



The Implementation of Street Vendors Regulation Policy in Developing their Social Order in Majalaya Area of Bandung Regency

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Abstract. This study was motivated by the problems caused by the presence of *Pedagang Kaki Lima* (PKL) or street vendors in public space. Their selling activity on the sidewalks and pavements around Majalaya area was considered less organized and as an inconvenience to social orderliness such as the traffic. This study aims to describe the implementation of street vendors regulation policy in developing their social order in Majalaya Area of Bandung Regency. This study applied a qualitative approach with descriptive method. The data was collected through observation, interview, and documentation study. This study found that: 1) before the regulation was implemented, there were many street vendors booths which were illegal, and the condition was actually less ordered and inappropriate thus it impaired the convenience to streetwalkers and road traffic; 2) the deliberate action by *Satpol PP* or the civil service police unit concerning the regulation of street vendors are to organize, foster, and discipline them according to the Local Regulation Number 5/2015 with persuasive approach to give a good comprehension and motivation. Moreover, the study also discovered that the country authority allowed them to have selling activities and build a temporary booth near the Majalaya bus station and shop grounds, and dismantled the illegal booths which besides disturbing the public orderliness but also the public concerns loyalty; and 3) the implementation of the regulation was still unmaximized since there were no feasible locations to accommodate all the street vendors, the crowds and accessibility of *Alun-alun* or the city square caused the street vendors tend to ignore the rules, and there was some economic factors caused street vendors find the sustenance to meet their daily needs.

Keywords: Policy Implementation, Street Vendors Regulation, Social Order.

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A. INTRODUCTION

Pedagang Kaki Lima or as knows as PKL or street vendors are one of the problems in cities or towns. In facts, there are many street vendors that exploit the sidewalks and pavements to vend their goods. They use illegal spaces, build many permanent and semi-permanent buildings disturbing the social orderliness and sights. Moreover, their existence occupying the public spaces often causes many traffic jams.

According to *Badan Pusat Statistik* (BPS) or the Central Statistics Agency 2016, the total of the business types like street vendors is 70.8 % from 26.7 million of non-agriculture business in Indonesia. Street vendors run on informal sector included to the small-scale

business and do not need a special skill gained from school learning. The street vendors come from destitute society marginalized by the economy development. The problem of street vendors indeed will never end, the government must be continuously regulating and organizing them in order to keep the social orderliness.

Majalaya area of Bandung regency with the market and the city plaza contributes to the increasing of street vendors in every year. The crowd of that area is investable from the high numbers of street vendors aligning by the public roads and spaces, vending their goods of foods, clothes, households, and many more. These street vendors display their merchandises on desks, cart or wagon, or plastic spread on the

sidewalks and pavements. They automatically pick a crowded point as their selling zone. The curb towards them is not a strange issue yet they tend come back to their current places or even build illegal permanent building. This condition disturbs the social orderliness and fascination in Majalaya area.

The existence of street vendors who occupy the public space has a negative impact such as disrupting the flow of the traffic around so that creates some congestions. The congestions often occur in Majalaya, especially around the square and the market in the Majalaya region and continues without ongoing solutions. One indications of the happening congestions may be caused by the traders on the roadside that impact on traffic jams. The buyers, too, park their vehicles at the edge of the road as well as many two-wheeled horse-drawn carriage parked also causing traffic jams anyway. Some social problems are also found in such condition such as the presence of pickpockets due to the crowds that occur in the market and the Square. Besides disturbing the social order, the existence of street vendors is considered disturbing the beauty of the area because it gives a less beautiful, irregular view and also the garbage is produced in not a small amount because of their activities. The increasing of the number of street vendors as a result of population growth not only has a negative impact, but also has a positive impact. The existence of street vendors can be seen as a source of original income for local governments and an alternative in reducing unemployment thus the society can meet the needs of life of the middle to lower class and able provide services for low-income people because they provide goods at lower prices.

Based on those impacts, the existence of street vendors is needed but their existence must be fostered so as not to cause negative impacts. The social order will occur if people carry out obligations and behave in accordance with existing norms. Therefore, in realizing social life that is harmonious, the Regional Government makes rules in the form of written policies in an effort to create an orderly life so that all aspects can run smoothly by organizing street vendors as the efforts to overcome the negative impacts. The structuring and controlling have been are carried out since the beginning establishment of Regional Regulations relating to the regulation. There Bandung Regency Regulation No. 5 of 2015

concerning Implementation of Peace, Public Order, and Community Protection relating to the arrangement of street vendors, shows one of the efforts conducted by the government, one of them is regulating the existence of street vendors through the arrangement of street vendors business locations, regulation of granting permits, regulation of controlling illegal buildings so as to create an orderly Majalaya. Thus, the Regional Government considers the policy to be the right course of action to tackle the problem of street vendors. By this regulation, the social order is expected will be created, in line with what was stated by Liana (pp. 1-2) that “the main policies of managing street vendors must include structuring, fostering and controlling. Structuring means managing them physically so they are more organized. Coaching assumes that the business and character of traders need to be built and developed by giving them guidance and counseling, including information about regulations and their responsibilities in maintaining order”.

