

## Analysis of The Implementation of Prohibition Buying of Street Vendors in Koja Sub-District North Jakarta

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### ABSTRACT

According to data on the recapitulation of orderly violations of certain places of business and businesses at the Civil Service Police Unit of North Jakarta Administrative City, there were 16,220 violations of the prohibition of trade in 2019, far from the violation of the prohibition against buying street vendors merchandises, which were only 5 violators, then this research was conducted to analyze the implementation of the prohibition of buying street vendor merchandises at Koja Subdistrict region, North Jakarta. This research method used descriptive qualitative research with data collection techniques through in-depth interviews with informants obtained by the author, in this study it was found that the DKI Jakarta Government had not widely disseminated to the public of the rules on the prohibition of buying street vendor merchandises, there was still a lack of personnel for preventing violations, and the need to revise rules related to a standard operating procedure (SOP) in prosecuting violations on the prohibition of buying street vendor merchandises.

**Keywords:** Public Administration, Policy Implementation, Prohibition Of Buying Street Vendor Merchandises

### INTRODUCTION

In general, the portrait of the economy in Jakarta looks encouraging, but of course, it is still questionable how much it influences the income of distribution so that it truly fulfills the sense of social justice in the economic field. This is because the logic of urban economic development, which has a dichotomous pattern between the formal sector and the informal sector, often results in the marginalization of informal economy actors, including street vendors (PKL). The existence of street vendors is important because they play a vital role in the business world to encourage one's economic growth, especially for the lower middle class.

Even though they have an important role in the urban economy, street vendors are still considered the cause of various problems, both by the government and by citizens. The problem of street vendors (PKL) has not been resolved in every region in Indonesia. This problem arises every year and continues without a proper solution in its implementation. The existence of street vendors is often considered illegal because they occupy public spaces and are not suitable with the vision of the city, which mostly emphasizes K3 aspects (Occupational Health and Safety), namely aspects of cleanliness, beauty, and tidiness of the city, therefore street vendors are often the main target of city government policies, such as evictions and relocation.

So far, the DKI Jakarta Provincial Government, especially in terms of implementation, enforcement and supervision of public order rules only targets the street vendors themselves, this is proven by the widespread orderliness of street vendors in the DKI Jakarta Province, especially

in the North Jakarta Administrative City area, that from 2018 to 2019 there was an increase in the number of violations of public order in the field of orderly places and certain businesses with the amount 74.59%, but from this field during the last 2 years there were only 5 violations that were carried out by taking action related to the purchase of street vendor merchandise in 2019, and from that 5 violations, the violators were only given an appeal and it did not bring to a court for minor crimes, this proves that the subject of the two fields of order in certain places and businesses, namely the public as buyers of street vendors' merchandise, has not been maximized in enforcing policies related to public order. The problem of public order itself, especially in the field of orderly places and certain businesses, is not only street vendors, but there is a second subject, namely the community as buyers who make public order problems a classic problem for which there is never a solution in handling it.

In enforcing the rules, especially in the Capital City, Province of DKI Jakarta in terms of rules against street vendors, it is regulated in the DKI Jakarta Provincial Regulation Number 8 of 2007 concerning Public Order, wherein Chapter VI about the Order of Certain Places and Businesses in article 25 paragraph 2 mentions:

*“Every person or entity is prohibited for trading, doing business on roads/sidewalks, bus stops, bridges crossing people and places for other public interests outside the provisions as referred to in paragraph (1)”*

However, it is not only traders or business entities that are prohibited from using places of public interest to conduct business or trade, in the article referred to in paragraph 3 mentions:

*“Everyone is prohibited for buying the merchandise of street vendors as referred to in paragraph (2).”*

Street vendors are allowed in the same article, namely article 25 paragraph 1 which mentions “The governor appoints/stipulates sections of roads/sidewalks and other places of public interest as places of business for street vendors”, this means that every community that uses the facilities Public and social facilities belonging to the regional government must have a permit through a governor's decision and are managed by the Department of Industry, Trade, Cooperatives, Small and Medium Enterprises to avoid repression or prosecution from the relevant agencies, namely the Civil Service Police Unit as the Enforcer of Regional Regulations.

