

Research Paper

The Implementation of Street Vendor Relocation Policy in the Pro-Environmental Era in Mojokerto City Square

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ABSTRACT

Street vendors are one of the informal sectors that often cause problems in urban areas, such as the street vendors in Mojokerto City Square. The presence of street vendors is considered to have disturbed the orderliness and cleanliness of the city environment. Therefore, based on the Local Government Regulation of Mojokerto City No. 5 of 2005 concerning the Arrangement and Development of Street Vendor Activities, the government implemented a policy of street vendor relocation. This paper aims to analyze the implementation of street vendor relocation policy in the area of Mojokerto City square. This research uses a descriptive qualitative approach involving six key informants with interviews and documentation as the data collection method. This study indicates that implementing the street vendors relocation policy in the square area of Mojokerto City is not entirely effective. Four factors influence the implementation of the policy, communication, resources, disposition, and bureaucratic structure.

Keywords: implementation policy, public management, street vendors, environmental arrangement

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1. Introduction

One of the social problems that the Indonesian government faces today is unemployment. [Central Bureau of Statistics \(2021\)](#) recorded that in February 2021, the open unemployment rate in East Java was 5,42% which was higher than in February 2020 at only 3,60%. The pandemic Covid 19 is the primary driver of the high unemployment rate. However, this rate was lower than the open unemployment rate at the National Level, which was 6,26 in February 2021. Many people lose their jobs because the company was bankrupt. Companies that lose money due to various reasons then terminate unilateral employment to their employees. This termination of employment increases the number of unemployed people in Indonesia.

The informal sector becomes high in demand due to the rise of the unemployment level. The public turns to the informal sector because the number of formal sectors is not proportional to the existing workforces. Some people prefer the informal sector because it does not require special skills or diplomas. The informal sector is a concept that emerges from the formal sector. Like two sides of a coin, the informal sector is inseparable from the formal sector. The informal sector is an implication of the formal sector. The concept of the formal sector is referred to paid or daily workers in permanent jobs, such as jobs in the industrial world, government offices, and other large companies. The formal sector refers to organized, registered, and protected economic activities. Economic activities that do not meet these criteria are classified as informal sectors ([Manning & Effendi, 1996, p. 139](#)).

One form of economic activity in the informal sector is street vendors. Street vendors are relatively important and typical types of work in the informal sector. They are often less organized small businesses. In several cities in Indonesia, including in Mojokerto City, one will easily find street vendors. Street vendors occupy public spaces intended for community activities. In some cases, the presence of street vendors often disrupts traffic and city structures and destroys the city's beauty. Many cities in Indonesia could deal with the common problems often caused by these street vendors. As one of the people's economies that engaged in the informal sector trading business, the street vendors need to be managed to help improve and develop its business. The number of street vendors is increasing rapidly and raises some problems, especially related to the availability of public space, urban planning, and the aesthetics of urban space.

Street vendors are complicated problems in urban planning. Shortcut handling through eviction often invites protests from various parties. This method departs from the assumption that street vendors are part of an urban problem that must be stopped. Such a solution does not lead to the improvement of urban planning. Therefore, it is considered necessary to look for another solution, a more humanized solution, where street vendors are viewed as the nation's economic assets ([Limbung, 2006, p. 1](#)).

Street vendors are informal economic sectors that do not have the rights legitimized by formal law in carrying out their work. Informal sector activities usually take in a limited public place. Sometimes, these street vendors have to share space with others. The limited ability of the informal sector as an actor in modern economic activities coupled with limited space to carry out activities make this sector suspected as being a contributor to uncleanness, disorder, and environmentally damaging. Limitations make the informal sector vulnerable to activities that can disrupt the sustainability of environmental functions. This is an interesting challenge to realize the practice of activities or businesses that are environmentally sound. Thus, government's intervention is necessary to push people to behave in a positive attitude toward the environment. The intervention is considered as a solution to ask people to act. It is like a study conducted by [Afroz and Ilham \(2020\)](#), people may have a high awareness level towards environmental sustainable goals, but practically they have a limited action to support pro-environmental movements. [Wijaya and Ulum \(2020, p. 384\)](#) say that "the prerequisite for achieving sustainable development is environmentally sound development."

