

Probolinggo Regional Regulation No. 8 of 2011 as a legal instrument to encourage the arrangement of street vendors in Probolinggo City Square

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ABSTRACT

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Street vendors

This research examines how the development and organization of street vendors (PKL) in Probolinggo City Square is facilitated by the Probolinggo Regional Regulation (Perda) Number 8 of 2011. This research aims to assess the effectiveness of this policy in maintaining public order and improving the welfare of traders. Street vendors balance their interests and the wider community's interests. The research methodology used is a qualitative case study, including observation, in-depth interviews with regional government organizations and several street vendors, and analysis of planning documentation. Research findings show that although order and the environment in the Alun-alun area have improved after the implementation of Regional Regulation No. 8 of 2011, several records, such as trader participation and compliance, still need to be improved. There needs to be a strategic plan and policy roadmap to maximize the arrangement of street vendors for public order. This research produced several useful findings as recommendations for the local government so that the implementation of regional regulation No. 8 of 2011 is more optimal.

Introduction

The square is an essential center in the city's economy, with various sectors contributing to economic activity in the area. The trade, service, and tourism sectors dominate economic activity around Alun-Alun. The Alun-Alun is essential to the city's economy as a trade sector. However, this is a problem regarding the condition of the square itself. The presence of illegal street vendors makes the area around the square become a slum, and road access for the general public becomes increasingly congested. Research related to street vendor problems was previously carried out by Wahyuni (2020) entitled Implementation of Government Program Policies in Spatial Arrangement for Street Vendors in Sentral Isimu, Tibawa District, Gorontalo Regency. The results of this

research indicate that the condition of Sentral Isimu, Tibawa District, is increasingly shabby because street vendors build many illegal buildings on the side of the road, and there needs to be more cleanliness in the trading area.

On the other hand, these conditions make the appearance of Sentral Isimu disorganized. As an informal economic sector, street vendors (PKL) are essential in employing many and offering goods and services to the public at reasonable costs. On the other hand, the presence of street vendors often causes several problems, including traffic jams, space abnormalities, and poor sanitation. Therefore, efficient laws and agreements are needed to control street vendors' operations and ensure that they coexist peacefully with other public interests.

The informal sector is crucial because it is close to the community. However, various problems arise when the informal sector occupies facilities not intended for them. As a result, social order is disturbed. This is the main problem in various regions when local governments carry out control by organizing street vendors (Tualeka, 2013). Street vendors want their goods/services sold, while the government wants an orderly city. The existence of regional regulation Number 8 of 2011 provides guidelines for mechanisms on how to organize and develop street vendors so that they become resilient. This regulation allows the regional government to regulate street vendors per the policies implemented (Handoyo, 2013).

Regional governments continually make policies that can empower street vendors (Hayat, 2012). For example, the arrangement is carried out by relocating street vendors to the places provided. Research conducted by Fatmawati (2013) shows that relocating street vendors per policy can benefit street vendors. The relocation of street vendors has a positive effect on the socio-economic conditions of street vendors. Positive influences include better trade competition, social interaction between street vendors, and more sustainable income levels (Rahman, 2014). The Probolinggo City Government wants to achieve this through Regional Regulation Number 8 of 2011 concerning the Arrangement and Development of Street Vendors in Probolinggo City.

The implementation and support of street vendor activities in Probolinggo City is regulated by Regional Regulation (Perda) Number 8 of 2011. This regional regulation seeks to keep the environment neat, comfortable, and orderly while providing legal certainty for street vendors when carrying out their business. The implementation of this regional regulation can alleviate the problems caused by street vendors and encourage local economic development. Probolinggo City Square was used as the focal point in this research because it is the center of community activities.

The square is a public area that often hosts various social and commercial activities, such as those involving street vendors. Considering the significant interaction between street vendors and the general public, the importance of maintaining the aesthetics of the square, and the role of public space, the configuration of traders is essential.

Previous research concentrated on street vendors. According to Wahyuni (2020), the government is responsible for maximizing organizational units connected to street vendors (PKL). According to Wahyuni, street vendors can operate legally as long as they comply with the rules set by the government and are protected. Apart from that, Wahyuni stated that supervision of street vendors is complex because conflicts of interest often occur (Wahyuni, 2020). Pristina et al. (2023) also expressed the street vendor conflict. Apart from illegal levies for street vendors who travel from one place to another, he stated, there is a role for illegal levies for street vendors who use tents, cleaning, tent rental, and lighting costs that tent street vendors have to pay every day. (Finka P, 2023). Haeruddin said the government must focus on collaboration and effective communication. As an illustration, pay attention to the commitment of implementing authorities in socializing Regional Regulations (PERDA), taking into account the variables that influence the implementation of policies for implementing street vendors (PKL) (Haeruddin, 2020).