The role of the local government, namely the DKI Jakarta Provincial Government in implementing, enforcing and monitoring, and controlling these rules is very much needed to create a more orderly environmental condition, especially in DKI Jakarta, if in its implementation two subjects of public order violators, namely street vendors and the public as buyers can subject to sanctions of the same rules then, of course, environmental order can be made.

There needs to be a way or a solution that is effective in implementing, enforcing, and supervising, especially for the second subject, namely the public as buyers to suppress the number of violations of public order, where since the DKI Jakarta Provincial Regulation Number 8 of 2007 about Public Order is in effect, sanctions have not been maximally applied to people who violate public order. buying the merchandise of street vendors, as in the same way, other regions also have rules prohibiting buying street vendors' merchandise, for example, the city of Bandung as the capital of West Java province has implemented sanctions against people who buy street vendor's merchandise with a fine of one million rupiahs against the violators of these rules. ([https://www.bbc.com/indonesia/majalah/2014/02/140202\\_dendapklbandung-other-magazines/](https://www.bbc.com/indonesia/majalah/2014/02/140202_dendapklbandung-other-magazines/) accessed on March 15, 2020)

If those activities that have been done by Bandung City Government were also adopted by the DKI Jakarta Provincial Government, the peace and order in DKI Jakarta as the Capital City of Indonesia would be realized. Based on the above problems, the researchers are interested in

raising the research theme about “Analysis of the Implementation of the Prohibition of Buying Street Vendors in the Koja Sub-district, North Jakarta in 2019”.

The meaning of implementation based on the KBBI (The Great Indonesian Dictionary) is also implementation, while the general understanding is an action or implementer of a plan that has been carefully arranged and in detail (mature). The word implementation itself comes from the English language “to implement”. Not just an activity, implementation is an action that is planned and carried out seriously also refers to certain norms to achieve the objectives of the activities. In other words, implementation is a provider of means to carry out something that causes an impact on something. This is done so that there is an impact in the form of laws, government regulations, judicial decisions, and policies that have been made by government institutions in the life of the state. To get the correct answer, it would be better if we looked at the explanation according to the experts.

Experts also gave their opinions in interpreting this one term. According to Jones (in Mulyadi 2015:45) “Those Activities are directed toward putting a program into effect”. (The process of realizing the program until it shows the results), while based on Van Horn Van Meter’s opinion (in Mulyadi 2015:45) “Those actions by public and private individual (or group) that are the achievement or objectives outlined in prior policy” (actions taken by the government). So Implementation is an action taken after a policy is established. Implementation is a way for a policy to achieve its goals. The purpose of a policy is to intervene, while implementation is the act of intervention itself.

From several stages that must exist in public policy, the most difficult is the implementation stage, because at this stage new problems will arise, even those that have never been thought of by public policymakers themselves. One of the threats in the implementation of public policy is the consistency between the concepts (plans) that have been formulated and their implementation. Several studies have shown very worrying results, namely, only 10-20% of public policy implementation is by the concept (plan) that has been prepared. Therefore, efforts are needed that can run optimally as planned. One of them is to formulate a model that is appropriate to the situation and conditions in which public policy will be implemented.

This model is the most classic model, introduced by Donald Van Meter and Carl Van Horn (1975). Because two figures introduced that model, then the model was called the Van Meter and Van Horn models. Meanwhile, Anggara (2014:267) states that the model developed by these two figures is called “a model of the policy implementation process”. Basically, this model has the point of view that public policy runs linearly, starting from public policy, implementers, and public policy performance. This implementation process is an abstraction or performance of a policy understanding which is basically carried out to achieve high policy implementation performance intentionally to take place in the relationship of various variables. This model assumes that policy implementation runs linearly from political decisions, implementers that policy performance is influenced by several of these variables, namely: 1. Standards and target of objectives/sizes and policy objectives 2. Resources 3. Characteristics of implementing organizations 4. Attitudes of the implementer 5. Communication between related organizations and implementation activities 6. Social, economic, social, and political environment.

