

The Implementation of Policies for Structuring and Empowering Street Vendors in Gorontalo City

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ABSTRACT

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The purpose of this study was to find out how the implementation of the policy of structuring and empowering street vendors by the Civil Service Police Unit and to find out what factors influenced the implementation of the policy of structuring and empowering street vendors in Gorontalo City. The type of research used is Empirical Law research, using data types consisting of primary data and secondary data. Data collection techniques were carried out using observation and interview techniques. The results of this study indicate that to improve the economic sector, the Gorontalo City government has issued a policy related to Street Vendors which is packaged in the Gorontalo City Regional Regulation Number 2 of 2017 concerning Structuring and Empowering Street Vendors. The existence of a regulation aims to realize optimal empowerment and governance. Even though the policy has been issued, it cannot be denied that the implementation of the policy will run as it should. This is evidenced by the presence of several street vendors who are still active in locations that should not be occupied. Therefore, in controlling street vendors in the City of Gorontalo, the Civil Service Police Unit uses the legal basis of regional regulations by providing socialization, carrying out control, and implementing arrangements. The factors that influence the effectiveness of the implementation are legal, law enforcement, facilities, community, and cultural factors.

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1. Introduction

The Republic of Indonesia stated in the constitution is a legal state whose form is reflected in the laws and regulations that limit the power of the state (government) and provide guidelines for the people in carrying out their activities as citizens.¹ National development in the economic sector is prepared and implemented to promote public welfare through the implementation of economic democracy with the principles of togetherness, efficiency, justice, sustainability, environmental insight, independence and by maintaining the balance of progress and national economic unity as mandated by the 1945 Constitution of the Republic of Indonesia. From the perspective of the constitutional basis, Indonesia's national trade reflects a series of economic activities carried out to realize general welfare and social justice for all Indonesian people.²

The Republic of Indonesia stated in the constitution is a legal state whose form is reflected in the laws and regulations that limit the power of the state (government) and provide guidelines for the people in carrying out their activities as citizens. Normatively, the obligation to make various efforts, especially by the state or government and also non-governmental institutions to realize welfare, especially for citizens who individually are unable to meet their basic needs, is based on the recognition that every citizen has the right to his welfare.³ In most cities in Indonesia, development and growth are still taking place naturally, resulting in urban problems, including irregular use of spatial planning such as urban land, the emergence of various traffic problems, unfulfilled community needs for city facilities and utilities, environmental pollution, and so on.⁴

The scope of the business development of a region has a very close relationship with the spatial planning of a region. With a good arrangement, the performance of the area will also be optimal and efficient.⁵ Development in urban areas and the availability of more attractive public facilities in urban

¹Nuvazria Achir, 2020, "Normative Annotations on Regional Regulations on Transparency", *Jambura Law Review*, Vol. 2 Issue 01, p. 84

²General Provisions of Law Number 7 of 2014 concerning Trade.

³Roni Lukman, 2012, "The Role of Local Governments in Implementing Human Development Programs and Its Implications for Regional Resilience", *Journal of Legality*, Vol. 05 No. 1, p. 1

⁴Suwitno Y. Imran, 2013, "Function of Spatial Planning in Protecting the Environment of Gorontalo City", *Journal of Legal Dynamics*, Vol. 13 No. 3, p. 458

⁵Fence M. Wantu, 2012, "The Ratification of the Regional Regulation on Spatial Planning in Maintaining Environmental Sustainability in the Province of Gorontalo", *Journal of Legality*, Vol. 05 No. 01, pg. 9

areas have led to more and more urbanization flows and become one of the causes of problems in urban areas.⁶

To facilitate business opportunities in the business world and the economy as well as improve the welfare of street vendors, it is deemed necessary to organize and empower street vendors through efforts to increase the power of innovation, creativity, productivity, and competitiveness in doing business in the economic field.⁷

By economic law, the business locations of street vendors tend to be in strategic places by approaching the crowds of consumers, so they pay less attention to the spatial planning that has been determined. Street vendors tend to occupy public spaces that are not intended for use. Thus, street vendors' business activities are also activities that have the potential to cause various problems with traffic smoothness, aesthetics, security, comfort, cleanliness, and the function of regional infrastructure. In this regard, the existence of PKL locations and their trading activities need to be regulated by the Regional Government.