Departing from the problems that have been described above, the researcher is interested in conducting a research on “The Implementation of Street Vendors Regulation Policy in Developing their Social Order in Majalaya Area of Bandung Regency”.

B. LITERATURE REVIEW

Policy Implementation

Implementation of policies in principle is ‘the way for a policy to achieve its objectives’ (Nurgoho, 2006, in Suneth and Ismanto, 2014, p. 96). The policy implementation process can begin if public policy objectives have been established, programs have been created, and funds have been allocated to achieve these policy objectives.

A policy must be implemented to determine the expected impacts or objectives. Implementation is transformed through some programs to make a major contribution to better conditions, and the success of the implementation depends on the processes.

Arrangement, Coaching, and Curbing

Arrangement is ‘the activity of changing conditions regularly to achieve certain goals’

(Parlindungan, 1993, p. 16, in Najib, 2012, p. 15). Arrangement can also be interpreted as tidying up but it can also be moved.

Coaching according to Hidayat S (1979, p. 10) is “an effort made consciously, planned, organized, and directed to improve attitudes and skills with actions, direction, guidance, development and stimulation and supervision to achieve a goal”. Improvement with the coaching is expected to lead to changes for the better. The street vendors are expected to have better condition after coaching as well as with the arrangement of street vendors that can be achieved in an orderly and orderly condition.

Curbing according to Widjanti 2000 (in Harsan, 2017, p. 146) is ‘an effort or activity to take action so that the utilization of space according to the plan can be realized’. Curbing is done in order to create the surrounding situation becomes safe, comfortable, peaceful so that it can organize good and conducive government. The purpose of curbing is to reduce disruption to order in a community. Curbing as an effort to foster community obedience in accordance with the plan so that the plan is realized.

Street Vendors

The International Labor Organization (ILO) (Ali & Alam, 2012, p. 187) mentions that street vendors are defined ‘as sectors that are easily accessible to new entrants, using domestic economic resources, owned by small-scale families, using labor-intensive technology, the skills needed are obtained outside of school, cannot be regulated by the government and are engaged in a full competition market’.

Social Order

Order is a condition that involves the implementation of human life as a shared life. The order of a society depends on the network of roles in which each person carries out certain obligations towards others and is entitled to receive his rights from others. So by obeying order will create an organized society. Setiadi and Kolip (2011, p. 97) revealed that “social order is a condition where each community member in his life follows the social norms prevailing in the social group”. The definition of order is also explained in Bandung District

Regulation No. 5 of 2015 that order is “a dynamic situation that allows the government, regional governments and the public to carry out their activities in a peaceful, orderly and orderly manner”.

Social order can be measured through several indicators (Sociology Team in Setiadi and Kolip, 2011, pp. 99-101), namely: 1) the existence of a clear value system and norms; 2) each community member knows and understands the prevailing social norms and values; and 3) each individual in society adjusts their actions to the prevailing norms and values.

C. METHODS

This study used a qualitative approach with descriptive method. As for the participants of this research are those who can provide information related to the objectives to be achieved by researchers, the research participants were determined directly by the researcher by means of “purposive samples” related to specific goals or objectives so that the participants in this study were the *Satpol PP* or Civil Service Police Unit Majalaya District, street vendors, and the public (visitors). The setting of this research is Majalaya Square and the lane (Majalaya-Rancaekek, Majalaya-Ciparay, Majalaya-Cicalengka, Majalaya-Pacet) because they often find street vendors who sell on the sidewalk or make illegal buildings to sell on the side of the road which are actually not allowed based on Perda No. 5 of 2015. The data collection process in this study used observation, interviews, and documentation study.

Then the data analysis was carried out through three stages, namely reducing data which means summarizing, choosing the main things, focusing on the important things, looking for themes and patterns and removing unnecessary. After the data had been reduced, the next step was to display the data by presenting the data in the form of a brief description or chart. The final step was drawing conclusions and verification. Then the researchers also used triangulation to test the validity of the data in this study.

D. RESULTS AND DISCUSSION

The results and discussion in this study describe the implementation of street vendors regulation policy in developing their social

order in Majalaya area of Bandung Regency. Then the results of this research can be seen in the discussion below.