Nugroho (2009:627) in Setyawan (2017:115) describes several variables that influence public policy, including: (1) Public policy implementation activities and inter-organizational communication; (2) Characteristic of implementing others/ implementer; (3) Condition of economic, social (including cultural, security), and politics; and (4) Tendency (*disposition*) of

implementator.

Meanwhile, Anggara (2014: 267) suggests that the independent variables that affect the relationship between public policy and public policy performance (achievement) are as follows: (1) Measures and objectives of public policy; (2) Public Policy sources; (3) The characteristic of agencies/institutions/implementing agencies; (4) Communication among organization related to implementation activities; (5) The attitude of implementer; and (6) Economic, social and political environment.

The two views on the independent variables that link between public policy and the performance (achievement of work) of the public policy are the same, but Anggara adds a variable size and purpose of public policy, and there must be sources of public policy.

Street vendors or often as PKL are a community that most of them sell by using the roadside area to earn a living by holding their wares or their carts on the edges of highway crossings. If you look at the history from the beginning of the existence of street vendors, they had existed since the Dutch colonial period.

With the existence of a rather wide space, then traders began to place their carts a lot, only to take a rest while waiting for buyers to buy their wares. As time goes by, many traders took advantage of the location as a place to sell, thus invites pedestrians who happened to be passing by to buy food, drinks, and rest. Starting from there, the Dutch Colonial Government called them the Five Feet Traders, the idea of traders who sold on the edge of pedestrian crossings or sidewalks that had a width of five feet.

According to Dewi (2013: 1), a consumer/buyer is someone who uses the products and or services being marketed, while consumer satisfaction is the extent to which the expectations of a consumer's purchases are met or even exceeded by a product. If the consumer's expectations are met then he will feel satisfied, and if it exceeds consumers' expectations, the consumer will feel happy. Consumers are divided into two categories, namely personal consumers and organizational consumers. Personal consumers are individuals who buy goods and services for their use, for household use, for family members and friends, while the organizational consumer is a company, government agency, or other for-profit or non-profit institution that buys goods, services, and other equipment needed for the organization to run well. Every consumer/buyer always tries to fulfill their life needs with maximum fulfillment. The variety of goods desired is also increasing, and to fulfill all of them depends on the amount of income or income.

According to Kotler and Keller (2009:166-183), consumer buying behavior is influenced by cultural, social, personal, and psychological factors. Here are the factors that influence consumer behavior:

1. Cultural Factor. Culture, sub-culture, and social class greatly influence consumer buying behavior.
  - a. **Culture.** Culture is the basis of a person's desires and behavior.
  - b. **Sub-culture.** Smaller subcultures provide more specific identification and socialization for their members. Within sub-cultures, there are nationalities, religions, racial groups, and geographic areas.
  - c. **Social Class.** Social class is a group in a society where each group tends to have the same values, interests, and behavior.
2. Social Factor. Reference groups, family and roles, and status are categories in social factors that influence consumer behavior.

