

Implementation of Policies for the Regulation of Street Vendors in Majalengka Regency

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Abstract

The Majalengka Regency Government issued Regent Regulation No. 12 of 2022 on the Management and Empowerment of Street Vendors. Street vendors play a vital role in the local economy. However, they often cause problems related to sanitation, the use of public spaces, and public order. The objective of this study is to examine Regent Regulation No. 12 of 2022, the factors influencing its success and obstacles, and the efforts undertaken by the Satpol PP Agency. This study employs a qualitative approach using a descriptive method. The findings indicate that the implementation of the Regent's Regulation regarding street vendor management policies has not been effectively carried out; obstacles persist. Street vendors prioritize strategic locations and economic sustainability, while the government emphasizes public order and the function of public spaces. This policy benefits both the government and the broader community, particularly regarding public order. Vendors' compliance with the policy is influenced by the social circumstances of street vendors and the lack of strategic relocation sites. This study concludes that the implementation of Regent Regulation No. 12 of 2022 still faces several challenges, particularly regarding support from the target group and the sustainability of vendors' behavior. Therefore, it is crucial to enhance vendors' involvement in the policy-making process, provide more representative spaces, and adopt greater accountability strategies to achieve the goal of fair and sustainable street vendor management.

Keywords: Policy Implementation; Street Vendors; Public Services; Regent's Regulation; Majalengka Regency.

INTRODUCTION

In some cities in Indonesia, street vendors are a common sight. According to (Raharjo, 2018) Street vendors (street hawkers) are a type of business in the retail sector and a key component of the informal sector. The informal sector is also known as the "underground economy." For low-income communities, street vendors are vital for meeting informal economic needs and creating jobs. However, their activities often cause problems in urban planning, including traffic congestion, a decline in aesthetics, and the misuse of public spaces. Quoting from (Widjajanti, 2014) explains that the issue of street vendor locations in urban areas arises due to a lack of space for formal businesses and the absence of inclusive public space regulations for the informal sector. Nevertheless, street vendors continue to play a vital role in urban socioeconomic dynamics, which calls for the implementation of fair and humane policies (Lee, 2021).

According to (Raharjo, 2018), The location of street vendors has a significant impact on the growth and sustainability of their businesses, which in turn affects their sales volume and profit margins. (Octaviani et al., 2021) The informal sector, such as street vendors, plays a vital role in regional economic development and deserves attention within the framework of public services, as it has often fallen outside the scope of formal policies. Therefore, the term "non-formal public services" broadens the definition of public services to include social sectors that are crucial to the sustainability of regional development, in addition to the administrative bureaucracy.

The local government of Majalengka Regency has also focused its attention on issues related to street vendors. Before Regent Regulation No. 12 of 2022 was enacted, many street vendors sold their goods in public spaces such as city parks and sidewalks. This situation often caused traffic congestion, disrupted the comfort of pedestrians, and diminished the city's cleanliness and aesthetics. The local government has implemented a number of regulations, but still needs to address issues such as a lack of space and low awareness among. (*PKL Majalengka Kembali Turun Ke Jalan – Suara Cirebon*, n.d.). In fact, street vendors have protested and rejected the regulations because they feel they do not offer adequate alternatives. This situation shows that, in order for the goals of regulation to align with the growth of the local economy, policies governing street vendors must be more accommodating, inclusive, and fair.

One of the key policy instruments used by the Majalengka Regency Government to regulate informal economic activities is Regent Regulation No. 12 of 2022 on the Management and Empowerment of Street Vendors. This regulation represents a deliberate effort to strike a balance between social objectives and the management of public spaces, which often give rise to issues such as traffic congestion, declining sanitation, and the misuse of public spaces (Nguyen, 2023).

The implementation of Regent Regulation No. 12 of 2022 demonstrates that the local government is not only focused on physical development but is also striving to create a system that facilitates community participation and is adaptable. This policy aims to improve public services, boost the local economy, and develop sustainable and orderly public spaces in Majalengka Regency by combining smart management techniques with good governance.

