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Understanding of the Policy on Fostering Street Vendors in Surabaya: A Review of Surabaya City Regulation No. 17 Year 2003

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ABSTRACT

This research aims to understand the policy of fostering street vendors in Surabaya through a study of Surabaya City Regional Regulation No. 17 Year 2003. It was conducted using qualitative research on street vendors and the Surabaya City Government, opening up the possibility of various information materials from all sources. The results show that a) street vendors fostered by the Surabaya City Government have a unique character; on the one hand, they receive coaching assistance from the government, but on the other hand, they sometimes oppose government policies that touch their interests. In general, the fostered street vendors have peace in doing business and become partners of the Surabaya City Government; b) street vendors fostered by the Surabaya City Government have experienced increased welfare financially and socially. Surabaya City Government has made various efforts to foster street vendors to create a clean, orderly, beautiful, and safe Surabaya city.

Keywords: Policy, Coaching, Coaching Realization.

INTRODUCTION

So far, Indonesia's economic development policy has focused on GNP (Gross National Product) and GDP (Gross Domestic Product). However, its implementation is not accompanied by an equitable distribution of economic results, which ultimately results in various social inequalities and social injustice (Cabelita et al., 2022).

Surabaya, the second largest city in Indonesia after Jakarta, has various problems. One of Surabaya's problems is the handling of street vendors. These street vendors are city dwellers who are generally economically weak and whose education and skills are low or very limited; they consider this job the most suitable for those struggling to survive in the city (Samosir & WARIDIN, 2015). The industrial sector, which is expected to be the backbone of the economy, cannot absorb the entire workforce, which is increasing daily. Therefore, the gap between population and employment opportunities is increasing (Al Farisi & Fasa, 2022). Hence, the informal sector, such as street vendors, is the main alternative and will grow in line with the increase and development of the urban population.

Street vendors are a term used to refer to vendors

who use carts or similar objects that allow them to move around (Sintani et al., 2023). The history of the term street vendors has its roots in the Dutch colonial era when the then government stipulated that every highway built must provide pedestrian facilities five feet wide or about one and a half meters (INDRAWATI & Saputra, 2014). After Indonesia's independence, traders utilized this section of road designated for pedestrians to pedal their wares.

Like the problems of the informal sector in general, street vendors also face several problems, both internal and external (Pertiwi, 2022). These problems arise from the needs and demands of the convenience of the service or business users and the compulsion of the street vendors' subjects. The starting point of the problems of street vendors is the inequality between two interests, namely the interests of street vendors and the government and some public interests (Gandasari et al., 2015).

When street vendors were not as prevalent as today, perhaps their existence was not a serious problem. However, considering the city, which is followed by the flourishing of street vendors, it becomes a problem and requires serious attention from all parties (Khakwani et al.,

2012). Because street vendors contain problems that also have positive potential for the community's economy (Ellerup Nielsen & Nørreklit, 2011), the problems to be solved will stem from two poles that seem antagonistic at first glance, namely problems and aspects of economic development, aspects of public order, and aspects of the interests of the Surabaya City Government.

With this condition, the Surabaya City Government is trying to make improvements, including structuring, fostering, and controlling the street vendors' businesses to become advanced, strong, and able to occupy official businesses. Theoretically, Grindle (1980) said that policy implementation activities are influenced by important variables, namely: a) policy objectives, b) program action and project design, c) policy content, d) implementation context, and e) results (Grindle, 1980).

Based on Grindle's theoretical thinking and the issue of street vendors in Surabaya, the research questions are: How are the characteristics and socio-economic conditions of street vendors assisted by the Surabaya City Government? How is the management policy of street vendors assisted by the Surabaya City Government? How is the Surabaya City Government's guidance for assisted street vendors realized?

The purpose of this research is to provide a deeper understanding of the street vendors development policy in Surabaya, with a focus on the characteristics of street vendors, management policies, and the realization of development by the Surabaya City Government: reviewing the Surabaya City Regional Regulation No. 17 Year 2003.

METHODS

This research uses a qualitative approach to understand the phenomena experienced by research subjects, such as behavior, perceptions, motivations, and actions, in a holistic natural context (Anggito & Setiawan, 2018). The qualitative approach was chosen because it is more relevant for researching the implementation of street vendors management policies, where the resulting findings cannot be achieved through statistical procedures or other quantification methods (Birks & Mills, 2015).