- a. **Reference Group.** A person's behavior will be influenced by various groups. A person's reference group is all groups that have a direct (face-to-face) or indirect influence on that person's attitude or behavior.
  - b. **Family.** The family plays a major role in human behavior, so that consumer buying behavior can be influenced by the family.
  - c. **Role and Status.** A person has several groups such as family, association or organization. Roles consist of activities that a person is expected to perform so as to provide status. Someone chooses a product that reflects and communicates their role and each role will carry a status in the form of a general award given by society.
3. Personal factor. According to Kotler (2009:172), the buyer's decision is also influenced by personal characteristics. Personal factors include:
- a. **Age and Life Cycle Stage.** People will buy different products throughout their lives. A person will buy a product to satisfy his needs and wants. A person's needs will differ in terms of number and type according to age.
  - b. **Job.** A person's job also affects his consumption patterns. Companies can produce products according to the needs of certain work groups.
  - c. **Economic Situation.** A person's economic situation will greatly affect the selection of products according to their income level.
  - d. **Personality.** Everyone has a unique personality and this will affect their buying behavior. Personality is a unique psychological characteristic that causes relatively consistent and enduring responses to the environment. In addition, consumers also tend to choose and use brands that are suitable for how they see themselves as individuals and it is also based on how we want to see ourselves or how other people view us.
  - e. **Life Style.** Lifestyle is a person's style of living in the world which is expressed in his activities, interests and opinions.
4. Psychological Factor. A person's purchase choice is influenced by motivation, perception, learning and memory.
- a. **Motivation.** Motive (support) is an urgent need to direct someone to seek satisfaction of his needs.
  - b. **Perception.** Perception is our process of selecting, organizing, and translating information inputs to create a meaningful picture that is acceptable to humans.
  - c. **Learning.** Learning is a change in a person's behavior that arises from experience.
  - d. **Memory.** All information and experiences experienced by humans will be embedded in long-term memory.

## METHODS

This type of research is qualitative, where this study aims to explain the phenomenon as deep as possible through the collection of deep data. The collection of data used in this study, among others: 1) interviews and 2) Documentation. The type of interview used in this study is an open standard interview, which uses standard questions while documentation by collecting information obtained from documents, archives, laws, and regulations, and pictures of research locations. The data analysis process begins by examining all available data from various sources, namely from interviews, observations that have been written down in field notes, personal documents, official documents, pictures, photos, and so on.

## RESULT AND DISCUSSION

Based on the results of the research that has been done, the authors get several findings that can explain the implementation of the Policy on the Prohibition of Buying Street Vendors in the Koja Sub-district, North Jakarta, public policy runs linearly, starting from public policy, implementers, and public policy performance, implementing that Policy performance is influenced by several of these variables, namely:

### Standard and Target Policy/measure and Objective Policy

The performance of policy implementation can be measured by the level of success of the size and policy objectives that are realistic with the socio-cultural existing at the level of policy implementers. When policy measures and targets are too ideal, they will be difficult to realize. Van Meter and Van Horn (in Anggara, 2014) argue that to measure the performance of policy implementation, of course, confirming certain standards and targets that must be achieved by policy implementers, policy performance is basically an assessment of the level of achievement of these standards and targets.

In enforcing the rules regarding the prohibition of buying the merchandise of street vendors, both standard and targeted policy objectives have been stated in the DKI Jakarta Regional Regulation Number 8 of 2007 concerning Public Order in Article 25 paragraph (3), strengthened by the implementation instructions in the DKI Jakarta Governor Regulation Number 221 of 2009 on Chapter V about the Implementation of Actions for Guidance, Control, and Supervision of Public Order in article 38 regulates how to act for policy implementers, but in implementing the prohibition on buying street vendors' merchandise in Governor Regulation 221 of 2009 article 38 paragraph (1) mentions: "Guidance on control and supervision of order General action against people or entities that violate certain business and business rules is carried out through the following actions: a. verbal warning; b. written warning; c. sealing; d. demolition; and e. foreclosure", for violators of street vendors' merchandise buyers in the regulation becomes ambiguous because only verbal reprimands can be imposed.