Research conducted by (Al Fayyadl & Nefianto, 2022) According to a study on the implementation of policies for the reorganization and empowerment of street vendors in a major market area in Serang City, the policies have not yet been fully implemented. The low level of street vendors' compliance with local policies is attributed to a lack of outreach, inadequate infrastructure and relocation facilities, as well as poor inter-agency coordination. The Van Meter and Van Horn framework, which highlights administrative factors such as policy scope, resources, and inter-organizational communication, was employed in this study focused on an urban setting (Santos, 2024). How power dynamics, the socio-political environment, and interactions among policy actors influence the implementation process at the local level are not adequately explained by this method. Furthermore, although both have a significant impact on the effectiveness of public policy implementation, the aspects of public compliance and perceptions of policy fairness have not received much attention,

Given this gap, this study aims to fill the void by analyzing the implementation of Majalengka Regent Regulation No. 12 of 2022 using Merilee S. Grindle's framework, which emphasizes two key dimensions: the substance of the approach (policy content) and the setting of execution (context of policy implementation). Through this approach, the study not only examines the effectiveness of the policy from an administrative perspective but also considers the social, economic, and political factors influencing its implementation at the local level. Additionally, this study examines the level of public compliance with the local retribution policy as well as perceptions of fairness and public trust, thereby aiming to provide a more comprehensive picture of the effectiveness of local policy implementation in Majalengka Regency (Ali, 2020).

Research on the implementation of public policy, particularly regarding the regulation and empowerment of street vendors, still reveals several issues in practice. The results of a study conducted by (Al Fayyadl & Nefianto, 2022) indicates that the implementation of policies regarding the regulation and empowerment of street vendors in Serang City has not been effective due to a lack of public awareness, limited facilities and infrastructure, and weak coordination among relevant agencies. This situation has led to low levels of compliance among vendors with applicable regulations and demonstrates that public policies often remain at the administrative level without comprehensively addressing the social and economic aspects of the community (Kumar, 2021).

Based on these findings, this study is increasingly important and relevant to conduct in Majalengka Regency, as the socio-economic context of this region differs from that of major cities such as Serang or Bangkalan. Majalengka Regent Regulation No. 12 of 2022 requires further analysis to determine how effective this policy is in improving the organization of the informal sector and increasing public compliance with local taxes. The need for this study also aims to provide a more comprehensive analysis by applying Merilee S. Grindle's policy implementation theory, which focuses not only on administrative aspects but also considers social, political, and economic dimensions within the context of policy implementation at the local level.

This study generally aims to analyze how Majalengka Regent Regulation No. 12 of 2022 is implemented, using Merilee S. Grindle's theory. The objective is to assess the policy's effectiveness within the region's social, economic, and political contexts, as well as to understand the extent to which public compliance and perceptions of fairness regarding the policy influence the success of its implementation. Furthermore, the importance of this study also lies in the fact that the Majalengka Regency government is currently striving for regional development through the vision "Majalengka Raharja." This vision aims to improve public service governance, support the local economy, and foster better, more organized, and sustainable urban governance. Regent Regulation No. 12 of 2022 serves as a key instrument for achieving these objectives. In its implementation, the Majalengka Regency Government has provided three shelters to ensure order among street vendors, but these have not yet been utilized optimally. Additionally, data indicates that only 90 street vendors currently hold a TDU and have legal permits to sell, while the number of street vendors who are merely registered reaches 283.

To date, there have been no comprehensive studies on the extent of its implementation. Therefore, this study offers a new approach to linking the implementation of street vendor management policies with the government's development goals. This provides practical support for good governance in Majalengka Regency.

The effectiveness and level of public compliance with policies regulating street vendors have been thoroughly examined in previous studies. However, in-depth studies on how these policies are implemented at the local level remain scarce. Most research focuses on the policy's final outcomes rather than the process itself. Consequently, elements such as the capacity of implementers, government support, and local social conditions have not received sufficient attention. Furthermore, Merilee S. Grindle's theory has not yet been widely applied in research to analyze policies at the regency level. Therefore, a comprehensive examination of the implementation of Regent Regulation No. 12 of 2022 in Majalengka Regency is crucial to

address this gap and provide a deeper understanding of the dynamics, challenges, and factors influencing the success of this.

METHOD

This study employs a qualitative approach using a descriptive research design, aiming to describe and analyze in depth the implementation process of Majalengka Regent Regulation No. 12 of 2022 on the Management and Empowerment of Street Vendors (PKL). A qualitative approach was chosen because this study focuses on understanding social phenomena and public policy contextually, with an emphasis on interpreting the meaning of the experiences of subjects directly involved in the field. This study was conducted in Majalengka Regency, with a primary focus on the areas surrounding arterial roads, particularly KH Abdul Halim Street.