It appears that the existence of the informal sector as a safety valve for employment problems in particular and the economy in general. Therefore, street vendors need to be nurtured and protected so that they can improve their welfare, also arranged to create comfort for city residents, residents remember that the city is conceptualized as a place or residential area that is comfortable, healthy, clean, and orderly.⁸

Through the author's observations, places that show that the locations most occupied by street vendors are sidewalks and road shoulders, as well as other places in the form of market/shopping yards, parking lots, green lanes, and city parks. Sidewalks and road shoulders are the favorite locations for street vendors, even though the Gorontalo City Regulation No. 2 of 2017 concerning the Arrangement and Empowerment of Street Vendors article 33 letter (i) it has been stipulated that "Street vendors who carry out their business activities are

⁶MA Allam, et al, 2019, "Factors Affecting the Income of Street Vendors (Street Merchants) in the Sunday Morning (Sunmor) Purwokerto Market", *Journal of Economics, Business and Accounting*, Vol. 21 No. 2, p. 2

⁷ General Provisions of Law Number 2 of 2017 concerning Structuring and Empowering Street Vendors.

⁸Damai Magdalena, Jorawati Simarmata, 2017, "Structuring and Empowering Street Vendors from the Political Promise of the 2017 Simultaneous Regional Head Elections and Its Urgency in Formation of Regional Regulations", *Indonesian Legislation Journal*, Vol. 14 No. 2, p. 5

prohibited from trading in places where parking is prohibited, temporary stops or sidewalks".⁹

Furthermore, it becomes a legal problem because there are still street vendors who occupy these places because they want to be as close as possible to buyers, namely to intercept consumers who need the services of the street vendors themselves. Even though these locations are not intended for the buying and selling process, although street vendors are aware of this, that is why their business system is run with high mobility by selling used vehicles, using carts that are easy to move around or tents that are easy to assemble.

PKL areas that are always controlled by the Gorontalo City Civil Service Unit include the Jalan Sudirman area, Jalan Dua Susun, Jalan Kalimantan, Jalan HB. Yassin, and the City Park area.

Normatively, the Gorontalo City Regional Regulation No. 2 of 2017 concerning the Arrangement and Empowerment of Street Vendors, the fourth part of the Determination of Street Vendor Locations provides Legal Standing to the Mayor of Gorontalo to determine business locations that can be occupied by street vendors.¹⁰ Furthermore, the designated area of space for informal sector activities includes the Street Vendor area, culinary area, and an area for selling used goods. The allotment of space for informal sector activities in Gorontalo City is located at the City Trade Center at the Setya Praja Market, and the Central Market which is currently in the process of being renovated.

Based on observations, the authors see that the order that is often violated by PeKL is located in the front area of the UNG Campus, Jl. Dua Susun, City Park, Jl. Kalimantan, and the Jl. HB Jassin, namely there are still street vendors selling on sidewalks and road shoulders, where these locations should be prohibited from selling or building buildings.

2. Method

The research method used by the author in this study is Empirical Law research with a qualitative approach. The data that has been collected will then be analyzed descriptively which will be arranged systematically to then get a conclusion on the Implementation of Policies for Structuring and Empowering Street Vendors in Gorontalo City.

⁹ See Article 33 of Regional Regulation Number 2 of 2017 concerning Structuring and Empowering Street Vendors.

¹⁰ See Article 25 of Regional Regulation Number 2 of 2017 concerning Structuring and Empowering Street Vendors.