The relocation of street vendors to a more conducive location to create a comfortable urban environment is the policy carried out by almost all big cities that experience street vendor problems, including small cities such as Mojokerto. The discourse of the local government of Mojokerto City to relocate street vendors emerges when the public space in urban areas is disturbed by the presence of trade activities carried out on the sidewalks. Relocation policy of street vendors is needed to make public spaces function properly, such as sidewalks, road bodies, and city parks. The policy is taken because of the initiative of the regional government to be assertive in determining the location for the informal sector of street vendors which are orderly and comfortable. The presence of street vendors in the city's public spaces already exists for a long time. The numbers are increasing and eventually allying with street vendors. The arrangement of street vendors in the Mojokerto City has been regulated in a legal source in

the form of local government regulation number 5 of 2005 concerning the arrangement and development of street vendor's activities.

Mojokerto City has [Mojokerto City Local Government Number 5 Year 2005 \(2005\)](#) concerning the Arrangement and Development of Street Vendors. One of the contents of the regulation is: to maintain orderliness and raciness, security, tranquility, cleanliness in the area of Mojokerto City. Citizens are prohibited from using public places, public roads, sidewalks, and public channels as a place for street vendors, except stipulated and permitted by the mayor or appointed officials (Article 2 paragraph 1). Based on these regulations, the policy taken by the government of the Mojokerto city is relocation.

The first relocation policy was carried out to *Benteng Pancasila* street in 2012. The relocation was intended for street vendors in the Mojokerto city square. Mojokerto City Square has been designated as a public place that must be free from street vendors. Therefore, the city government is trying to place and organize street vendors who sell around public spaces.

However, the relocation policy was still protested by 228 street vendors reallocated from Mojokerto City Squared to Benteng pancasila Street in front of the Municipal House of Representatives' Building ([Supriyatno, 2015](#)).

In reality, the implementation of the relocation policy still has many problems. Some street vendors return to the city square in Mojokerto City. Based on direct interviews conducted by researchers towards some street vendors, they did not want to occupy the center for street vendors in *Benteng Pancasila* due to several factors:

1. Consumers looking for entertainment could easily reached the street vendors in Mojokerto City Square compared to *Benteng Pancasila*.
2. The space for each street vendor provided by the government is too small, so selling is adjacent to other sellers. Previously, the street vendors could use the place to sell according to their needs. However, after relocating to *Benteng Pancasila* the street vendors had to occupy according to the government quota, that is 1 (one) - 3 (three) square meters.

This article aims to analyze the implementation of the relocation policy of street vendors in Mojokerto City Square. Based on the above explanation, this paper seeks to answer the question, "how is the relocation policy is implemented by the Mojokerto City Government towards Street Vendors in the Mojokerto City Square?"

Literature Review:

A. Public Policy

Etymologically, the term policy comes from the Greek "*polis*" which means the city. Latin becomes "*political*" which means the state. The policy is used to designate an actor's behavior (functionary of a group or government) or some actors in a particular activity. Carl J. Federick ([as cited in Agustino, 2008](#)) defines policy as a series of actions/activities proposed by someone, group, or government in a particular environment where there are obstacles (difficulties) and opportunities for implementing policy proposals to achieve certain goals. According to Thomas Dye ([as cited in Abidin, 2002](#)) states that policy is the government's choice to do or not do something. According to [Mustopadidjaja \(2003\)](#), public policy is a decision intended for overcoming problems that arise in a particular activity carried out by government agencies in the framework of administering the government. James Anderson ([as cited in Winarno, 2012](#)) said that policy is a direction of action that has a purpose set by an actor in overcoming a problem or an issue. This policy concept is considered appropriate because it focuses on what is done and not on what is proposed or intended. In addition, this concept also distinguishes policies from decisions that are choices among various alternatives. [Knill and Tosun \(2012, p. 4\)](#) mention that "the analysis of public policy puts the content of policies center stage".

A decision-maker in solving public problems must pay attention to policy analysis. Three things make policy analysis more commonly known to the public sector. First, the public sector has more complexity than the private sector. That is, the public sector which consists of many actors and interests, requires a complete method to solve the problems faced. With its many actors, interests, and complexity of problems, the government requires more policy alternatives to better satisfy the public (stakeholders) of the problems faced by the private sector. Second, the public sector has a higher risk of facing

unpredictable problems. The public sector has more chance to get new problems from conditions that cannot be predicted. This kind of event is more likely to happen in the public sector than in the private sector. Third, the public sector has a wider scope of problems than the private sector. The government needs considerations that have a broader scope and more complex considerations by analyzing policies owned by the private sector (Indiahono, 2009, pp. 1-3).

Public policy in a substantial framework is all activities carried out by the government to solve public problems. By bringing public policy to solve public problems, public administration will be more colorful. The government directs public policy to solve public problems to fulfill the interests and administration of public affairs. As far as possible, public policy is oriented to the maximum benefit of public interest. Public policy involves many interested actors. Rational values developed in the analysis of public policy should bring closer to the public interest.