This location was chosen because it is one of the hubs of informal economic activity with a high concentration of street vendors and is an area directly affected by the implementation of policies for the reorganization and empowerment of street vendors. Key informants include street vendors and Satpol PP support staff. The research was conducted from June to September 2025 and comprised a series of research phases, including field observations, in-depth interviews, and qualitative data analysis to gain a comprehensive understanding of the dynamics of policy implementation in the area.

The theory used in this discussion is Merilee S. Grindle's policy implementation framework, which examines how policies governing street vendors are implemented in Majalengka Regency. This theory posits that the success of policy implementation is influenced by two factors: the content of the policy and the context of implementation. The analysis was conducted by linking each element of the theory to the findings in the field.

RESULT AND DISCUSSION

Research Results

The implementation of Majalengka Regent Regulation No. 12 of 2022 on the Management and Empowerment of Street Vendors was analyzed using Merilee S. Grindle's policy implementation theory, which focuses on two main aspects: the content of the policy and the context of implementation. Research data was obtained through in-depth interviews with the Majalengka Regency Civil Service Police Unit (Satpol PP) as the primary informants and street vendors as supporting informants in the Majalengka town square area.

Policy Implementation Process (Policy Content) and Measures Taken

Based on the results of an interview with the Satpol PP, the role of the Satpol PP is limited to enforcement—not in a repressive manner, but in a humane and persuasive way. This includes conducting outreach regarding applicable local regulations. In the field, officers conduct patrols and educate street vendors. Some street vendors understand that in public areas such as the Town Square and GGM, selling without a permit from the local government is prohibited. The reason why such activities may still occur is that Satpol PP enforcement requires further investigation. Therefore, Satpol PP's role is limited to providing education and guidance to street vendors who continue to sell in public areas.

The question raised is: To what extent is the Satpol PP involved in the planning and implementation of street vendor management? The answer is: Oh, the Satpol PP is the frontline force, yes. Since there is a supervising agency—the Trade Department—which may handle

sanitation issues, and the Transportation Department for parking, we, as the supervising agency and enforcers of local regulations, are involved there as well; one such regulation is Regent Regulation No. 12. That regulation states that in open green spaces and public areas, no one is allowed to sell goods. In the planning for that area, the Satpol PP serves as the frontline force and enforces the local regulations in effect in the region.

Scope of the Policy; According to the Public Order Agency (Satpol PP), what is the main objective of Regent Regulation No. 12 of 2022? Oh, clearly the objective is to regulate street vendors in public open spaces. One provision in that regulation specifies that there are prohibited zones, permitted zones, and restricted zones. One of them might be the permitted sales zones. For example, at the Town Square, in front of the pawnshop—that's a permitted sales zone. The rest of the surrounding areas are off-limits. So, for instance, in front of the Pendopo, in front of Al-Imam, and in front of the council building—no one is allowed to sell there. The permitted areas, according to Regent Regulation No. 12, are in front of the post office, and perhaps in other places, like next to SMA 2—that's one of the zones where selling is permitted, as per Regent Regulation No. 12. So the role of the Satpol PP in this regulation is clearly to enforce the rules set forth in Regent Regulation No. 12.

The policy is very easy to understand because it's so comprehensive and clear in detail. For vendors, it includes a permit—specifically, a sales permit, or TDU. There's also a membership card and a street vendor ID card; these have already been publicized, though not by us. We're simply here to ensure this policy is being implemented. The responsible agency is the Department of Trade, which is tasked with registering street vendors; once they're registered, they're permitted to sell in those designated areas. In other words, they're allowed to sell but only in areas where it's not prohibited. Since there are more and more new vendors, the purpose of this card is to control the situation so that street vendors don't increase in public areas or in places where selling is prohibited—it serves as a control mechanism. So, as enforcers of local regulations, regent regulations, and the relevant agency, we monitor and supervise vendors in public areas to ensure order and that they can sell only in permitted locations.

This policy affects the interests of street vendors and the surrounding community; clearly, for some of these vendors, it may impact their income, since their location also affects their earnings. On the other hand, these street vendors are not selling in places that disrupt the aesthetics or public order. So street vendors can at least collaborate with law enforcement officers. This way, we as the Satpol PP can enforce regulations, and vendors can also sell in accordance with the rules in effect in Majalengka Regency.