3. Discussion

3.1 Implementation of Policies for Structuring and Empowering Street Vendors in Gorontalo City.

Policy implementation is the ability to form further relationships in a cause-and-effect chain that links action to goals. This activity lies between policy formulation and policy evaluation. Policy implementation contains top-down logic, meaning interpreting alternatives that are still abstract or macro into concrete or micro alternatives. The lack of success in implementing policies that are often encountered, among others, can be caused by limited resources, inadequate and less effective structures, and low commitment among implementers.¹¹

Furthermore, the existence of a regulation that regulates will be followed by its implementation so that it can run as it should. Likewise with the Gorontalo City Regulation which regulates street vendors, the purpose of this policy is to create environmentally conscious, neat, orderly street vendors who can make Gorontalo City Clean, Healthy, Neat and Beautiful by Gorontalo City Regulation Number 2 of 2017 concerning Merchant Arrangement and Empowerment. Street vendor.

The realization of the achievement of these goals can be seen from several stages of activities carried out in the policy as follows:

1. Socialization Stage

The City Government must carry out socialization by introducing and explaining the various rules as contained in the Regional Regulations and those governing street vendors, namely to clarify understanding of the implementation of these regulations. The regulation outlines the arrangement, empowerment of street vendors, rights and obligations of street vendors, prohibitions, monitoring, evaluation, guidance and supervision, administrative sanctions.

This socialization aims to approach street vendors to comply with the rules so that later it is hoped that awareness will arise to maintain the cleanliness and tidiness of the city. The attitude used at the socialization stage uses a persuasive method, namely by directly explaining the rules door to door, namely the officers socializing to every street vendor by coming to them for explanation

¹¹Siswanto Sunarno, "Local Government Law in Indonesia", (Jakarta: Sinar Graphic, 2014), p. 82

and direction. After the street vendors know, it is hoped that they will be able to understand and comply with the rules so that the program objectives can be achieved.

This is by what was stated by Mr. Arfan Pakaya, as the Head of the Sector and Order of the Gorontalo City Satpol PP that:

"Regarding the socialization, the Department of Industry and Trade of Gorontalo City provided information by inviting street vendors to be given socialization about existing regulations, and we conveyed it back to street vendors by the door to door, directly visiting street vendors where we explained the provisions of the existing rules, which cannot be sell in places that do not comply with the rules and provide direction for an orderly, safe, and clean environment".

Then for the socialization which is carried out indirectly, namely by placing a notification pole related to public order that must be considered. However, if street vendors are still difficult to regulate, the City Government through Satpol PP will carry out executions. The execution is meant to be enforcement which is the authority of Satpol PP as the enforcer of regional regulations.

With the existence of socialization activities, it is expected to be able to prevent violations by first introducing the rules in the Regional Regulation. In addition, socialization is also curative, intended to raise awareness of street vendors so that they do not commit further violations that lead to street vendor development activities.

2. Control Stage

The next stage is the control stage. Gorontalo City Regulation No. 2 of 2017 concerning the Arrangement and Empowerment of Street Vendors Article 33 letter (i) stipulates that street vendors who carry out their business activities are prohibited from trading in places where parking is prohibited, temporary stops, or sidewalks.

The following is the number of data on street vendors who are disciplined in the Gorontalo City area:

Table 1. Data on the number of street vendors who are disciplined in Gorontalo City.

Year	Number of Street Vendors
2019	40
2020	29
2021	15

Source: Gorontalo City Civil Service Police Unit Office, 2021.

Control of street vendors is carried out to control those who violate and do not meet the provisions as stipulated in the Regional Regulation. The approach taken in controlling street vendors is through a persuasive way, namely by direct invitation or coaching to street vendors. Execution actions are only carried out when it is necessary, namely if the street vendors continue to violate the provisions after receiving repeated warnings and warnings.

Even though the government has given a policy that they can still sell in the place where they live with a time limit. The results of the interview with Mr. Muhammad Aris, a member of the PP Satpol, that:

"PKL has been given a policy that they can occupy the place they occupy only from four in the afternoon until late at night, if anyone is found to be still selling outside the specified time, they will be given three warnings, the first warning is 7 days long, the second warning 3 times. day, and we will issue a third reprimand at the same time with disciplinary action."