The Mayor, Department of Cooperatives, Mineral Energy, Industry and Trade, or the Probolinggo City Street Vendors Association are responsible for managing street vendors in line with Probolinggo City Regional Regulation Number 8 of 2011 concerning the Development and Management of Street Vendors. Street vendors must receive attention because this regulation recognizes their significant contribution to the regional economy. One form of attention is organizing and coaching so that street vendors can develop to become more resilient, resilient, and independent. With the latest regulations from the Probolinggo City Government, it will become increasingly easier to manage. As a result, the facilities and conveniences provided by the Probolinggo City Government to Street Vendors (PKL) must be appropriately utilized. One of the objectives of implementing this regional regulation is to ensure that street vendors can continue selling without blocking public road access.

The Pujasera food center was built by the city government. This initiative aims to improve the financial well-being of street vendors by providing them with adequate facilities. However, proper use of this capacity is still lacking. Because of this, street vendors set up shops in the road area designated for Alun Alun's four-wheeled parking.

The arrangement of street vendors in Probolinggo City Square faces various complex challenges. The main obstacles are the existence of illegal street vendors, the need for awareness of environmental cleanliness among street vendors, and differences in perception between the government and street vendors. Even though the government has provided alternative locations and carried out control efforts, this problem must be resolved entirely. It can be proven by the existence of many illegal street vendors who still violate the rules and do not want to move to locations determined by the government. The current location, which cars should use, is a strategic place for illegal street vendors to sell. Apart from that, the synergy between OPDs that still needs to be optimal also hampers the effectiveness of PKL arrangements. Due to limitations in the specified working hours, the Satpol-PP assigned to maintain order still needs to be more effective. The opinions of various OPDs further strengthen this information. The obstacle to implementing this PKL arrangement is that it is difficult for the PKL to be encouraged to move to the place that has been provided. They are worried that their daily income will decrease after moving to a new location. Meanwhile, the street vendors themselves, apart from being worried about decreasing income, most of the street vendors need help understanding the aims and objectives of the government's steps. Apart from that, the new location, namely the food court, has a strategic location, but the location could be better, which is also a consideration for some street vendors to move.

This research aims to assess how well Regional Regulation Number 8 of 2011 supports the growth and implementation of street vendors in the Probolinggo City square. This study will use a case study methodology to test the effectiveness of this policy, discover the obstacles faced, and investigate the impact of implementing Regional Regulations on the socio-economic conditions of street vendors and public squares. The findings of this research will help policymakers in Probolinggo City improve their approach to managing street vendors and provide valuable suggestions for other communities facing related issues. In addition, it is hoped that this research can deepen the scientific understanding of how public policy is implemented in the informal economy and spatial planning.

Method

In this research, Moleong, L. J. (2017) used qualitative descriptive research methodology in line with problem conceptualization. This approach will analyze and review theory before

presenting the results of field studies. Next, we will describe the circumstances and clarify the current situation of the research object based on existing realities, then try to assess it using the data collected. The goal of qualitative research is to characterize and analyze social behavior, events, phenomena, and attitudes and opinions of both people and groups of society. Careful observations, document analysis results, and descriptions in full context supported by in-depth interview notes were used to collect data.

Moleong (2012: p. 6) states that qualitative research aims to apply various scientific methods to understand phenomena related to the experiences of research subjects, such as behavior, perceptions, motivations, actions, and so on, holistically and verbally. Moreover, written descriptions of specific natural settings.

The research location is Probolinggo City. The research location is Probolinggo City Square, located on Jalan K.H. Mas Mansour in Mangunharjo Village, Mayangan District, Probolinggo City, East Java 67219, Indonesia.

One type of data source is primary data, which is collected by collecting and providing data directly. The data source for collecting the required information is interviews with respondents who will participate in the research. The groups taking part are the Department of Cooperatives, MSMEs and Industry of Probolinggo City, the Department of Public Works and Public Housing, and street vendors. Researchers will also observe how agencies and field officers foster and organize street vendors in Probolinggo City Square to obtain more detailed information regarding the supervision and organization of street vendors per Probolinggo Regional Regulation Number 08 of 2011. Secondary data sources include publications, bookkeeping, archives, and statutory regulations relating to the field of study, development of Probolinggo City Square, and management of street vendors by Probolinggo Regional Regulation Number 08 of 2011. Reports and archives contain details regarding the development and implementation of Probolinggo City Square street vendors by Probolinggo Regional Regulation Number 08 of 2011. Books and scientific publications are regulated in Probolinggo Regional Regulation Number 08 of 2011, which also regulates the management and direction of Probolinggo City Square street vendors. Street vendors in Probolinggo City Square.