1. General Conditions of Social Order of Street Vendors prior to the Arrangement in Majalaya Area, Bandung Regency

The general condition of PKL social order in the Majalaya area before the arrangement was not quite right, lacking orderliness, disorganized, and many of them were selling on the sidewalk and disrupting the traffic since the Majalaya Square is an area that is visited by the community, automatically the street vendors wanted to sell in crowded places. In addition to the location for a tricycle there is no, the street vendors sell along the sidewalk in order to meet their needs.

The local regulation No. 5 of 2015 is based on problems that occur in the field related to street vendors, as the policy according to Titmuss 1974 (in Suharto, 2012, p. 7) is 'always problem-oriented'. Therefore, the regulation was made based on problems that occur in the field, which became a problem before the arrangement was made that PKL conditions were less orderly, disrupting traffic, disturbing pedestrian comfort, disturbing the beauty of the region itself. Meanwhile, social order shows an orderly, safe, comfortable and harmonious condition. This has not been demonstrated by street vendors in the Majalaya area before there was a policy concerning the arrangement of street vendors. Based on the findings of many factors that influence it such as economic problems, there is no land for trading, many street vendors who choose to sell on the sidewalk or roadside.

That local regulation No. 5 of 2015 wants to make Majalaya as an area that is safe, orderly, comfortable, and conducive and fosters a sense of discipline in community behavior. The aim of the Regional Government to make the policy is in accordance with the theory stated by Carl J. Friedrich (in Ali and Alam, 2012, p. 14) to formulate 'policy as a form of action made by a person, group or government in an environmental opportunity and challenge where the policy is proposed to be used to overcome difficulties or problems that occur in an effort to achieve goals or realize programs or desired goals'. Based on this understanding to overcome the problems that occur, in this study the realization of policies related to the arrangement of street vendors that refers to the

local regulation No. 5 of 2015 concerning the implementation of peace, public order, and community protection.

Social order reflects community members following prevailing norms, seeing the general condition of street vendors prior to the implementation of local regulation No. 5 of 2015 there are still street vendors who do not reflect social order. Based on the findings, social problems also occur such as the presence of pickpockets due to the crowd that occurred in the Square, this proves the lack of security as a result of the existence of street vendors. In addition to disturbing social order, the existence of this street vendor is considered disturbing the beauty of the area because it gives a less beautiful, irregular view and also not a small amount of garbage produced due to street vendors activities. PKL matters that disturb social order need to be overcome because people living side by side with one another need a safe, comfortable and calm social environment. In supporting social order, it requires rules such as values and norms that must be obeyed by the entire community. If the rules are not obeyed then the social order will reduce conflict.

2. Efforts made by Civil Service Police Unit related to the Street Vendor Structuring Process in Building Social Order in the Majalaya Region of Bandung Regency

The purpose of the enactment of Regional Regulation No. 5 of 2015 concerning the implementation of peace, public order and community protection is to create Majalaya District of Bandung which is safe, orderly and fosters a sense of discipline in behavior for each member of the community, so there needs to be an effort to improve peace, public order and community protection Majalaya Regency Bandung. The purpose of the enactment of Perda No. 5 of 2015 is to create an orderly, safe, comfortable and conducive Majalaya District of Bandung.

In Perda No. 5 of 2015 mentioned in Chapter II Article 3 paragraph 3 that "the sidewalk is intended for pedestrians" then article 5 paragraph 1 states that "everyone is prohibited from selling, storing, or stockpiling goods on the road and other places that are not in accordance with its designation". Based on this regulation, it is emphasized that street vendors are not allowed to sell on sidewalks or roadways. Therefore regional apparatus such as

Satpol PP make various efforts in the process of structuring street vendors in building street social order so that they do not occupy a place that is not intended. Violations of the provisions in article 5 may be subject to sanctions in the form of “verbal warnings, written warnings, temporary suspension of activities, confiscation of objects and vehicles, closure or demolition, administrative fines” (Regional Regulation No. 5 of 2015 Chapter II Article 10 paragraph 2).

In this case the efforts made are to organize, foster, and discipline street vendors in the Majalaya area such as in the Majalaya Square and the Majalaya lane. In the process of structuring street vendors, it can be said that the efforts made such as: 1) since the location does not yet exist, the street vendors are temporarily allowed to trade in the shop yard and also with the permission of the shop owner; 2) some street vendors are permitted or placed by the Village in temporary kiosks near the Majalaya Terminal; 3) knock down street vendors illegal buildings along the Majalaya lane. Then in terms of guidance by providing understanding to street vendors related to local regulation No. 5 of 2015 concerning the implementation of peace, public order, and community protection. By using a persuasive approach coming to traders one by one delivered and given a good motivation in order to be understood by street vendors, fostered from heart to heart politely to build Majalaya and believed to be able to organize and build social order of street vendors. Then control by giving warnings to street vendors who do not follow the rules and Civil Service Police Unit every day to patrol the Majalaya area in terms of controlling street vendors.