**Tabel I. Recapitulation of Oorderliness Violations of certain places and Business in the City Territory of North Jakarta from 2018 to 2019**

No	Year	Kinds of Violations	Violation Resolution				Total
			Orderly	Appeal	Coordination	Hearing	
1	2018	Orderly Business (Street Vendor/PKL)	1.396	10.180	24	485	12.085
2	2018	Orderly Business (Merchandise Buyer of Street Vendor/PKL)	0	0	0	0	0
3	2019	Orderly Business (Street Vendor/PKL)	1.002	14.580	90	548	16.220
4	2019	Orderly Business (Merchandise Buyer of Street Vendor/PKL)	0	5	0	0	5
<b>Amount</b>			<b>2.398</b>	<b>24.765</b>	<b>114</b>	<b>1.033</b>	<b>28.310</b>

*Source: The Civil Service Police Unit (Satpol PP) Administration City of North Jakarta*

From the table above, the researcher can say that the number of violations is still dominated by street vendors (traders), which means that the Civil Service Police Unit (Satpol PP) only applies article 25 paragraph (2) in Regional Regulation 8 of 2007 concerning public order, but for

violations against street vendors in paragraph (3) in the article and the same Regional Regulation, enforcement has not been carried out seriously.

### **Resource**

This is the potential value possessed by certain materials or elements in life. The success of policy implementation is highly dependent on the ability to utilize the available resources. Humans are the most important resource in determining the success of policy implementation. Each stage of implementation requires the existence of qualified human resources in accordance with the work required by apolitically determined policies. In addition to human resources, financial and time resources are important calculations in the success of policy implementation.

In fulfilling the need for the number of personnel in the midst of employees' moratorium, Local Governments' agencies (SKPD) of the Civil Service Police Unit (Satpol PP) of the DKI Jakarta Province recruits PJLP (Other Individual Service Providers) with contract status, this is done in order to cover the existing shortfall even though currently it has not been able to meet the needs of the number of personnel, but this is can maximize preventive activities or prevention of violations. Financially, DKI Jakarta Province is able to meet the needs to cover the shortage of existing resources, but the current regulations limit it so that the capabilities of the DKI Jakarta Provincial Government are limited.

Currently, the infrastructure owned by the Civil Service Police Unit of DKI is very supportive in their daily tasks, especially in the case of patrol operational service vehicles (KDO) which are quite complete, where their provision reaches the urban village level, but what needs to be paid attention to by SKPD of the Civil Service Police Unit to be able to complete the need for security and guarding points prone to violations of public order as a preventive measure or prevention of violations of regional regulations including prohibitions on trading or buying street vendors' merchandise.

### **Characteristic of Implementing Organization**

The focus of attention on implementing agencies includes formal organizations and informal organizations that will be involved in implementing the policy. This is important because the performance of policy implementation will be greatly influenced by the right characteristics and matches with the implementing agents. This is related to the context of the policy that will be implemented in some policies that require strict and disciplined policy implementers. In other contexts, democratic and persuasive implementing agents are needed. In addition, the scope or area of the area is an important consideration in determining the implementing agent of the policy.

The Civil Service Police Unit of DKI Jakarta in general has implemented preventive, persuasive, and humane methods in carrying out their duties, while the things that have been done in the implementation of solving public order problems are: (1) Coordinate with relevant agencies to find the best solution; (2) In doing the execution, the action is done together with TNI and Polri in term of security; (3) Do precautions to prevent the reocurrence of violations; and (4) Do the stages professionally based on the SOP

### **Executor's Attitude**

Based on the opinion of Van Metter and Van Horn in Anggara (2014): "the attitude of acceptance or rejection from implementing agency greatly affects the success or failure of public policy implementation. This is very possible to happen because the policies implemented are not the result of the formulation of residents who are well acquainted with the problems they feel, but public policies are usually top-down, where it is very possible that decision-makers do not know or even can touch the needs, desires or problems that must be resolved.

