, Denhardt & Denhardt (2007) believe that government should not only focusing on the service based on efficiency alone, but should give additional values to it, such as equality, equity, and responsiveness towards public (p.

39). Lastly, postmodern public administration as theoretical basis of NPS gives us a hint on the epistemological foundation. Postmodernism approach challenges a more dominant, positivism approach in public administration. As opposed to positivism that believe reality can be seen in a quantitative measurable calculations, postmodern believe that not all of the parts of reality is measurable quantitatively, such as meaning, norms, values, emotions, and so on, in a social sciences this part of reality is arguably more important to understanding human behavior (Denhardt & Denhardt, 2007; p. 40).

By extracting the theoretical/conceptual basis above, we argue that the practice of NPS can be measured on three variables: 1) the practice of democracy, 2) collaboration between sectors, and 3) mutual trust between sectors, these three variables is connected to each order in a processual manner. The practice of democracy in NPS was articulated by Perry (2007), in a context of governance reform, Perry stated that to apply and integrate NPS in governance, first thing that should be changed is how the public manager values the existence of the public, and integrating it to the governance itself (in Perry's word, professional change), and create a room for public participation (p. 10-11). In a context of collaboration between sectors, aside from Denhardt & Denhardt views mentioned above, Robinson (2015) stated that in modern days, it is impossible for public managers to manage and solve problem by themselves alone, because of the heterogeneity of the social category (such as race, gender, ethnicity, etc), and the complexity of the problem itself, public manager should have the ability to share, understand, and integrate the knowledge of the problem with public in order to find common solution that is beneficial for all. More than that, public manager therefore have to protect the interests of the public and have to keep it moderated, so no one is dominating the others. After democracy and collaboration, the last continuous process that should be built is mutual trust between government and the publics. Alexander & Nank (2009) mentions the trust side of NPS on their article, stated that trust is the main factor for collaborations between sectors, on which indicated in several practice, such as: risk taking behavior, delegation of discretionary authority, development of cross sector decisions and tasks, and willingness on the part of the more powerful partner (p. 370).

In addition to the research question mentioned above, this article aims at answering the question in the three aspects discussed above: 1) the practice of democracy, 2) collaboration between sectors, and 3) mutual trust between sectors.



Methods

Mixed method approach is used in this research, particularly sequential mixed method (Creswell, 2014), to integrate both collected data from qualitative and quantitative approach. Qualitative approach is used by interviewing several representatives from Government apparatus of Bandung City, and from street sellers, as well as conducting intensive observation in Bandung City. Quantitative approach is used by using questionnaire survey to the street seller and to the government apparatus. Sampling method to calculate street seller respondent is using simple random sampling calculation from Lynch *et al* (1974), the result is 387 respondents out of 22.359 total population of street vendors in Bandung City (PPID Kota Bandung, 2017) with 5% margin of error. As for the respondent from the Government of Bandung City, because of lacks sampling frame for the list of person that in charge the street vendors problems, we use judgmental sampling (Creswell, 2014), the criteria for the respondent is a government representative that is knowledgeable and have sufficient experience in the subject matter.

Results and Discussion

Since 2011, through local regulation (peraturan daerah) No. 4/2011 about arranging and empowering street vendors, marks the shift of the street vendors governance. Through this policy, Government started to re-define, and re-manage street vendors, not only through set of rules, but also through the establishment of a Special Unit (*Satuan Tugas Khusus*, or Satgasus), which headed by Vice Major, and consist of many regional work unit (*Organisasi Perangkat Daerah*). Here is the overview of the regulations content, presented in the table below:

Table 1. Overview of Local Regulation No. 4/2011

Point	Notes
The establishment of street vendors Special Task Force (<i>Satgasus PKL</i>)	<ul style="list-style-type: none"> - Headed by Vice Mayor - Consist of many regional work unit related to street vendors - Task force main objective is to plan, arrange, control, and supervise street vendors
Street vendors characteristics	<ul style="list-style-type: none"> - Street vendors stall should be easily dismantled or moved - Street vendors is defined as sellers who use public facilities as their main area of selling
Street vendors classifications	<ul style="list-style-type: none"> - Based on commodities, time, stall and selling locations
Zoning regulations	<ul style="list-style-type: none"> - Consists of three zones (red, yellow, and green) - Red zone is a location where street vendors are prohibited to sell - Yellow zone is a location where street vendors can operate depends on the situation. - Green zone is a location where street vendors can run business activities
Rights and obligations	<ul style="list-style-type: none"> - Rules and punishment mechanism for seller and buyer for disobeying the policy