This policy places greater emphasis on enforcement or empowerment for street vendors. Our department handles enforcement, while empowerment falls under the jurisdiction of the Department of Commerce and the Department of Social Affairs. They are the ones responsible for empowering street vendors. As for us, our role is limited to enforcement.

Implementation Resources and Capacity: The number of personnel and the infrastructure of the Satpol PP are sufficient; the current number of personnel is more than adequate. We have a total of nearly 365 personnel. This is more than sufficient to cover Majalengka Regency. Consequently, we can maximize the activities carried out by the Majalengka Civil Service Police Unit, one of which involves the management and regulation of street vendors in Majalengka Regency. This is sufficient.

Special training on street vendor enforcement using a persuasive approach; Oh, that's already underway. We don't carry out enforcement in a repressive manner. Everything is done in a humane and persuasive way. We engage with the street vendors. We explain the legal basis and the prohibitions to them. What are the most common challenges faced by the Public Order Agency (Satpol PP) in implementing this policy? As for challenges on the ground, we face difficulties because enforcement isn't just about dealing with the street vendors themselves. There are also other law enforcement officials involved—specifically, certain individuals. When we conduct enforcement in a public open space, such as KH. Abdul Halim street, specifically in front of GGM, that's the only challenge we face. But that can also be resolved through communication and discussion.

Context of Implementation; how do street vendors respond to the enforcement actions carried out by the Public Order Agency (Satpol PP)? Of course, many vendors are unhappy with these actions. But if they understand, it will also serve as a reminder to them that, “Oh, right, we're violating Local Regulation 10; we're violating Regent Regulation 12.” Because they're not selling in the designated areas. As for the street vendors, thank God they are aware of these regulations—the regulations in Majalengka Regency. We just have to keep reminding them. While conducting our patrols, we also continue to raise awareness and help the street vendors understand. Because if they aren't reminded, they will continue to sell in unauthorized locations.

Have there ever been conflicts or resistance? How were they handled? Well, in this case, it's a matter of human-to-human conflict—specifically, between vendors and the Public Order Police (Satpol PP). But the conflict was limited to verbal arguments; it never escalated to physical altercations. So they'd ask, “Why am I not allowed to sell here?” We'd explain the rules. But they understood. It was limited to us reprimanding them; it didn't escalate to physical attacks or the seizure of goods.

How do the social and economic conditions of street vendors affect policy implementation? From a social perspective, perhaps because Majalengka is a developing district, the number of people willing to visit Majalengka is increasing. And street vendors are taking advantage of this situation. If not properly managed, it will make the urban landscape and aesthetics of Majalengka District appear shabby. So it has a significant impact. That is where the role of the Satpol PP comes in—to enforce order, organize the street vendors, and restore the neatness, beauty, and cleanliness of Majalengka Regency. As for the social impact, the street vendors' economy may improve, but the other consequence—if not properly managed—is that the area will look shabby, dirty, and arguably unsightly and disorganized.

How does the Satpol PP balance law enforcement with a humanistic approach? When it comes to law enforcement, it is clear that the rules must be implemented and enforced in accordance with existing regulations. This is outlined in Local Regulation No. 10 and Regent Regulation No. 12, as well as numerous other implementing regulations. As for the humanistic approach, Satpol PP is already very humanistic. Because we communicate, educate, and engage in continuous dialogue with street vendors in public spaces. So, we simply await their awareness and understanding of the regulations in place in Majalengka Regency.

Compliance and Perception of Fairness: Do street vendors consider this policy fair or not? As with any policy, there are bound to be pros and cons. Those affected will certainly oppose it. But for us as enforcers of local regulations and regent's decrees, we have a duty to

enforce them. While some street vendors feel it's unfair, they inevitably realize that what they're doing constitutes a violation; whether they like it or not, we as enforcers of local regulations and regent's decrees must enforce them.

How is the policy communicated to street vendors? We do this through meetings—coordination meetings with the vendors. We've already held coordination meetings among vendors, where we explained the local regulation and its provisions, specifically Local Regulation No. 12, regarding which zones are off-limits for selling, which are restricted, and which are prohibited. Well, during those meetings, they understood that they must comply with the regulations in Majalengka; however, in practice, not everyone who attended the meetings follows the rules. Consequently, there are still violators—street vendors who sell in public spaces—who continue to operate in public areas.