The attitude shown by the Civil Service Police Unit (Satpol PP) of DKI Jakarta is now fairly humane, this continues to be done to restore public confidence in the role of the Civil Service Police Unit (Satpol PP) in maintaining public order, and the things that are done in carrying out their duties are: (1) Mobilize female personnel in taking action in order not to appear arrogant; (2) Do persuasive communication approach to violators; (3) Give instruction and supervision to personnel to carry out actions in predetermined manner; and (4) Evaluate each activity of implementation

### **Inter-Organizational Communication**

It is a form of exchange of messages between communication units within a particular organization. In order for public policy to be implemented effectively, according to Van Horn and Van Mater (in Anggara 2014) what is the goal standard must be understood by individuals (implementors). Those who are responsible for achieving the standards and objectives of the policy, therefore the standards and objectives must be communicated to the implementers. Communication within the framework of delivering information to policy implementers about what are the standards and objectives must be consistent and uniform (consistency and uniformity) from various sources of information.

In terms of inter-organizational communication, the Civil Service Police Unit (Satpol PP) has carried out cross-sectoral coordination, monitoring, and evaluation related to public order issues as an effort to prevent and find the best solution for public order problems, however, there are several things that are of concern in taking action, namely: (1) It is not permitted to confiscate ID Cards by the Department of Population and Civil Registry; (2) ID Cards that have been confiscated have never been taken by the violators; (3) The violators whose ID cards were confiscated apply for a new one; and (4) There is no integrated system with the implementation of prosecution in the confiscation of violators' ID cards.

Lack of socialization to the public regarding the prohibition of buying street vendor merchandise either through electronic media, printed media, online media, social media, even in field observations the researchers found 3 Local Regulation Signs that were in poor condition, and the placement was not quite right, the first one was on Jl. Lorong 104, North Rawa Badak Village, Koja Sub-district, North Jakarta, has a Regional Regulation Sign in good condition, but the writing on the Regional Regulation sign has partially faded, the was only the writing, the second one is still on Jl. Lorong 104 Koja Village, Koja Sub-district, North Jakarta is in poor condition and it can be seen in the Local Regulation Sign and it was only written a prohibition on trading, the third one is Local Regulation Sign on Jl. Kramat Jaya, Tugu Utara Urban Village, Koja Sub-district, North Jakarta, exactly at the end of the fence at the north gate of the Jakarta Islamic Center, the Local Regulation Sign is in very good condition but its condition is blocked by a public transportation route sign so that people cannot directly see the Local regulation Sign, this causes unfamiliarity society about the existence of these rules. The lack of seriousness of the DKI Jakarta Provincial Government makes the impression of neglect in its implementation.

### **Social, Economic, Politic Environment**

The last thing that needs to be considered in assessing the performance of policy implementation is the extent to which the external environment contributes to the success of public policies. An unfavorable social, economic and political environment can be a source of problems for the failure of policy implementation performance. Therefore, efforts to implement policies require a conducive external environment.

### **Social Environmental Condition**

Koja sub-district, which on average has secondary education and immigrant communities, there is no rejection from the community regarding Regional Regulation Number 8 of 2007 concerning Public Order, the middle and lower economic conditions trigger people to look for jobs instantly in the informal sector, causing problems of public order, conditions Politics in the Koja sub-district is the same as in other areas where there are pros and cons related to policies made by the government.

## CONCLUSION

Implementation of the Policy on the Prohibition of Buying Street Vendors in the Koja Sub-district, North Jakarta in 2019, generally has started with the process of taking action against verbal appeals to violators compared to the previous year.

There are several obstacles faced by the DKI Jakarta Provincial Government, especially the Civil Service Police Unit (Satpol PP) of the North Jakarta City Administration, including (a) The level of urbanization of the regional population to the capital city of Jakarta (b) Lack of personnel in preventive measures or prevention of violations (c) The lack of Socialization from the DKI Jakarta Provincial Government (d) SOP regulations which are still lacking in affirmation in taking action against violators.

Efforts made by the DKI Jakarta Provincial Government in overcoming the current obstacles are: (a) Conducting socialization related to the prohibition against buying street vendor merchandise (b) Increasing the number of personnel (c) Proposing revisions related to SOP rules in field action.

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