This regulation has gone through several changes, in form of revision and addendum. Mayor Regulation (*Peraturan Walikota*) No. 888/2012 mentions about implementation of the zoning policy in details, almost in a street by street basis, and Mayor Regulation No. 571/2014 mention changes in technical aspect of the policy, such as grievance mechanism, obligations for buyer and seller, as well as several changes in zoning rules. As for the composition of *Satgasus PKL*, presented in the table below:

Table 2. Composition of Street Vendors Special Task Force (*Satgasus PKL*)

Aspects	Involved Office
Planning	- Regional Development, Planning, and Research Agencies (<i>Bappelitbang</i>)
Arranging	- Department of Population and Civil Organization (<i>Disdukcapil</i>) - Department of Spatial Planning (<i>Distaru</i>) - Department of Civil Work (<i>Dinas PU</i>) - Regional Company (mainly hygiene) - District and Village Offices
Developing / Empowering	- Department of Cooperatives, Micro, Small, and Medium Enterprises - Department of Trade and Industry - Department of Culture and Tourism - Regional Company (traditional market) - District and Village Offices
Supervision, Control, and Law Enforcement	- Regional Secretary - Civil Service Police Unit - District and Village Offices

On street vendors side, according to Ramadhan & Hermawati (2017), street sellers in Bandung City, almost all of them are a member of an at least one civil organization. Some of the organizations are grassroots, meaning, formed by themselves, and some other are an existing civil organizations. These organizations usually established based on their selling locations, or based on the similarities of products of which the seller's sell. The organizations main role is to maintain security and convenience of street sellers activity. The establishment of such relation make street sellers in Bandung City have bargaining power when they intervene by government policies (Setia & Rahardjo, 2009).

Although a specific policy for street vendors is available in Bandung City, the policy was lacks in some aspects, including standard operational procedure for each member, financing aspect, and crucially, there is no long term plan for the arrangement of street vendors. The initiator of street vendors arrangement comes from a proposal filed by Mayor, Vice Mayor, or from district and village officers, in that sense, the implementation of street vendors policy feels fragmented and partial, the Special Task Force were activated if the arrangement of street vendors initiated. If there is no arrangement activity, the Task Force were simply not active.

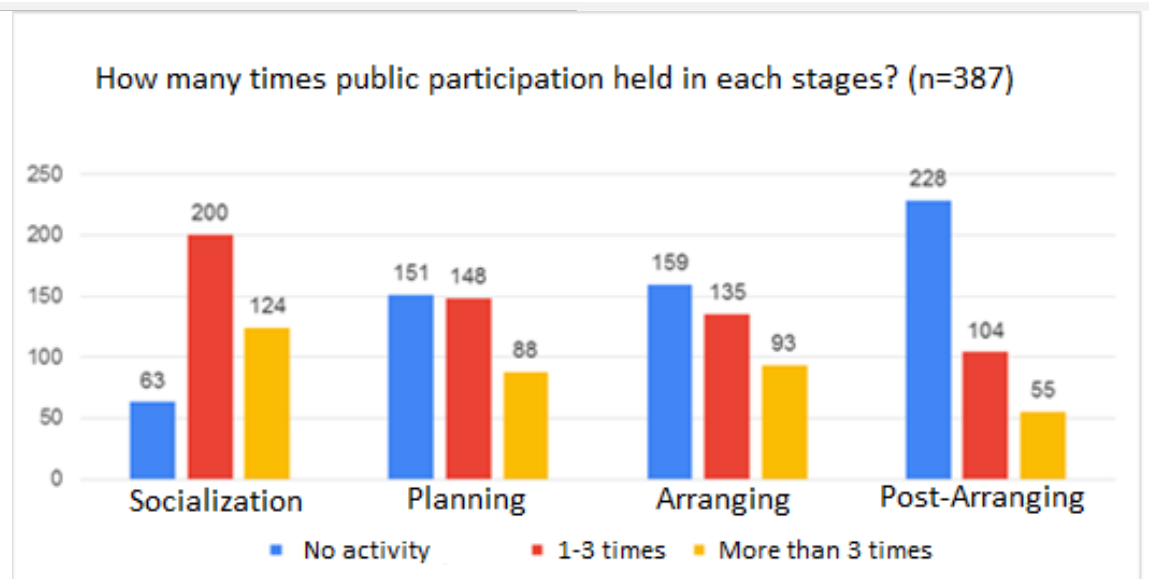
After a glimpse on policies regarding street vendors, and street vendors characteristics, let's start on the governance of street vendors in NPS perspective, starting from the practice of democracy, to collaboration, and mutual trust.