Supporting and Hindering Factors and Measures to Address Them

Studies indicate that a number of structural and contextual factors support the implementation of street vendor management policies in Majalengka Regency. First, a clear legal basis, particularly Regent Regulation No. 12 of 2022, provides local government agencies with strong legitimacy to carry out the regulation of street vendors. This regulation governs the Civil Service Police Unit, the Trade Office, and other relevant local government agencies in carrying out their duties of supervision and enforcement.

Second, the efforts of the Satpol PP have been very helpful. To reduce conflicts with street vendors, enforcement officials—particularly the Satpol PP—have consistently carried out their supervisory and enforcement duties using a persuasive approach. Third, cross-sectoral support among local government agencies has facilitated policy implementation. This is particularly evident in the coordination between the local government, subdistricts, and urban villages regarding the determination of vendor locations and control mechanisms.

In addition, some street vendors recognize the importance of maintaining order in public spaces, particularly those who have experienced the benefits of a more orderly and safer trading environment. This awareness encourages them to better comply with the regulations established by the local government.

The research findings indicate that there are many obstacles affecting the effectiveness of policy implementation. Limited supporting facilities and infrastructure—particularly the availability of suitable relocation sites that can ensure the economic sustainability of street vendors—are key factors. As a result, some street vendors are reluctant to relocate out of concern that they will lose their income.

Due to differences of opinion between street vendors and local governments regarding the objectives of the reorganization, social resistance from street vendors poses an additional obstacle. Some street vendors view the reorganization policy as an effort at economic empowerment, rather than as a form of enforcement that could potentially deprive them of their livelihoods. Furthermore, enforcement of the rules remains inconsistent, particularly when social and political pressures hinder its implementation.

Local governments are taking various measures to address the issue of street vendors, such as enhancing persuasive and dialog-based approaches through ongoing outreach and training programs for street vendors. They are also working to strengthen cross-sectoral coordination to ensure policy consistency and maximize the role of sub-districts and villages as mediators between the government and street vendors.

In addition, to increase street vendors' acceptance of the policies implemented, local governments are gradually providing alternative locations and promoting policies to integrate street vendor management with economic empowerment programs such as entrepreneurship training and business licensing.

Policy Recommendations and Measures to Improve Implementation Effectiveness

The research findings indicate that policies for managing street vendors should be strengthened so that they are not merely repressive but are based on economic empowerment. To achieve this, local governments are advised to integrate street vendor management policies with SME development programs, so that such management not only ensures order in public spaces but also ensures that street vendors' businesses can continue to operate.

Improving the quality of policy communication—particularly by involving street vendors from the planning stage of urban planning—can help enhance the effectiveness of policy implementation. Street vendors' participation in the policy formulation process will foster a sense of ownership and compliance with regulations. Additionally, it is crucial to strengthen the capabilities of enforcement officials, especially regarding social engagement and conflict resolution, to minimize the likelihood of resistance on the ground. One effort that has been made to reduce this possibility is through a negotiation mechanism between the Public Order Agency (Satpol PP) and street vendors. The result is that street vendors are permitted to sell at that location on the condition that they adhere to the designated operating hours from 3:00 PM until late at night. This ensures the policy is not perceived as a unilateral action and helps minimize conflict.

An additional recommendation is the need for consistent and fair enforcement of regulations, free from discrimination, to ensure that policies are credible in the eyes of the public. This consistency must be supported by a continuous monitoring system and regular policy evaluations to assess the social and economic impacts of street vendor management.

Therefore, the success of the street vendor management policy in Majalengka Regency depends heavily on the local government's ability to balance public order with protecting and promoting the informal sector's community economy.

Discussion

According to Merilee S. Grindle, two main factors influence policy implementation: policy content and the implementation context. The interaction between these two variables determines the extent to which a policy succeeds in achieving its objectives. Research findings indicate that, regarding the policy on the management of street vendors (PKL) in Majalengka Regency, the characteristics of the policy content and the dynamics of the social, economic, and institutional environment where the policy is implemented significantly influence the effectiveness of its implementation.

Policy Implementation Process (Policy Content) and Measures Taken

Interviews with the Public Order Agency (Satpol PP) revealed that policy implementation is carried out through the stages of public outreach, reorganization, enforcement, and ongoing monitoring. Efforts undertaken during the outreach phase included directly conveying the substance of the Regent's Regulation to street vendors so that the policy's objectives could be fully understood. During the reorganization and enforcement phases, Satpol PP prioritized a persuasive approach to minimize social conflict. Street vendors

noted that dialogue and the provision of an adaptation period helped them adjust to the policy, although concerns remain regarding the economic impact of relocating their sales sites.