This research uses a case study design with a

narrative approach. The narrative approach allows researchers to investigate the lives of individuals or groups and ask them to recount their life experiences. The researcher then reorganizes the information obtained as a chronological narrative. This approach is suitable for understanding the journey of street vendors fostered by the Surabaya City Government and their interaction with government policies.

The research sample consists of two main groups:

a) street vendors coached by the Surabaya City Government: The sample was purposively selected, consisting of 30 street vendors participating in the coaching program. This sample was selected based on business type and strategic location in the city to ensure representation of the various business contexts of the street vendors.

b) Surabaya city government officials and staff: A total of 10 officials involved in the implementation of the street vendors management policy were interviewed to gain insight into the policy from the government's perspective

RESULT AND DISCUSSION

Characteristics and Socio-Economic Condition of Street Vendors Assisted by Surabaya City Government

From the results of this study, it is also known that street vendors are not alone in running their businesses; they have an assistant kiosk/stall guard, and each kiosk/stall has an average opening hour of more than 6 hours a day. This data shows that some street vendors have been able to pay wages for kiosk/stall guards. In other words, doing business in the informal sector as street vendors can lift their economic welfare. Based on the results of this study, it is also known that the average monthly income of street vendors is between Rp. 500,000-2,000,000, and even a few street vendors earn more than Rp 3,000,000 monthly. From the income from selling, it turns out that it can meet the needs and improve the welfare of street vendors.

Table 1.
Characteristics and socio-economic conditions among the street vendors

Characteristics	Average	Range
Monthly Income	Rp. 1.250.000	Rp. 500.000-3.000.000
Kiosk/Stall Opening Hours	7 hours	5-10 hours
Educational Attainment of Children	High School	Elementary-University
Vehicle Ownership	Motorbike	Motorbike - Car
Housing Status	Rented	Owned-Rented-Boarding House

Most street vendors already own a house even though it is still under contract or boarding house status, and some even have the status of a private house. Apart from houses, the proceeds from selling as street vendors

can also support the welfare of street vendors, namely being able to send their children to school to an advanced level or fulfilling the need for transportation such as cars or motorbikes.

Based on the study's results, it is also known that street vendors have successfully sent their children to school even though they did not reach the university level. However, predominantly, they can send them to high school, and even a small number can send them to college and graduate from college. In addition, the average street vendor has a private vehicle in the form of a motorbike for operational transportation needs—however, it only has one unit. Street vendors have more than one motorbike, and even a small number of Street vendors have cars, either one unit or more than one unit.

Trading activities as street vendors who are specifically fostered by the Surabaya City Government have a positive impact on improving the welfare of street vendors, and from a social perspective, they can be said to be official street vendors because they receive direct supervision from the City Government as well as regular and structured coaching so that their presence in the community does not interfere with the condition of the surrounding environment their existence can add new colors to the community.

The data shows that most street vendors have experienced an increase in welfare, which supports the hypothesis that the Surabaya City Government's street vendors development policy has a positive impact on the economic welfare of street vendors. For example, the ability of street vendors to hire kiosk guards shows a steady increase in income. However, the research also revealed that this welfare improvement has not been evenly distributed. Many street vendors still earn less than IDR 2 million per month, and most still rent or lease houses. This shows that despite the positive impact, this policy has not improved the welfare of all street vendors equally.

Street vendor policies in Surabaya tend to get public support in line with the theory proposed by (Sabatier et al., 1983). This is reinforced by the community's support for street vendors fostered by the government, which can be considered a form of public acceptance (Maamari et al., 2022). Although this coaching policy supports welfare improvement, the results show significant gaps in its impact, which may not fully match the expectations of existing theories.

This suggests that other factors may influence the success of the policy, such as implementation issues in the field or other contextual variables. This finding indicates that coaching policies need to focus more on the segment of street vendors who have not experienced significant welfare improvements. For example, more intensive training and mentoring programs could help low-income street vendors scale up their businesses (Woulfin, 2014).

The government needs to re-evaluate its coaching strategy to provide more equitable benefits. This could include reviewing resource allocation, improving access to business support facilities, or providing additional incentives for street vendors that show improved performance (Munro et al., 2020). The successful implementation of public policy in the form of improving the welfare of street vendors has theoretical implications,

namely supporting the theory put forward by (Sabatier et al., 1983), which states that the success of a public policy implementation is determined by 3 (three) variables, namely problem characteristics, policy characteristics, and policy environment. The policy environment variable (no statutory variables affecting implementations) in question is in the form of public support for a policy. Policies that provide incentives are usually easy to get public support. Conversely, disincentive policies receive less public support (Bradley, 2016).