1. The Practice of Democracy

To understand the practice of democracy under the current policy, we have to look back to the changes of rules and regulations regarding street vendors in Bandung City. The earliest effort to handle street vendors issue was in 1970's. Mentioned by Setia (2009), at that time, Government of Bandung City started to relocate street vendors selling locations in repressive manner, this causing many relocated seller refused the relocation, and move back to their previous selling locations. Fast forward to the end of 1990's another Government intervention of street vendors was through National Discipline Movement (*Gerakan Disiplin Nasional, GDN*). According to Malasan (2019), at that time, street vendors were seen as the manifestation of undisciplined citizens, and targeted as an entity that should be vanished. At this point, many civil organizations of street vendors were established, they unite to resist the oppression from the Government. In 2000-2003, Bandung City Mayor, Aa Tarmana, started to approach and opened public consultation with the organization representatives to discuss the best practice for street vendors relocation. And in 2005, government of Bandung City issued a regional policy No. 11/2005 about the Implementation of Order, Cleanliness, and Beauty of the City (*ketertiban, kebersihan, dan keindahan kota, K3*). Through this policy, street vendors still seen as a parasite for city's order, cleanliness, and beauty, so they should be relocate in order not to use public facility.

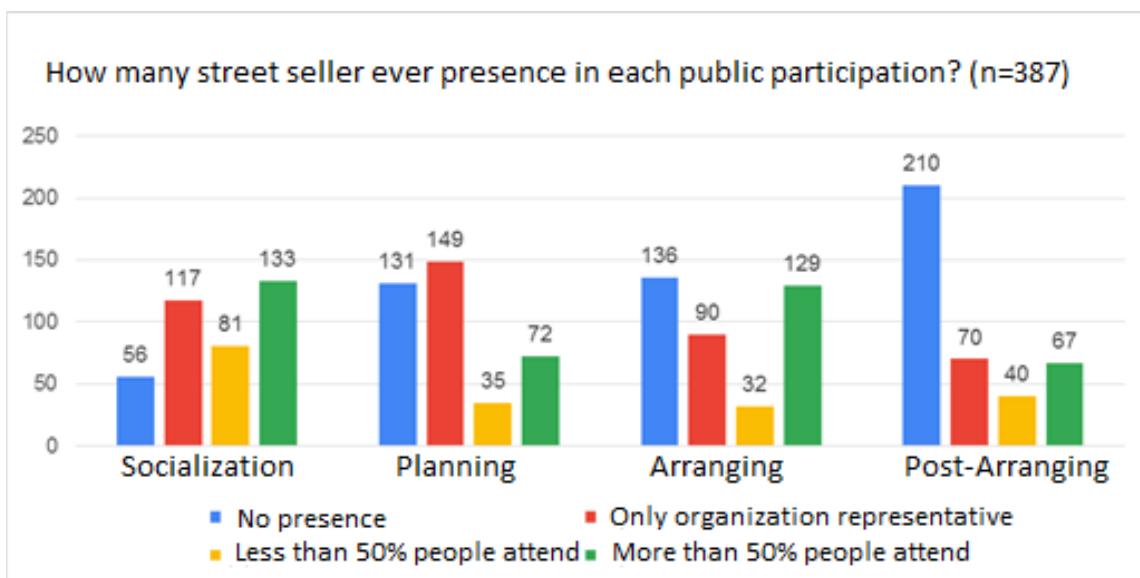
The regional policy No. 4/2011 marks the commitment of Bandung City's Government to focus to street vendors issue. In terms of democracy, the fundamental changes that carried by the policy is the intention of public manager in the task force. Before the implementation of said current policy, street vendors were seen as an obstacle for city development, but now, the narration from the current policy changes to arrange (*penataan*) and empower (*pembinaan*). Street sellers can develop themselves out from their status as street vendors, to micro, small, and medium enterprises a programs carried by the policy. This narration also have impact on public manager's working ethos, in every stage of policy implementation, they started to consider public input through public participation. Outside public participation, the government's representative in Special Task Force often contacting representatives from street vendors organization, to re-articulate, amplificate their policy.