In overcoming the problem carried out various efforts in building social order of the street vendors, the strategy/approach in these efforts is formed as a social control. Berger (in Setiadi and Kolip, 2011, p. 252) provides an understanding of ‘social control as a way for people to discipline their deviant members’. Social control in the arrangement of street vendors uses persuasive ways that is to provide understanding, good motivation, polite language to instill values and social norms so that street vendors know the rules of the prevailing norms. Providing understanding is the same as giving outreach. Social control through socialization or a persuasive approach will avoid conflict. Ways such as socialization

are also said by Setiadi and Kolip (2011, p. 253) that “the normative socialization process in addition to bringing benefits to society also brings benefits to individuals, through the socialization process will create social order”. Based on the opinion above, it can be understood that socialization can avoid conflict and bring benefits to the community itself.

Social order can be measured through several indicators (Sociology Team in Setiadi and Kolip, 2011, pp. 99-101), namely: 1) the existence of a clear value system and norms; 2) each community member knows and understands the prevailing social norms and values; and 3) each individual in society adjusts their actions to the existing norms and values. In this case both street vendors and the public must know and obey the applicable norms.

3. Results of the Implementation of Street Vendor Structuring Policy in Building Social Order in the Majalaya Region of Bandung Regency

The results of the implementation of the policy of structuring street vendors in the Majalaya region have not been maximized even though they have been implemented evenly in all Majalaya areas but the assessment has not reached 100%. Initially street vendors can be arranged but over time and because of the obstacles faced, the implementation of street vendors structuring policy has not been maximized. These constraints such as street vendors are obedient and some are not according to the rules, then there is no proper place for street vendors, and less the civil service police unit members. Another problem hampering street vendors social order is that after the construction of temporary kiosks near the street vendors terminals, the company moved to sell their goods to their original place (Majalaya’s city plaza) so that the stalls that were previously built were abandoned. Street vendors activities in the square clearly violate the rules because trading on the sidewalk is actually intended for pedestrians. The existence of street vendors on the sidewalk or roadside has an impact on order such as traffic jams, thereby reducing the comfort of motorbike or car riders who pass through the road and not the small amount of garbage generated as a result of the activities of street vendors and visitors/buyers who come.

In the implementation, even though the enforcers implement it well, they certainly encounter obstacles / deficiencies. Based on reality on the ground it can be seen that social order cannot be implemented easily. This is caused by several factors such as the absence of a place, there are still traders who sell on the sidewalk, lack of awareness to comply with applicable norms. Social order does not arise by itself in the community, but rather conditions that must be formed through socialization based on values and norms that guide society. So it must continuously *Satpol PP* to control street vendors.

Sunggono (in Ali and Alam, 2012, p. 196) said that 'street vendors always choose a strategic place to chase prospective buyers'. This opinion is in line with the findings of researchers in the field that the tendency of street vendors to choose a crowded place as well as street vendors located in Majalaya. The existence of street vendors who always take advantage of crowded places without caring about other things except to make a living. Therefore, controlling street vendors need to be carried out comprehensively and in synergy with various agencies to relocate street vendors to more appropriate, good and strategic places because after all PKL as citizens have the right to live properly.

E. CONCLUSION

First, the condition of street vendors before the arrangement was not orderly, not quite right so that it reduces the comfort of pedestrians and disrupts traffic. The street vendors trade to meet their daily needs plus Majalaya Square is a strategic and crowded area of visitors. Then not a few street vendors who build illegal buildings along the Majalaya lane so that disturbing order.

Second, the efforts made by civil service police unit are organizing street vendors according to the local regulation No. 5 of 2015 by structuring, coaching, and controlling through a persuasive approach, providing good understanding and motivation. Since there is no place to accommodate street vendors, there are forced to have special policies such as street vendors while selling in the shop's yard, which is also with the permission of the shop owner. Then from the village allowed to make a place for street vendors near the Majalaya Terminal. In addition, in the case of street vendors who make illegal buildings along the Majalaya civil

service police unit line, they hold an ultimatum at the same time to be demolished because in addition to disturbing public order it also impedes public interest loyalty.

Third, the results of the implementation of the street vendor structuring policy have not been maximized. That is because there are still many shortcomings in its implementation such as the lack of a suitable location to accommodate all street vendors (PKL) so that for now there are street vendors who obey the rules and some are not about the local regulation No. 5 of 2015. In the efforts made it is very visible differences in the conditions of street vendors from before and after, but the current conditions of street vendors began to lack awareness not to trade in places that are not allowed even though they have been given an understanding of these regional regulations to build social order.

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