Content of Policy

According to Merilee S. Grindle, the policy's objectives, the interests of the target group, the benefits of the policy, and the extent of the expected changes constitute the content dimension of the policy. Based on the interview findings, the primary objective of Regent Regulation No. 12 of 2022 on the Management and Empowerment of Street Vendors is to regulate street vendor areas and promote cleanliness, order, and the aesthetic appeal of public spaces.

As the implementing agency, Satpol PP believes that the policy's objectives have been well-defined and serve as the basis for enforcing the law in the field. However, this policy has not fully met the financial needs of the target group, namely street vendors. According to interviews with street vendors, they prioritize strategic, profitable, and high-traffic locations because these factors significantly impact their income. The policy is seen as limiting business opportunities because the government is perceived as failing to sufficiently support street vendors' commercial activities. This situation is consistent with research (Syafiroh et al., 2025) which argues that the regulations governing street vendors in Pasar Lama, Serang City, do not sufficiently take into account the economic interests of street vendors, who are the primary target group of these regulations.

The results of this study indicate that street vendors and enforcement officers have differing perspectives on the benefits of the policy. According to the Satpol PP, the urban planning policy has had a positive impact on improving the city's aesthetics and creating well-organized public spaces. On the other hand, street vendors have not yet experienced the direct benefits of the policy, resulting in a disparity in these outcomes. These findings are consistent with previous research (Dwipasari, 2021) conducted in the city of Sukabumi. The study found that the local government benefited more from this policy than the target group.

The expected outcome of this policy is a shift in street vendors' behavior and awareness, discouraging them from selling in prohibited areas. However, interview results indicate that this change has not yet been fully realized. Despite outreach efforts and law enforcement, street vendors continue to sell in prohibited areas for financial reasons. This suggests that although the policy's normative content is clear, the target group's behavior has not yet been fully encouraged to change. Implementation may be hindered by policy content that does not align with the target group's interests, as noted by Grindle.

Context of Implementation

The implementation context dimension of Grindle's theory highlights the roles of implementing actors, socioeconomic conditions, the level of compliance among target groups, and interactions among actors in policy implementation. Interview results reveal that the Satpol PP plays a crucial role in the implementation of street vendor management policies, particularly in enforcing the Regent's Regulation. This regulation is implemented through routine patrols and direct outreach to street vendors, conducted with empathy and persuasion.

However, the socioeconomic background of street vendors has a significant impact on how policies are implemented. Since their primary source of income is trading, this has a significant impact on whether they will comply with or violate policies. Street vendors choose busy areas even if it means violating existing policies because they can make a lot of money

there. These findings are consistent with (Abdullah Akhyar Nasution et al., 2023)'s research which states that the main factor influencing street vendors' compliance with spatial planning regulations is economic pressure.



Figure 1. Street Vendor location

Source: Researcher's data 2025

In this study, street vendors' compliance is conditional. If the government provides strategic locations, street vendors are willing to comply with the policy. Additionally, understanding of the policy also influences compliance. There is a discrepancy in opinion between the Public Order Agency (Satpol PP) and street vendors; street vendor informants stated that no outreach had been conducted by Satpol PP, while Satpol PP informants stated that outreach had been conducted but was not comprehensive. This indicates that policy communication has not been effective. In line with the opinion (Fitriana et al., 2020) that interactions between the government and street vendors are still dominated by a top-down approach. Consequently, one of the main obstacles in the implementation of street vendor management is the lack of space for policy discussion and outreach. Furthermore, the implementation of street vendor policies has not been fully successful in terms of inter-agency communication. The Public Order Agency (Satpol PP) emphasizes that street vendor management requires good cooperation among other relevant agencies, particularly regarding empowerment and strategic locations. This is one of the reasons why management policies prioritize regulation over empowerment.

This obstacle was also identified in the study (Handoyo & Setiawan, 2018) which states that effective relocation must take into account facilities and infrastructure in order to improve the well-being of vendors. This finding is consistent with the findings of a previous study conducted by (Muchlas M . Tahir, n.d.) in the city of Makassar, which states that the regulation aimed at controlling street vendors has not been effective in providing a solution to the vendors' economic problems.