Miles, M. B., Huberman, A. M., & Saldana, J. (2014), Data condensation is a technique used in data analysis that involves condensing data through summarization, selecting important components, concentrating on what is important, and searching for themes and patterns.

Researchers can access more data more efficiently and clearly if the amount of data is reduced. Data displays, sometimes called data presentations, provide data to researchers so they can plan future research based on their understanding of what happened and help them better understand what happened. It is recommended to use graphs, matrices, networks, and charts in addition to narrative processes when displaying data. Conclusions are reached through verification or conclusion. The data from the conclusion must be checked during the research. Overall, difficulties in data reduction, data presentation, analysis results, and verification form a group of valuable and helpful work.

Results and Discussion

PKL Development and Arrangement Program in Probolinggo City Square

Street vendors, also known as street vendors, are the most prominent and visible job opportunities by Government Regulation Number 8 of 2011. However, the government consistently questions their existence for several reasons. According to Mc Gee and Yeung (in Marshush and Kurniawati, 2013), two actors are involved in street vendor operations: the vendors and the customers. Street vendors travel from their homes to their trading places and from where they get their goods to their trading places. Meanwhile, customers move from their place of work or residence to street vendors. Three characteristics define movement: the distance between two locations, the time required to get there, and the amount of capital required for transportation. Street vendors (PKL) sell their goods in various parts of the city and are considered marginal and powerless, according to Soetandyo (2008: p. 91).

Previous research concentrated on street vendors. Wahyuni (2020) emphasized that the government's task is to optimize organizational units related to street vendors (PKL). According to Wahyuni, street vendors can operate legally as long as they comply with the rules set by the government and are protected. Apart from that, Wahyuni stated that supervision of street vendors is complex because conflicts of interest often occur (Wahyuni, 2020). Pristina et al. (2023) also expressed the street vendor conflict. Apart from illegal levies for street vendors who travel from one place to another, he stated, there is a role for illegal levies for street vendors who use tents, cleaning, tent rental, and lighting costs that tent street vendors have to pay every day. (Finka P, 2023). Haeruddin said the government must focus on collaboration and effective communication.

As an illustration, pay attention to the commitment of implementing authorities in socializing Regional Regulations (PERDA), taking into account the variables that influence the implementation of policies for implementing street vendors (PKL) (Haeruddin, 2020).

Probolinggo City has 6,074 registered street vendors in 2023. This number consists of 64 MSMEs and the newest street vendors. These street vendors occupy places close to the crowds, such as City Square, Maramis Park, Kahan on Jalan Mastrip Kedopok, etc. Continue on your own. Habib Hadi Zainal Abidin, Mayor of Probolinggo, said there were around 60 MSMEs in Probolinggo City Square. However, in its development, there are more than 180 street vendors in Probolinggo City Square. According to the Probolinggo City Street Vendors Association Chair, the number of Street Vendors at the beginning of 2023 will be approximately 900 street vendors. Probolinggo City Square has the highest number of street vendors, with around 375 traders. Too many street vendors occupying one location will disrupt public order and the beauty of the Alun Alun, which will be completed in 2023.

The management of street vendors by Probolinggo City Regional Regulation Number 8 of 2011 concerning the Development and Management of Street Vendors is the responsibility of the Mayor, the Probolinggo City Cooperatives, Small and Medium Enterprises, Trade and Industry Service, Satpol-PP, DPUPR, and the Transportation Service.