B. Public Policy Implementation

Implementation of public policy is a crucial stage in the public policy process. A policy program must be implemented so that it has the desired impact or goal. Mazmanian and Sabatier (as cited in Agustino,2008, p. 196) explain the meaning of implementation by saying:

Understanding what happens after a program is implemented or formulated is the subject of policy implementation. Those events and activities that occur from the external public policy directives, including the effort to administer and the subtitles, which impacts the people and event

So, implementation is a process that involves some sources, including human, funds, and organizational capabilities, carried out by the government or the private sector (individuals or groups). The process is carried out to achieve goals previously set by policymakers. Goals and objectives are measured through final impacts and outcomes as a consequence of output, process, and input (Wijaya, Hayat, & Sujarwoto, 2020, p. 7). As mentioned by Wijaya et al. (2019, p. 345) a balanced vertical performance arrangement in a hierarchical performance is needed to match between the upper and lower performance

It needs to be realized that implementing a policy does not always run smoothly. Implementation theories include the top-down and Bottom-up approaches, or the synthesizers of both (Hill & Hupe, 2002). Many factors can influence the success of policy implementation. Models of policy implementation will be used to clearly describe the variables or factors that have an important influence on public policy implementation and simplify understanding. According to George Edward III in (as cited in Widodo, 2010, p. 96), 4 factors influence the success or failure of policy implementation, (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure, as described in Figure 1 below.

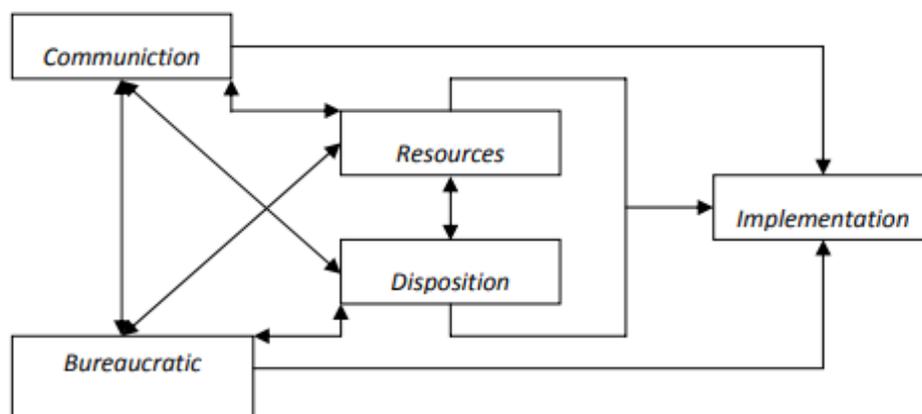


Figure 1. Implementation model

C. Street Vendors

According to [McGee and Yeung \(1977, p. 25\)](#), street vendors have the same meaning as "hawkers", which are defined as people who sell goods and services to be sold in a public space, especially on roadsides and sidewalks. Because urban informal space for street vendors is unavailable, they use public spaces, such as road bodies, sidewalks, city parks, over drainage channels, and riverbanks to carry out their activities. In [Rachbini's view \(as cited in Alisjahbana, 2006, pp. 1-2\)](#), the street vendors who sell their merchandise in various corners of the city are marginal and powerless groups of people. It is said to be marginal because they are, on average, excluded from the flow of city life and even twisted by the city's progress. It is said to be helpless because they are usually unreachable and not protected by law. Their bargaining position is weak and often becomes the object of curbing and structuring the city, which often acts repressively.

The term street vendor originated from the reign of Raffles, the Dutch colonial governor-general. It derives from the word five feet, which meant that the pedestrian path on the roadside was five feet wide. The space is used for selling small traders, so that it is called street vendors ([Widjajanti, 2000, p. 26](#)). Street vendors are part of the informal sector that grows together with the changes in urban structure both economically and socially. Therefore, the discussion of street vendors can not be separated from the informal sector discussion. The concept of the informal sector was born in 1971 pioneered by Keith Hart based on his research in Ghana. In 1972, the concept was later included in a report by the ILO team to find solutions to the labor problem in Kenya.