In terms of room of public participation, the policy mandated public participation in four stages of implementation, that is, socialization, planning, arranging (action), and post-arranging.



Graphic 1. Public Participation Frequencies in Each Stages of Policy Implementation

In terms of public participation in forms of discussion between street vendors and government, already implemented in each stage of policy implementation, although varies in terms of frequency. Graphic 1 above shows that in four stages of policy implementation, the frequency of public participation decreases over time, so much so that in post arranging phase, more than half of respondents answer no activity, while in socialization phase, more than half of respondents answer public participation was held 1-3 times. In terms of presence of the sellers itself in the public participation (Graphic 2), survey shows similar trend to graphic 1, where the presence of street sellers decreases over time.



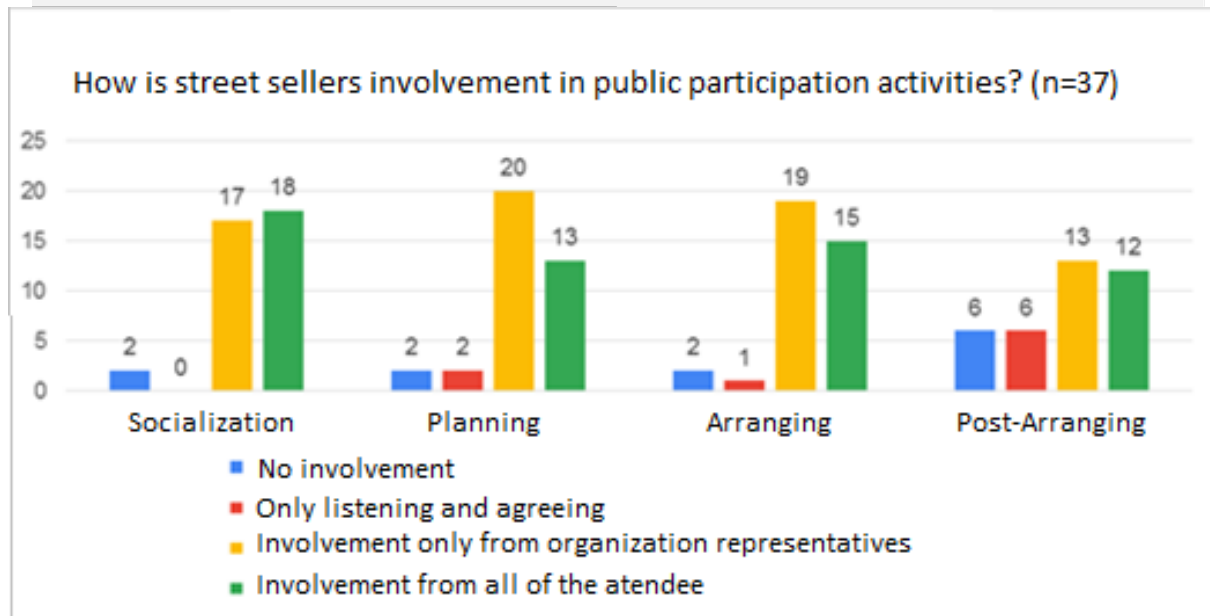
Graphic 2. The Presence of Street Sellers in Public Participation