Supporting and Hindering Factors and Measures to Address Them

Supporting and Hindering Factors and Efforts to Address Them from a Policy Content Perspective; the Majalengka Regency street vendor management policy has a clear objective: to improve order and the functionality of public spaces while sustaining the informal economy. Because this policy objective provides clear guidance for the Public Order Agency (Satpol PP) in implementing the policy, it serves as a supporting factor for implementation. The policy also delineates the roles of local government agencies to facilitate coordination and enhance the legitimacy of management actions in the field.

However, the research findings indicate that the policy's provisions do not yet fully address the economic needs of the street vendor target group as a whole. According to Grindle's theory, policies that require behavioral changes from the target group must be accompanied by a clear articulation of the tangible benefits they will receive. Because street vendors perceive the policy as focusing more on enforcement than on empowerment, there are regulatory limitations that hinder its implementation.

In addition, street vendor management policies require significant changes, particularly regarding business locations and trading patterns. This high level of change is not accompanied by adequate infrastructure or economic incentives, leading some street vendors to oppose the policies. To address these obstacles, the policy has been integrated into micro-enterprise development and facilitation programs. Factors supporting policy implementation include a clear legal framework, local government support, and coordination among local government agencies. Efforts to strengthen these supporting factors include enhanced cross-sectoral coordination and consistent on-site oversight. Meanwhile, factors hindering implementation include a lack of strategically located relocation sites, insufficient business support facilities, and resistance from some street vendors. To overcome these obstacles, efforts include mediation between the Public Order Agency (Satpol PP) and street vendors, evaluation of relocation sites, and the application of a humanistic approach in policy enforcement. Street vendors view their involvement in the dialogue process as a crucial step in increasing acceptance of the policy.

Supporting and Hindering Factors and Efforts to Address Them from the Perspective of the Implementation Context; In the context of implementation, the characteristics of the implementing actors and the social environment in which the policy is implemented influence the implementation of the street vendor management policy in Majalengka Regency. The commitment of the implementing officials, particularly the Civil Service Police Unit, is crucial for implementation. Implementing officials not only carry out law enforcement duties, but they also act as social mediators by encouraging street vendors.

However, many challenges affect the implementation context. Resistance from street vendors, who have a strong economic stake in public spaces, is one of the main obstacles. The position and power of the target group within Grindle's framework significantly influence the level of compliance with the policy. Additionally, limited resources—both human resources and supporting infrastructure—weaken the implementing agencies' ability to effectively carry out the policy. Enforcement of existing regulations also remains an issue. Inconsistent enforcement makes street vendors feel uncertain about the policy, leading to a decline in compliance. To address this issue, local governments are striving to improve cross-sectoral

coordination, enhance the functions of sub-districts and villages, and communicate more effectively with street vendors.

Policy Recommendations and Measures to Improve Implementation Effectiveness

Policy Recommendations and Efforts to Improve Implementation Effectiveness within the Grindle Framework; Based on a policy content analysis, policy recommendations are aimed at refining the substance of street vendor management policies to make them more responsive to the economic needs of the target groups. These improvements must explicitly regulate economic empowerment schemes, including the provision of suitable business locations, licensing facilitation, and integration with MSME development programs. These improvements are essential to balance the demands for behavioral change with the benefits.

From the perspective of the implementation context, efforts to improve policy implementation effectiveness should focus on enhancing the capabilities of implementing officials and the implementation environment. Local governments must improve officials' capabilities in policy communication and conflict resolution, and ensure fair and sustainable enforcement of regulations. Street vendors can also help build social legitimacy for policies by involving them in the policy planning and evaluation processes.

Based on the research findings, policy recommendations focus on improving the effectiveness of street vendor management and empowerment through strengthened economic empowerment efforts, such as the provision of adequate facilities and infrastructure, as well as ongoing business development support. Additionally, periodic policy evaluations should be conducted to ensure that the implementation of Regent Regulation No. 12 of 2022 can adapt to the socio-economic dynamics of street vendors while remaining focused on the well-being of vendors and the orderliness of public spaces.

Policy recommendations are aimed at strengthening the empowerment of street vendors so that policies are not only focused on enforcement but also on the sustainability of their businesses. Within Grindle's theoretical framework, this relates to adjusting the content of policy to make it more responsive to the needs of street vendors. Recommended measures include providing adequate facilities and infrastructure at designated locations, enhancing business mentoring, and strengthening interagency coordination.