Based on this information, it can be seen that the government is concerned about street vendors by still providing policies with a time limit, but every regulation issued by the government is not fully accepted by the community, especially street vendors who think the regulation will reduce or even eliminate their source of livelihood. As an interview with Mr. Kardi, one of the traders in the city park complex who said that:

"We sell in this place because we want to be as close as possible to the buyers, especially where a city park is a relaxing place for the community so our sales here are more salable than other places".

As for the same reason, Mr. Yuda, a batagor trader who was in front of the UNG campus, he explained that:

"Selling here and many visitors already know where we are here if we only sell in the afternoon until the evening then the income we get will decrease, seeing campus activities starting in the morning".

However, this is certainly very disturbing for road users or public places. The street vendors who occupy the public space or public facilities have violated the existing regulations. Street vendors cause chaos. As stated by Nela, a student of the UNG Faculty of Economics as follows:

"The presence of street vendors here is very disturbing. It's difficult to walk alone, you have to be extra careful because it's very close to the highway, while many students walk, the public space has been used by traders and benders."

If the street vendors do not comply with the applicable regulations, they will be enforced in a persuasive manner, which is preferred before taking action. In every control, officers will come and give warnings and direct warnings to every street vendor who violates. If there are street vendors who, after being given three warning letters and ignoring them, officers from the Satpol PP Office will take action against them.

Based on the statement above, it can be concluded that the City Government will take firm action against street vendors who still violate. Before the enforcement in the field, the relevant agencies have warned street vendors who violate. If they are still violating, the Satpol PP as the Perda Enforcer will go directly to the field to control it. However, there are still stubborn street vendors who do not heed the warnings or warnings from Satpol PP because it will reduce their income.

3. Set-up Stage

The arrangement of places of business carried out by the Gorontalo City Government in carrying out the arrangement of Street Vendors that have been stipulated in the Gorontalo City Regional Regulation Number 2 of 2017 which aims to prevent street vendors from occupying locations that can disrupt urban order and spatial planning.

Areas The allotment of space for informal sector activities includes street vendors, culinary areas, and areas for selling used goods. The allotment of space for informal sector activities in Gorontalo City is located at the City Trade Center at Pasar Setya Praja alias Pasar Tua, and the Central Market which is

currently in the process of rehabilitation. While the alternative area is the Youth Taruna area.

Furthermore, this structuring stage is also a major element of the success of government policies in structuring street vendors. At this stage of arrangement, the approach used is door to door, namely inviting street vendors to be willing to move together to a place that has been provided by the City Government.

The following is an interview with Mr. Arfan Pakaya, the Head of the Security and Order Division of the Gorontalo City Satpol PP who said that the construction of business premises is a form of government concern in terms of the welfare of traders. So basically traders don't have to worry that they won't be able to continue their business. We direct the arrangement of the Street Vendors to the old market, the central market which is currently still being rehabilitated, and the youth cadets. This is by the direction of the Department of Industry and Trade of the City of Gorontalo. So it can be said that the arrangement of street vendors is a manifestation of the local government's concern in realizing a comfortable, safe, and productive place of business in the welfare of the community.

However, there are still street vendors who reject the Gorontalo City Government plan to relocate them to certain places. Because this effort is considered to kill the income of the street vendors. This rejection was conveyed directly by the trader, namely Mr. Mulyo, who sells seasonal fruit on Jl HB. Yassin says that:

"Selling in the snack market or at the cadets is the same as killing our economy, and we know that the snack market has always been busy only in certain months, such as during Ramadan, and is too crowded, while the cadets are only busy at night."

While street vendors, Mrs. Hasni, a burger seller on Jl. Kalimantan says:

"Selling in this place is because we want to be as close to the buyer as possible, so our sales here are more salable than other places, and if we move them to the market then it doesn't match the character of our sales."

Based on some of the results of the interviews above, it shows that traders assess that the locations directed by the Satpol PP prepared by the government are not by the needs of traders because the results obtained are far different from the results obtained when selling at their previous places.