One thing to note is that organization representatives is often dominate in public participation, this raised a question, do they really represent the voice of all of street vendors under their authority? In an interview with several public manager, they doubt that the representative really represent all street vendors, but, this is not necessarily a bad thing, the unheard voice is neglected because they simply unimportant, or not that much important for the whole member of the organization. This issue of representation was addressed by Denhardt & Denhardt (2015), saying that “not all expressions of public interest that emerge from political process and dialogue are equally, morally compelling, moreover, public dialogue can be dominated by well-resourced special interests and partisan activist who are skilled at framing issues” (p. 670).

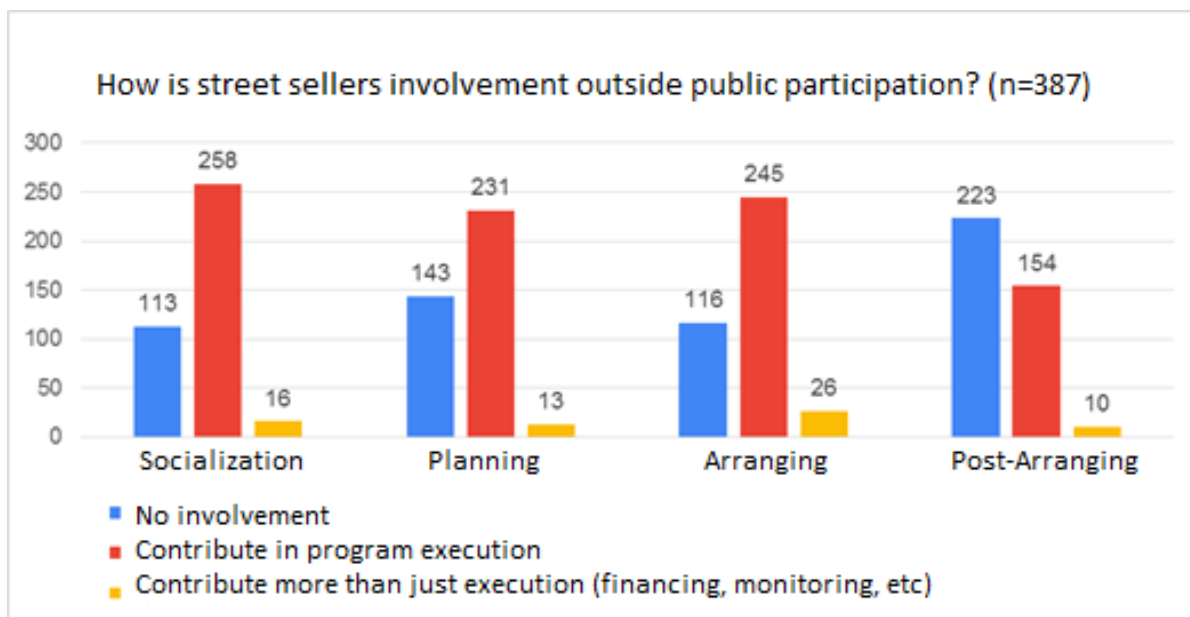
2. Collaboration Between Sectors

After having a change in professional ethos and opening a room for public participation in the implementation of street vendor’s governance policy, Government of Bandung City also opens a room for collaboration with private sectors and academia to overcome problems occur within street vendors. Collaboration with private sectors is needed in terms of street vendors arrangement funding, as mentioned above, the street vendor’s governance does not have any long term plan yet, so the execution of the arrangement plan was based on initiative only, after the initiative, then the public manager in special task force can start to work. The absence of long term plan have impact on the funding, if the funding itself was prepared by the government, it is hard to decide when they need the money on each stage of policy implementation, because the process was discursive, open, and involving many people with many interests, the government had to wait for the funding disbursement if the decision taken outside financial window. In short, the government need to collaborate with private company in terms of funding disbursement, in return, the government promote those private company products through advertisement in street seller stalls. In terms of collaboration with academic sectors, the government aims at seeking the best practice of informal economy management, the consultations not only occur within the government through *Satgasus*, but also they often held a public seminar for street vendors to educate and empower them to be a better seller.