However, implementing public policies to improve street vendors' welfare cannot be successful. This is because only a small proportion of street vendors earn more than three million per month, while most still earn between five hundred thousand and two million per month. In addition, there are still many street vendors who only own motorbikes, although some own cars. Many street vendors only own motorbikes, although some own cars. Although the average street vendor has an assistant or helper, only a few have more than one stall. Most street vendors already own a house, but only a small number of them own their own house, while most of the others still rent or board.

Most street vendors have sent their children to high school, but only a few have been able to send their children to university. However, in general, trading activities as street vendors specifically fostered by the Surabaya City Government can positively impact the welfare of street vendors.

Management Policy of street vendors Assisted by Surabaya City Government

The results of this study indicate that the Surabaya City Government, in managing policies towards assisted street vendors, has gone through planning, organizing, implementing, and controlling mechanisms. This finding supports the theory expressed by (Manullang, 2002; Terry, 1972), which states that management functions include planning, organizing, implementing, and controlling. However, although planning has been carried out in managing fostered street vendors, such as planning to improve soft skills and hard skills in selling healthy and hygienic food through BINTEK coaching, there is one plan that was not prepared by the Surabaya City Government, namely the provision of business funds or business capital that street vendors urgently need. In the planning aspect, the Office of Cooperatives and MSMEs did not develop a plan for providing business funds (Zhang et al., 2024).

This finding shows that the street vendor management policy by the Surabaya City Government has been largely well-organized, supporting the theory put forward by (Grindle, 1980), which states that the success of public policy implementation is determined by the level of policy implementation itself, which consists of policy content, including the programs implemented. Public policy implementation will be successful if supported by well-organized policy implementers (Mahfudz et al., 2020). However, there are still some shortcomings, such as the inability of the Office of Cooperatives and MSMEs to select street vendors who will occupy street vendor centers

without assistance from the local sub-district. As an extension of the Surabaya City Government that is specifically responsible for fostering street vendors, the Cooperative and MSME Agency should be able to select the street vendors that will occupy the centers without asking for assistance from other parties.

In addition, data analysis shows that the management of street vendor management policies has not fully supported the theory expressed by (Sabatier et al., 1983) related to policy environment variables that affect implementation, such as the level of commitment and skills of policy implementers. For example, the Office of Cooperatives and MSMEs does not plan the types of materials sold, production processes, and business funding, which are important parts of successful policy implementation. The practical implication of these findings for trader development policy is the need to increase the capacity and independence of the Office of Cooperatives and MSMEs in carrying out management functions without dependence on other parties. In addition, there is a need for improvement in business capital planning for street vendors so that coaching is more comprehensive and has a real impact on the welfare of street vendors.

The realization of street vendors assisted by the Surabaya City Government

Street vendors assisted by the Surabaya City Government must fulfill the provisions in Local Regulation No. 17/2003 and 2004. These obligations include maintaining the cleanliness and beauty of the environment in the street vendors center as well as maintaining the facilities provided. However, no sanctions are imposed if these obligations are not fulfilled. This shows that the findings of this study are not relevant to (Brinkerhoff & Crosby, 2002) theory, which states that the existence of legal sanctions determines the success of public policy implementation.

Although street vendors are required to pay a daily cleaning fee of IDR 2,000 to IDR 3,000, there are no sanctions if they do not pay. This finding also does not

Criticism of Grindle

support Brinkerhoff and Crosby's theory regarding the importance of legal sanctions in the success of public policies (Brinkerhoff & Crosby, 2002). The intervention programs conducted by the Cooperative and MSME Agency, such as training on how to trade, hygiene, and safety, show the government's commitment to fostering and empowering street vendors. This is relevant to (Sabatier et al., 1983) theory that the expected behavioral changes determine the success of public policy implementation.

The street vendors assisted by the Surabaya City Government feel safer and more comfortable trading after joining the street vendors center. This shows that they support the policy because of the personal interests achieved. This is relevant to (Brinkerhoff & Crosby, 2002) theory on the role of self-interest in public policy success. Surabaya City Government has also allocated an annual fund to develop street vendor centers, which shows the government's commitment to supporting street vendors. This supports Brinkerhoff and Crosby's theory that budget availability is an important factor in successful policy implementation (Brinkerhoff & Crosby, 2002).