Furthermore, the results of the interview that the researcher conducted with Mr. Arfan Pakaya, as the Head of the Security and Order Division of the Gorontalo City Satpol PP said that:

"The ineffectiveness of controlling and structuring is due to first, the activities of street vendors in certain places have been carried out for a long time, secondly the number of street vendors is large and always increases from time to time, while the location of business places is limited. And the three places of business that are used as alternative locations to move street vendors according to some street vendors there are less strategic, so street vendors refuse or don't want to occupy the locations provided by the government".

From the above statement, it can be concluded that the arrangement of street vendors carried out by the Regional Government in realizing harmony between human life and the environment, harmony with the growth and development of urban areas has not been felt optimally by traders, because the specified place is too quiet, wasteful of costs and not by the characteristics them as traders.

3.2 Affecting Factors of the Implementation of Policies for Structuring and Empowering Street Vendors in Gorontalo City.

According to Soerjono Soekanto, the effectiveness of the law is determined, among other things, by the level of community compliance with the law, including law enforcers, so it is known as the assumption that "A high level of legal compliance is an indicator of the functioning of a legal system."¹²

Furthermore, Soerjono Soekanto also explained that the effectiveness of a law is determined by 5 (five) factors, including:¹³

- 1) The legal factor itself
- 2) Law enforcement factors, namely the parties that form and apply the law,
- 3) Factors Facilities or facilities that support law enforcement,
- 4) Community factors, namely the environment in which the law is enforced or applied,
- 5) Cultural factors, namely as a result of work, create flavors and flavors based on intention.

¹²Soerjono Soekanto, "Legal Awareness and Legal Decisions", (Jakarta: Rajawali, 1982), p. 7

¹³Soerjono Soekanto, "Factors Influencing Law Enforcement", (Jakarta: Raja Grafindo Persada, 2008), p. 8

Furthermore, if studied in depth the functioning of law, every rule of law must meet juridical and philosophical elements.¹⁴ The basic factors that hinder the effectiveness of law enforcement are not only in the mental attitude of law enforcement officials but also in the legal socialization factor which is always ignored.¹⁵

The following is a description of the factors that influence the implementation of the policy on structuring and empowering street vendors:

1). Factors of the Rule of Law Itself

Effective law in the sense of the legal goal of achieving effectiveness is a measurement in the sense of achieving predetermined goals or objectives. Laws that have been made by lawmakers are written regulations which are official legislation. These regulations concerning certain areas of life must be made systematically so that a regulation can be implemented properly. The substance of the regulation must be solid and simple, not complicated, the language structure must also be standard in the sense that it is easy to understand and understand for the community. If the Articles of the regulation are difficult to understand then this makes the regulation not implemented by the community.

Regional Regulation Number 2 of 2017 concerning the Arrangement and Empowerment of Street Vendors in the City of Gorontalo has fulfilled the juridical requirements because it does not conflict with other regulations and was made by an authorized body. In the Regional Regulation, all provisions have been regulated, starting from the arrangement of street vendors, empowerment, rights and obligations, prohibitions, monitoring, evaluation and reporting, guidance and supervision, funding, to administrative sanctions. The arrangement has been carried out well, it's just that the imposition of sanctions is not too strict, namely only containing administrative sanctions where there is only a written warning, to forced demolition, so that it cannot deter street vendors who sell.

2). Law Enforcement Factor

the mentality or personality of law enforcers in the field of intellectual property, especially in the regulation of street vendors, plays an important role, because

¹⁴Ria Ayu Novita, et al, 2017, "Effectiveness of the Implementation of Law Number 2 of 1960 concerning Agreements on Agricultural Land Products (Dry Land) in Beringin Village, Bayan District, Purwoerjo Regency", *Diponegoro Law Journal*, Vol. 6 No. 2, p. 5

¹⁵Rustam Akili, 2012, "Implementation of Legal Policy Formation through the Legislation Process in the Context of Legal Development", *Journal of Legality*, Vol. 05 No. 01, pg. 5

even though the regulations are good, the quality of law enforcement is not good, so the law cannot run effectively. Therefore, one of the keys to success in law enforcement on the regulation of street vendors is the mentality or personality of law enforcement. Law enforcement covers a very broad scope because it involves officers at the upper, middle, and lower strata in carrying out their duties, they must have a guideline, namely regulations. a written document that covers the scope of their duties.¹⁶

The success of the implementation of this control and arrangement of street vendors is strongly influenced by the attitude of the implementers in carrying out their duties, as well as communication.