Another important aspect in terms of collaboration is the ability and willingness to share, understand, and integrate the knowledge between sectors. In a relationship between government and street seller itself, there are quite positive trends emerges in survey result. As the continuation from the establishment of room of public participation, the practice of collaboration inside those public participation shows positive results, in Graphic 3, almost all of the respondents from Special Task Force answers all of the public participation attendee contributes to the process of policy implementations by giving recommendations and inputs, not only listening and agreeing completely with government.



Graphic 3. Street Sellers Involvement in Public Participation



Graphic 4. Street Sellers Involvement Outside Public Participation

Outside public participation, particularly in the execution in each stage of policy implementation, survey shows that street sellers contribute in only program execution, in other words, they are willing to be intervened by government programs that had been discussed before in public participation activities, with a fraction of it contribute as far as financing and monitoring the

programs voluntarily. Except in post arranging phase where the majority of the respondents answer no involvement happen in that phase, this happens because, again, there is no long term plan that already put in planned by the government.

3. Mutual Trust

According to Alexander & Nank (2009), mutual trust is something that built as the result of the practice of democracy, and collaboration between government and public sector. In terms of NPS, mutual trust is a factors for sustainable, effective, and meaningful relationship, this can be seen in a practice such as: risk taking behavior, delegation of discretionary authority, development of cross sector decisions and tasks, and willingness on the part of the more powerful partner (p. 370).

In government's side, already mentioned above that they are willing to listen to the inputs and recommendations from street sellers, although limited in formal public participation activities, but the "room" for participation is there and utilized effectively by the governments in terms of listen to street sellers voices. More than that, the willingness to collaborate even go far outside street sellers, government also collaborate with private sectors, and academics to overcome the obstacle they stumbled upon. This practice of democracy and collaborations with street sellers, private sectors, and academics shows the practice of cross sectors decisions, street sellers decide how they want to be arranged and developed via dialogue in public participation activities, private sectors decide how to promote their products via advertisement in street vendors stalls that happens as collaboration with the government, and academics consult the best practice for policy implementation management and for the development of street vendors itself. Ultimately, the government manage those input and decide the best decisions that beneficial for every sectors.

In terms of two other aspect of trust, that is, risk taking behavior and delegation of discretionary authority, the government lacks in the implementation of it. After regional policy No. 4/2011 was issued, the Special Task Force almost "playing it safe" by doing their job alongside the initiator instructions. As mentioned above, that the implementation of street vendors governance in Bandung City lacks long term plan, so the arrangement of street vendors is completely partial and depends on the initiator instructions, that is, Vice Mayor, Mayor, and from below (district and village officers), after the initiated arrangement is officially started, marked by Vice Mayor instructions, they started to work as a team. Another thing to mention is that the funding for the works they have done is given by each department, not centralized, this made some of the phases in policy implementation halted, awaiting disbursement. Moving to delegation of discretionary authority, even though public contributed in one way or another to the policy implementation, the government still reluctant to delegate authority, especially to street vendors. This made street sellers gone through several bureaucracy process for overcoming problem, for example, some of the sellers in mall basement wanted to be facilitated with an air blower, instead of they facilitate it



for themselves, the process requires discussing with Special Task Force representatives, and then the representatives create a proposal to the mall owner, not mentioning the long fund disbursement process, so on and so forth.

Conclusion

The implementation of street vendors governance in Bandung City, in NPS perspective, shows the practice of democracy, collaboration, and –partially- mutual trust between sectors. But there are several things that needed to change in NPS perspective, that is, the government needs to re-iterate the policy to become more rewarding, especially for the risk taking decisions, and enhance discretionary authority for fast response problem solving initiative. This can be achieved if the long term plan for street vendors (or grand design) is established. In order to formulate grand design for long term street vendors plan, the government need fixed data of the street vendors population and characteristics, and it demands a much more, harder work for each department such as population and civil registration, civil police, etc.

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