However, to date, there is no plan from the Surabaya City Government to provide business capital for street vendors. This shows that this study does not fully support the theory of the importance of budget in public policy implementation. The study also found that most assisted street vendors have a homogeneous education level and are from Surabaya. This supports Mazmanian Sabatier's theory that homogeneous target groups are easier to nurture and empower. Finally, although the policy implementation in Surabaya has covered many aspects proposed by experts, such as communication, resources, attitudes, and bureaucratic structure (Su et al., 2024), the lack of strong commitment from all parties indicates that the policy implementation has not been fully optimized. Strong organizational commitment is needed to ensure the success of this policy (Cheong et al., 2024).

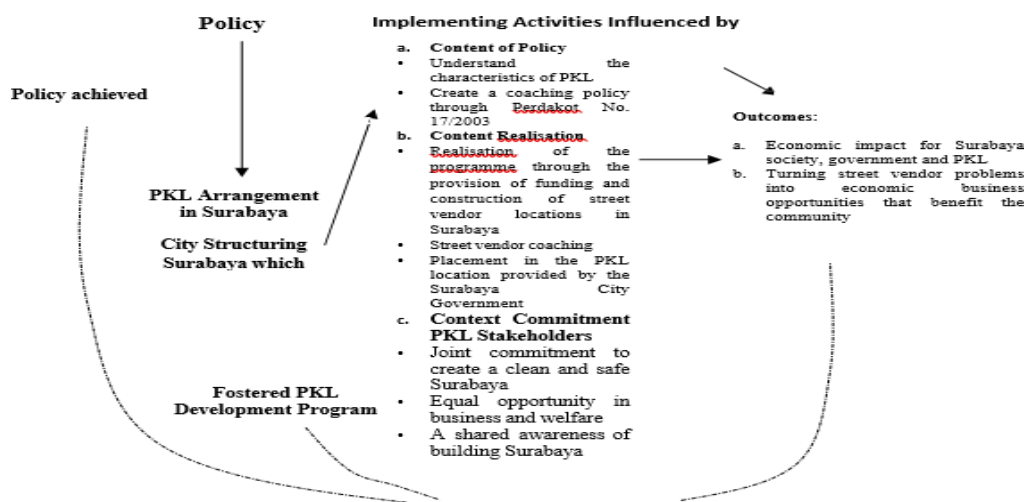


Figure 1. Implementation of the Surabaya City Government's Street Vendor Policy Critique of Marilee S. Grindle

The main criticism of this research on Grindle is on the commitment of implementers. The commitment to the implementation of the Surabaya City Government's street vendors management policy is very important, both a joint commitment to creating a clean and safe Surabaya, a commitment to equal opportunities in business and welfare, a commitment to joint awareness of building Surabaya, and a commitment to providing a budget.

In Indonesian society, for every policy implementation and policy implementation, the commitment of stakeholders is important for the success of the policy implementation itself. Grindle does not see commitment in his theoretical scheme as an important phenomenon. Therefore, this research includes a commitment to Grindle's theoretical scheme as a criticism of Grindle.

CONCLUSION

This research shows that street vendors assisted by the Surabaya City Government experience increased economic income after receiving attention and facilities through the development of the Assisted Street Vendor Centre. The income from street vendor sales fluctuates according to buyers' interests. However, street vendors greatly benefit from the Assisted Street Vendor Centre, which guarantees safety, cleanliness, and beauty, thus improving financial and social welfare.

In managing, arranging, and guiding street vendors, the Surabaya City Government, through the Cooperative and MSME Agency, has implemented street vendor policy management through planning, organizing, implementing, and controlling. In the planning stage, the determination of street vendors with Surabaya ID cards, the preparation of a list of street vendor centers to be built, the implementation of meetings with street vendors, and the improvement of street vendor center facilities are carried out. The organizing stage involved the establishment of organizational structures in several street vendor centers, although some were not yet established. In the implementation stage, BINTEK training was conducted to improve street vendors' financial management and cooperation training skills. In addition, Junior Assistants are assigned to monitor the progress of street vendors, and staff from the Office of Cooperatives and MSMEs conduct direct supervision at street vendor locations.

Although street vendors get the facilities free of charge and do not need to pay for a sales permit, they still have an obligation to maintain the cleanliness and beauty of the street vendor center environment as well as take care of the facilities provided by the Surabaya City Government such as TVs, *rombongs*, stages, and entertainment equipment. Limitations of this study include the lack of systematic evaluation of changes in street vendor behavior after training and the lack of organizational structure in some street vendor centers. Future research should focus on evaluating the effectiveness of training and implementing better organizational structures in street vendor centers to

improve policy outcomes and impact.

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