The attitude of the implementers starts from how they respond to a street vendor problem before taking further action so that an attitude is formed when they carry out their duties. Although to address the problems of street vendors, each work unit has a different perception, so it is necessary to coordinate between stakeholders. However, the difference in perception is trying to be united so that the steps taken can be in line with the attitude of the implementer by looking at the situation and conditions. As explained by Mr. Arfan Pakaya, as the Head of the Security and Order Division of the Gorontalo City Satpol PP as follows:

"In the implementation of the PKL Guidance and Arrangement Policy, coordination between work units is needed as a form of teamwork. I cannot carry out a program only institutionally in overcoming the problem of street vendors."

Implementing officers are required to understand the objectives of the PKL structuring policy. The understanding of the implementing apparatus towards the program objectives was expressed by Mr. Arfan Pakaya that:

"We know and understand the purpose of the PKL control program because before leaving to carry out operations in the field, we have prepared them first. And we are not arbitrary in acting and must follow the directions in controlling street vendors."

As a good government apparatus, they are required to have an attitude of obedience and responsibility as well as loyalty to the institution. The obedience

¹⁶Sudjana, 2020, "Law Enforcement Against Copyright Piracy in the Perspective of Structural Functionalism Theory", University of Padjadjaran, Kanun hukm science journal, Vol. 22, No. 1, Pg 100

and compliance of the implementing apparatus can also be seen from the compatibility between the implementing apparatus and the applicable procedures in implementing the program. This is as explained by Mr. Muhammad Arif, a member of the Gorontalo City Satpol PP as follows:

“In carrying out the program, it is done flexibly, because what humans face, if you only stick to one rule, it is difficult. The apparatus can carry out according to standard procedures, but we must also be able to see the situation. Certain conditions must be implemented but if it is implemented, there will be a collision. So in implementing the program we tend to use a psychological approach so that they become softer.”

According to the explanation above, the theory and practice carried out in the field in carrying out enforcement, the arrangement of street vendors can indeed be different. This is because the implementing apparatus must look at the situation and conditions in the field that allows it to avoid conflicts with the target group, namely street vendors.

On the part of the street vendors themselves, they also have their own opinion about the attitude of the implementing apparatus when carrying out their duties. As expressed by Mrs. Yeni, the following food vendor:

“The attitude of the implementing apparatus is consistent with the existing regulations. they do not act rudely they also conduct direct socialization to the traders”.

In line with the opinion above, expressed by Rizal, a street vendor in Batagor UNG Campus Area that:

“I think the attitude of the implementing officers is quite good. About a month before the enforcement, there was already a notification.”

Based on the statement above, it can be concluded that the apparatus as the program implementer as a whole has been able to carry out the program by the existing mechanism. The firm attitude of the implementing apparatus is due to being consistent with existing regulations. If all street vendors obey the existing rules, the implementing apparatus will be gentle and lenient towards street vendors.

Communication, which is one of the factors that can support the success of the program. The successful implementation of the PKL regulation is greatly supported by the smooth and clear communication process between the

implementing apparatus and the target group, namely the PKL. The City Government's efforts to introduce and explain the program to street vendors are carried out through socialization. The socialization is not only carried out formally by the City Government but socialization is also carried out when the implementing officers carry out policing of street vendors. Usually, the socialization is carried out door to door to street vendors. As explained by Mr. Arfan Pakaaya, as the Head of the Security and Order Division of the Gorontalo City Satpol PP as follows:

"Regarding the socialization, we provide information by the door to door, directly visiting street vendors where we explain the existing rules, which are not being able to sell in places that do not comply with the rules and provide guidance on an orderly, safe, and clean environment."