In addition, periodic policy evaluations are necessary to ensure that policy implementation remains aligned with the socio-economic dynamics of street vendors. A participatory approach that involves street vendors in the policy formulation and evaluation process is also a key recommendation for improving compliance rates and the effectiveness of implementation. Thus, the implementation of Majalengka Regent Regulation No. 12 of 2022 is expected to achieve a balance between public order and the improved well-being of street vendors.

The strategy for managing street vendors has helped create a more structured and orderly environment and reduced chaos in public spaces, particularly on roads and sidewalks. Traffic flow has improved, and public spaces have been restored to their intended functions by reducing commercial activities in those areas. Additionally, the Public Order Agency (Satpol PP) states that the street vendor management policy facilitates monitoring and law enforcement by officers. Clear regulations regarding sales zones help officers determine appropriate actions in the field, thereby enabling more targeted law enforcement.

Based on the results of interviews and observations, the strategy for managing street vendors in Majalengka Regency is expected to encourage behavioral changes among vendors and enable them to operate in areas designated by the local government. These adjustments include reducing activities in prohibited areas, ensuring compliance with vendor location regulations, and creating a more comfortable and orderly environment. The street vendor management strategy employs persuasive and humane methods. Encouraging vendors to comply with regulations is the first step in the enforcement process. Based on research findings, human resources—particularly from the Satpol PP in Majalengka Regency—are deemed sufficient to carry out enforcement and supervision duties in the field. The Satpol PP will conduct enforcement in accordance with procedures if vendors persist in operating in prohibited areas. Law enforcement operations depend on field conditions and personnel availability at specific times, rather than being conducted continuously. The Satpol PP can carry out its enforcement responsibilities within its authority. However, the circumstances and dynamics of street vendors' activities continue to impact field supervision. Law enforcement is not always continuous but is adjusted to specific conditions and periods. However, this strategy is sometimes confronted with changing situations on the ground, where vendors' financial interests are often prioritized over compliance (Renald & Fuad, 2025) in Kebayoran Baru. Poor coordination among stakeholders has a greater impact on the issue of street vendor management. Regional characteristics and varying regional policies contribute to these differences.

Based on the overall findings of the study, local government efforts rely on a persuasive–coercive approach that prioritizes public outreach, communication, coordination, and proportional law enforcement. This model aims to maintain order in urban spaces while still taking into account the livelihoods of street vendors. Additionally, empowerment is achieved by involving street vendors in business training and registration. This discussion underscores that the implementation of street vendor management policies is not merely administrative but also socio-economic in nature; consequently, its success is significantly influenced by the dynamics of the implementation context.

CONCLUSION

Based on research findings regarding the implementation of urban planning, the Satpol PP has been designated by the local government as the agency responsible for enforcing policies related to the management of street vendors in Majalengka Regency. This includes law enforcement, monitoring, and issuing warnings to street vendors operating in locations that do not comply with regulations. The conflict of interests between the government and street vendors impacts how urban planning policies are implemented. Street vendors focus on strategic locations and commercial issues, while the Government aims to restore the function of public spaces and maintain public areas.

Street vendors' compliance with established policies is influenced by conflicting interests. A safe and orderly environment is one way to ensure that the benefits of these reorganization policies are felt more widely. However, from the street vendors' perspective, the limited space provided restricts their ability to generate economic profits. The level of compliance among street vendors is still influenced by the situation and the intensity of enforcement by officials. With an adequate number of personnel, the Satpol PP has

implemented the policy using a persuasive and humane approach. However, the effective and sustainable implementation of the reorganization policy remains challenging due to the social and economic conditions of the street vendors themselves.

This study concludes that the implementation of Majalengka Regent Regulation No. 12 of 2022 has been carried out but has not yet achieved optimal results. From the perspective of Merilee S. Grindle's theory, the policy content has clear objectives, targets, and mechanisms, but empowerment support remains insufficient. Meanwhile, the context of implementation indicates that policy success is influenced by implementing actors, compliance with policy targets, socio-economic conditions, and the availability of resources. Success factors were identified in regulatory support and institutional coordination, while barriers stemmed from street vendor resistance, limited infrastructure, and a shortage of supervisory personnel. The local government's efforts through outreach, capacity building, relocation, and gradual enforcement demonstrate a long-term implementation orientation that is adaptive to the local context. The street vendor management policy in Majalengka Regency requires stronger integration between the enforcement and empowerment dimensions, so that policy implementation not only results in urban spatial order but also supports the economic sustainability of the informal sector as part of the community's economic dynamics.

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