Figure 1. Organizational Structure Responsible for Regional Regulations in Probolinggo City Square

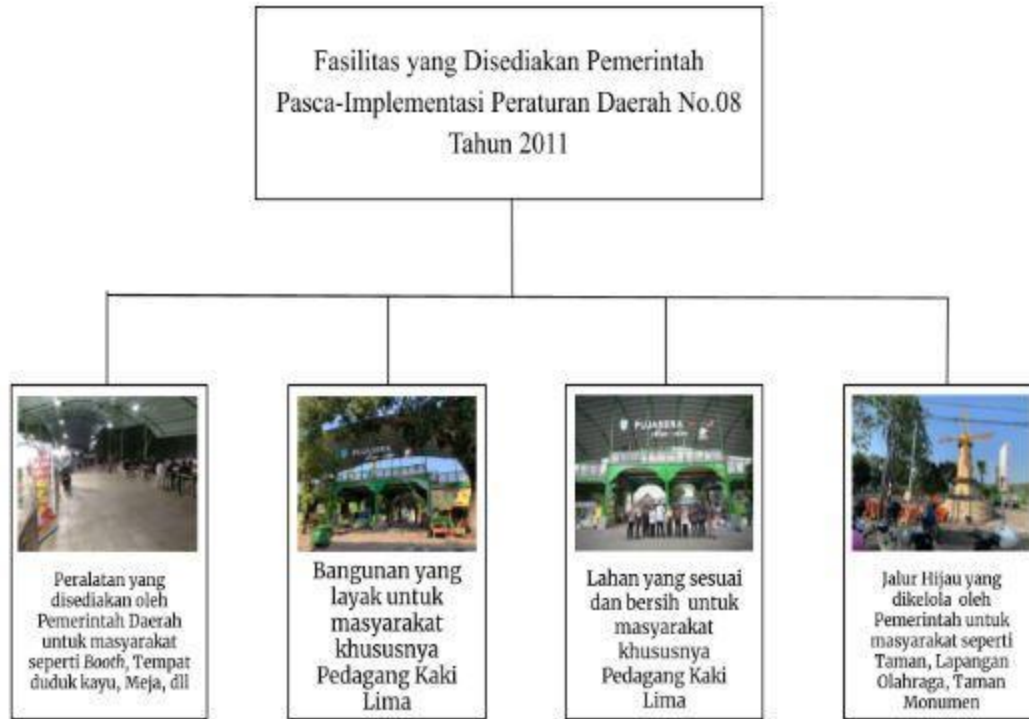


Source: Processed by researchers (2024)

A comprehensive solution is needed to overcome the problem of street vendors in Alun-Alun. Apart from controlling and providing alternative locations, efforts must be made to increase public awareness of the importance of maintaining a clean environment. Intensive education and outreach must occur to street vendors and the community. Apart from that, an evaluation of the management of the Pujasera and increasing its attractiveness also needs to be carried out. It is essential to involve all parties in finding joint solutions, including the government, street vendors, and the community. Street vendors must receive attention because this regulation recognizes their significant contribution to the regional economy. One form of attention is organizing and coaching so that street vendors can develop to become more resilient, resilient, and independent. With the latest regulations from the Probolinggo City Government, it will become increasingly easier to manage. As a result, the facilities and conveniences provided by the Probolinggo City Government to Street Vendors (PKL) must be appropriately utilized. One of the objectives of implementing this regional regulation is to ensure that street vendors can continue selling without blocking public road access.

From information obtained through interviews with several street vendors, the perceptions of street vendors (PKL) in Probolinggo City regarding the facilities provided by the government after the implementation of Regional Regulation Number 8 of 2011 are pretty varied. Official street vendors are generally satisfied, although there is still hope for improving the quality and quantity of facilities. On the other hand, illegal street vendors feel disadvantaged because they do not get any facilities at all and have difficulty fulfilling relocation requirements. This is very clear because illegal street vendors are a loss for the government because their existence is not recorded in the DKUPP business records. So, the government will only pay attention to street vendors officially registered in the DKUPP records. Apart from these street vendors, they will be categorized as illegal traders because street vendors in the illegal category are one of the roots of the problem why the arrangement in the Probolinggo City Square still needs to be entirely successful. Apart from that, one of the street vendors' informants at Pujasera admitted that the lack of socialization regarding regional regulations and the facilities provided was an obstacle, so many street vendors needed to understand the applicable provisions.

Figure 2. Facilities Provided by the Government Related to Regional Regulation No. 8 of 2011 in Probolinggo City Square



Source: Processed by researchers with interpretations from interviews (2024)

Based on field observations and interviews with street vendors, street vendors feel they need to be more optimally involved in the decision-making process regarding policies that concern them. The lack of effective communication between the government and street vendors means that information regarding new policies is often unclear. As a result, street vendors need help understanding and following the applicable rules. The current participation of street vendors is a mere formality, so the government does not fully understand the needs and constraints faced by street vendors. The policies often need to accommodate the diversity of types of business and capital owned by street vendors. It only applies to registered or official street vendors. In contrast, according to the information obtained, illegal street vendors will not get any rights from the government because their existence is considered illegal and should be curbed so that this policy can run properly.