Communication that does not go well will affect the delivery of program socialization by implementing officials. This is evidenced by the opinion expressed by Mrs. Nunik, a young coconut ice trader in the Taman Kota area as follows:

"I don't understand, indeed, selling on sidewalks, public places, parks, or government-owned land is prohibited, but how else can I sell in this city park for a long time."

So far, communication in the implementation of this program has been running vertically and horizontally. Vertical communication means cooperation, coordination, and the media used in delivering messages to street vendors. In this vertical communication, the apparatus uses the door-to-door method. The door-to-door method here can be described that in controlling and structuring street vendors, the officers come to the kiosks one by one. Here, the apparatus explains the contents of the Perda that must be obeyed by street vendors.

While horizontal communication occurs in communication between agencies with the same authority and work units or communication between implementing officials. The following is an explanation from Mr. Arfan Pakaya, as the Head of the Gorontalo City Satpol PP Order and Order Division that the mayor gathers the Head of the Service to be given a briefing every time they will carry out activities, usual coordination is carried out first to equalize the perception of programs between service units such as the City Spatial Planning Service, the Industry and Trade Office, and Satpol PP. Furthermore, the program is conveyed to street vendors through socialization and coaching that

is carried out every day. In delivering the program, a personal approach is needed in breaking the deadlock.

Based on the statement above, it is concluded that communication between the agencies as implementing officials in terms of coordination has been going well but communication between implementing officers and street vendors in program delivery through direct socialization has not been going well, seen from the socialization which is only done 2 times a year. so that street vendors do not understand the program procedures.

3). Factors of Facilities and Facilities

Facilities or facilities are everything that can be used as a tool that can provide convenience and fluency in achieving goals and objectives. If the intent and purpose are to be effective, then all supporting facilities and facilities need to be provided so that those who implement the regulation will be easier and more comfortable with adequate facilities, but in the case of street vendors, some deficiencies can affect the factor of facilities and facilities not being implemented. or not by the program.

Disadvantages of facilities and facilities in the regulation of street vendors include:

a.) The location set by the government is not balanced with the number of street vendors.

The business locations that may be occupied by street vendors are locations designated or determined by the mayor as contained in the Gorontalo City Regional Regulation Number 2 of 2017 concerning the Arrangement and Empowerment of Street Vendors, the fourth part of the Determination of the Location of Street Vendors Article 25.

The following is data on the location of street vendors in Gorontalo City:

Table 2. Data on the Location of Street Vendors determined by the Gorontalo City government.

Location of Street Vendors in Gorontalo City	Number of street vendors
PKL Soeprapto (Village of Biawao, District of South City)	80
PKL MT Haryono (Village Biawao, Kota Selatan District)	49
Fruit Garden (Limba Village, South City District)	5
Youth cadets (Jl Wolter Monginsidi, Tenda, Hulonthalangi sub-district)	60
Total	194

Source: Department of Industry and Trade of Gorontalo City, 2021.

From the data above, it shows the location and number of street vendors, but the specified location has not been able to balance the number of street vendors spread across the city of Gorontalo, it can be seen that there are street vendors who are in 5 location points that are always brought under control or in other places, and look at the designated locations The area is already crowded with traders who sell it, so it doesn't allow other street vendors to occupy the location because there is no longer available space. That is one of the factors of merchant compliance in heeding the existing rules

b.) Location is not strategic.

Choosing a trading location is an important decision to do business, which must persuade customers to come to the place of business to fulfill their needs. The choice of location has a strategic function because it can determine the achievement of the objectives of the business entity. Business location has a positive effect on the income of a trader, the influence of choosing a business location by street vendors will affect the interest and convenience of consumers to stop by. In the selection of location, it is necessary to pay attention to the affordability of the location, the smooth access to the location, the smooth access to the location, and the proximity of the location.

According to other traders, the location determined by the government is less strategic because their sales will not sell well by selling at that location, their income will decrease. As an interview with Mr. Kardi, one of the traders in the city park complex who said that:

"We sell in this place because we want to be as close as possible to the buyers, especially where a city park is a relaxing place for the community so our sales here are more salable than other places".

It is the same as what Yuda, a batagor trader who said in front of the UNG campus, that:

"We have been selling here for a long time and many visitors already know our place here".

Based on the results of the interview above, it shows that traders assess the location they occupy can make their sales sell well, if they move or are in order, the income they get is much different from the results they get when selling in the place they previously occupied. So according to researchers, location determination is also a factor that affects the compliance of street vendors.

4). Community Factor

Law enforcement can run well if it is supported by public legal awareness. Compliance and responsiveness of the target group are factors that also influence the success of program implementation. This can be analyzed from how big the level of awareness of street vendors is in understanding and complying with applicable legal rules. If we look at the condition of the area which is always under control at this time, there are still street vendors selling on sidewalks and road shoulders.

They are reluctant to move because they want to be as close as possible to the buyer, the distance from their house to the location where their sale is close, and so on. This makes it difficult for the officers to regulate street vendors, the other hand they want to support the efforts of street vendors so that they can fulfill their daily lives, but on the other hand, they have to run a program that requires street vendors to move from their place of sale which violates the rules.

Public awareness to maintain public order is still low were selling in places that violate the rules such as selling on sidewalks or road shoulders can cause congestion, chaos, and make the environment dirty..

5). Cultural Factor

According to Soerjono Soekanto, culture has an important function for humans and society, namely regulating so that humans can understand how they should act, act and determine their attitudes when dealing with other people. Indonesian culture is based on customary law which is customary law that

applies among the majority of the people. And written law (laws) that arise from certain groups in society who have official power and authority. The law (Laws) must reflect the values (Justice and Order) which are the basis of customary law so that the statutory law can apply effectively. Every society has its legal structure and substance, which determines which legal substance and structure is adhered to or vice versa is the social attitudes and behavior of the community. Therefore, to understand the law to be effective or not, it depends on the habits, culture, traditions, and informal norms that are created and operationalized so that the law must be by the cultural values that apply to society.¹⁷

People's way of thinking requires that their daily lives be fulfilled with the opportunity to sell as street vendors where there is a place that can sell their sales, they will still occupy that place or location. Furthermore, the culture of the people "Cheap and festive", also triggers the increase in consumers who are interested in selling street vendors regardless of whether the quality is good or not, and disturbing public order or not. So that makes the rise of street vendors. The cultural conditions need to be changed so that Perda no. 2 of 2017 serves as a tool for community change so that people should understand and act or behave by legal expectations.

4. Conclusion

The implementation of the policy on structuring and empowering street vendors in Gorontalo City consists of three stages, namely the Socialization Stage, the Control Stage, and the Arrangement Stage. Each of these three stages has been carried out, but according to the author, the implementation has not been too optimal. The factors that influence the implementation of street vendors policy in Gorontalo City include the legal factor itself, law enforcement factors, facilities and facilities factors, community factors, and cultural factors, which of these five factors are the essence of law enforcement and become benchmarks. effectiveness of law enforcement. Thus, the implementation of the policy on structuring and empowering street vendors can run well if the five indicators of law enforcement as a system are interconnected and mutually supportive, so that their implementation becomes effective.

¹⁷Sudjana, 2020, Law Enforcement Against Copyright Piracy in the Perspective of Structural Functionalism Theory, Padjadjaran University, Legal Science Journal Kanun, Vol. 22, No. 1, Pg 102

Suggestion

The author realizes that the implementation of the policy of structuring and empowering street vendors is not an easy thing to do, therefore it is necessary to socialize on an ongoing basis and touch all related aspects, as well as by providing strategic land that is by the characteristics of the traders, not only that. , supervision by the government must always be carried out so that street vendor and the community are aware of the importance of environmental order. Furthermore, the street vendors are expected to comply with the existing rules to create a policy settlement format which means that the cleanliness, tidiness, and beauty of the city can be realized.

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