Effective PKL management depends on cooperation between internal stakeholders, namely policy implementers and policy targets. Policy implementers include regional apparatus organizations, while policy targets are the street vendors. Research on the condition of Probolinggo

City Square shows a gap between government policy and community behavior, which aligns with previous studies' findings. The success of public space planning is highly dependent on community participation, effective communication, and law enforcement. Relocating street vendors, as happened in Sentral Isimu, is not a long-term solution because the problem of slums and disorganization still occurs. To overcome this problem, a comprehensive approach involving various parties, including increased outreach, consistent law enforcement, and cooperation between government, society, and business actors, is needed. Thomas B. Smith's policy implementation theory can explain this problem's complexity, where lack of communication, resources, and law enforcement are the main obstacles. Therefore, strong synergy and a sustainable approach are necessary to create a clean and orderly environment.

Analysis of the problem of street vendors in Central Isimu and Probolinggo City Square shows that there are similarities with the conditions of street vendors in other areas, namely the existence of illegal street vendors, chaotic arrangements, and failure to relocate due to economic factors such as decreased turnover and lack of facilities in new locations. To overcome this, intensive socialization, provision of supporting facilities, and regular evaluation of relocation policies are needed. The successful implementation of the street vendor relocation policy is greatly influenced by effective communication, availability of resources, and attractive incentives for street vendors. Thomas B. Smith identified several factors that influence the success of policy implementation, including communication, resources, organizational structure, and disposition. In the case of street vendor relocation, the lack of effective communication between the government, street vendors, and the community, as well as the need for attractive incentives for street vendors to move to new locations, can be factors inhibiting the success of policy implementation. Therefore, a comprehensive approach is needed, and various parties must be involved in resolving street vendor problems sustainably.

In general, the implementation of Regional Regulation Number 08 of 2011 concerning the Development and Arrangement of Street Vendors in Probolinggo City Square is still unsuccessful. However, the collaboration between the Small and Medium Enterprises Cooperative Trade Service (DKUPP) with the DPUPR and the PKL Organization in Probolinggo City has been effective and by procedures. However, there are still various reasons why the implementation of Regional Regulation Number 08 of 2011 has not been said to be successful for various reasons, including:

1. Most street vendors reported a decrease in income after relocation.

2. The location of the food court development could be more strategic, the design of the food court could be more attractive, and there needs to be more promotion and tight competition.
3. Lack of active participation from street vendors: There are still many street vendors who violate, in other words, policy mismatch with field conditions,
4. Lack of communication, coordination, and resources from the agencies involved with these regulations
5. The information provided is still transparent, and the information is provided to street vendors through intermediaries.

From the information currently gathered, the government has attempted to find a relevant solution to this street vendor problem, which is linked to the Regional Regulation (Perda), which discusses the guidance and arrangement of Street Vendors (PKL), especially in the Probolinggo City Square. The government has tried to balance traders' income and the city structure by building a food court to be occupied by street vendors. However, building a food court is not a relevant solution for street vendors (PKL) because this problem is not because of Regional Regulation Number 08 of 2011, but rather the form of appreciation or assistance from the government, which is different from what was promised.

The government has carried out and is refocusing on the arrangement of street vendors in the Probolinggo City Square. Every effort has been made by the government and related agencies to improve the layout of the Probolinggo City Square. The following are some of the efforts that have been made by the government, including:

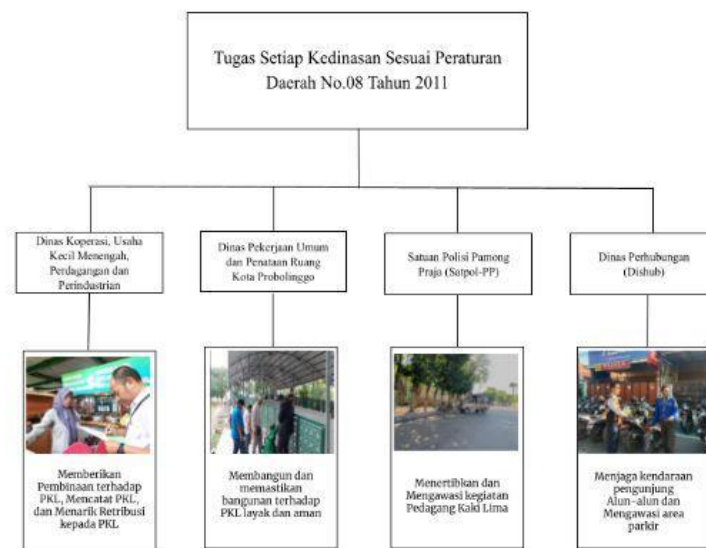
1. Assign the Civil Service Police Unit (Satpol-PP) to guard areas that illegal street vendors often occupy
2. Guiding street vendors (PKL), especially those at the Pujasera
3. Provide 112 services for traders and the community when there are suggestions or criticism
4. Evaluate every activity and findings in the field every month
5. Carrying out feasibility studies and AMDAL, as well as periodic monitoring every month
6. Communicate with the street vendors (PKL) to monitor when parties discriminate.

Resource

In the context of resources, implementation refers to the use of capital, facilities and human resources to implement plans or policies according to the findings of interviews with related

parties, especially DKUPP and DPUPR in response to current resources that have been met. Probolinggo City Government's resources are more than sufficient in these three areas. First, capital-related resources have been determined with a special budget for structuring street vendors through the construction of a special PKL area with two levels and making the area better and neater. Second, resources related to facilities appear to support street vendors in infrastructure ranging from water channels, rubbish, security and parking facilities and others. Third, human resources are realized in the support of officers who carry out outreach and guidance, as well as DKUPP officers in the trade sector and Satpol PP who are on duty in the field to collect data and keep watch.

Figure 3. The duties of each person responsible for the Probolinggo City Square are by the applicable regional regulations



Source: Processed by researchers with interpretations from interviews (2024)

The DPUPR has a role in controlling the condition of the food court because it is feared that material damage will occur, which will cause losses to related parties, especially street vendors who occupy the area. The results of interviews show that the DPUPR will carry out maintenance routines for the food court in the square every month, which are done in order to maintain the safety and welfare of the street vendors who occupy the food court.

Figure 4. Revitalization of Probolinggo City Square Food Court by Probolinggo City DPUPR



Source: Probolinggo City Public Works and Spatial Planning Department (2023)

Regarding street vendors, the interview results found two categories of traders in Probolinggo City Square. The DKUPP Trade Division has also conveyed that in the Probolinggo City Square, there are several categories of traders, including traders with whom we have data, and these traders have been registered with the traders who are entitled to receive guidance; these traders are categorized as genuine traders who trade at the food court. The second trader is a trader in the illegal trader category. This trader is not recorded in the DKUPP records, and this trader is not entitled to receive guidance because this trader has violated the rules. These illegal traders occupy locations that should not be used for trading. The development and management of street vendors is regulated in Regional Regulation Number 8 of 2011. Based on interviews with traders, it can be said that even though they do not want to violate the regulations, their income will be affected if they do so. to occupy trading space. They thought so because they noticed that the traders in the food court were quiet and less busy than those selling on the side of the road. From this, the illegal traders do not want to occupy the food court because they are more interested in and prioritize their welfare.

Conclusion

Effective management of street vendors (PKL) relies heavily on cooperation between internal stakeholders, namely policy implementers and policy targets. Research in Probolinggo

City Square shows a gap between government policy and community behavior, similar to findings in Sentral Isimu. Relocating street vendors often does not solve long-term problems because the relocation area faces slum and disorganized problems. To overcome this problem, a comprehensive approach is needed to increase socialization, consistent law enforcement, and cooperation between government, society, and business actors. Thomas B. Smith's theory of policy implementation shows that communication, resources, and law enforcement are the main obstacles to policy success. Therefore, strong synergy and a sustainable approach are needed to create a clean and orderly environment.

Even though Regional Regulation Number 08 of 2011 concerning the Development and Arrangement of Street Vendors in the Probolinggo City Square has failed, the collaboration between DKUPP, DPUPR, and street vendor organizations has been effective. However, there are still obstacles, such as a decrease in street vendors' income after relocation, the location of the food court needs to be more strategic, and the design of the food court is less attractive. Also, a lack of communication, coordination, and resources can hinder the implementation of policies. The government has tried to find relevant solutions to this street vendor problem, but the government's appreciation or assistance still needs to align with street vendor expectations. Currently, the government is refocusing on organizing street vendors in Probolinggo City Square with various efforts, such as assigning Satpol-PP, coaching street vendors in the food court, 112 services, monthly evaluations, and communicating with street vendors. This effort is likely to improve the arrangement of street vendors and create a more orderly and conducive environment.

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