Based on this understanding, it can be concluded that street vendors are everyone who conducts trade or service business activities, serving the needs of goods or food consumed directly by consumers. They tend to move in carrying out such business using simple equipment and have locations in public places informally (especially on sidewalks or part of road bodies). The street vendors are arranged by the local public policy and its implementation. It is described as a theoretical framework as mentioned below:

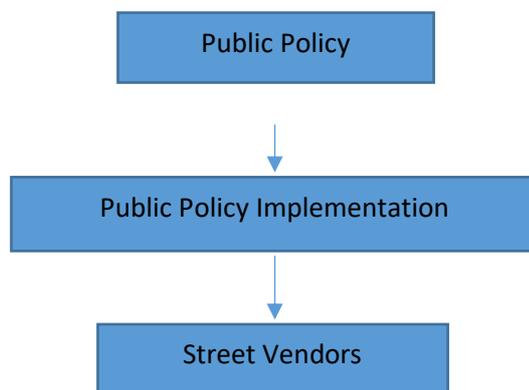


Figure 2. A Theoretical Framework

2. Methodology

The research uses a qualitative approach. This type of research is selected because it involves direct interactions between the researcher and the respondents and in-depth inquiry of problems, patterns of values, and mutual influence. It is qualitative research because it analyzes the implementation of the street vendor relocation policy in Mojokerto City Square. A qualitative approach is a research carried out on a natural condition. It is also called a naturalistic research method and a qualitative method because the data and the analysis are qualitative ([Sugiyono, 2017, p. 8](#)). This approach was chosen for two reasons. First, the problems related to street vendors require some actual and contextual field data. Second, this choice is based on the characteristics of qualitative approaches, high adaptability allowing researchers to adjust to the changing situations encountered in this study constantly.

This research is conducted in Mojokerto City, East Java Province. The location is selected because Mojokerto is a small city near Surabaya city. It is in the process of development and the government keeps regulating the city through its policies. The research site is part of the location of the research where the

study is conducted to obtain valid data. Research sites in this study are the Street Vendor Center at *Benteng Pancasila* Street, the Department of Industry and Trade, and *Satuan Polisi Pamong Praja*. The researchers took the research site in several places because some of these places are related to the relocation policy implemented.

One of the basic rules of qualitative research is always to use primary data sources and secondary data sources. Primary data is collected through interviews with informants who are purposively selected. Thus, in the current study, six informants were purposively selected for interview. Two informants are from the Department of Industry and Trade. They are Mr. GPK as Head of trade division and Mrs. ADS as Head of Business Development Division. Two other informants are From *Satuan Polisi Pamong Praja*, Mr. HDM as Head of this Department, and Mr. HA as Head of Peace and Order Division. Two informants are from street vendors who were relocated, including Mr. SR (a grilled fish seller) and Mr. S (a cloth seller). Moreover, the secondary data source used documentation. Documentation is a data collection technique that searches, records, and studies data from archives, photographs, and official documents relevant to this research.

2.1 Analysis

Data analysis is the process of compiling and combining data into patterns, themes, categories, while interpretation is the process of giving meaning to analysis, explaining patterns or categories, and looking for relationships between several concepts. Interpretation describes the perspective of the researcher. Analysis and interpretation of data in qualitative research does not go together (Nasution, 2007, p. 43). Data analysis is a process of simplifying data into a form that is easier to read and interpret.

Data obtained from interviews, observations, and documentation require analysis and interpretation to meet research objectives and other information demands. The researcher made field notes that were further simplified or refined and then coded into problems to obtain accurate data. Data coding is done based on the results of the criticism made. The appropriate data is separated from the specific code from the data that is not addressed by the research problem. Data analysis is carried out qualitatively, repetitively, and continuously between data collection and analysis, both during and after data collection (Bogdan & Biklen, 2007).

3. Results and Discussions

The researchers will explain and describe some of the findings in the implementation process of Street Vendors Relocation Policy by Mojokerto City Government. The relocation policy of street vendors around the Mojokerto City square comes from [Mojokerto City Local Government Number 5 Year 2005 \(2005\)](#) concerning the Arrangement and Fostering of Street Vendor Activities, which was further regulated in [Mayor Regulation Number 19 Year 2012 \(2012\)](#) concerning the Center for Street Trading (PPKL) of Mojokerto City. Immediately after the mayor's regulation was issued, street vendors in the town square of Mojokerto were relocated to a new place, on Jalan Benteng Pancasila. However, the traders often were returned to Mojokerto square. Then in 2013, [Mojokerto City Local Government Number 3 Year 2013 \(2013\)](#) concerning the implementation of Public Order was issued. The regulation instructs that the plaza must be free from street vendors.

Implementation of Mojokerto City Local Government Number 5 Year 2005 concerning the Arrangement and Development of Street Vendor Activities should solve the problems of street vendors. Article 2 paragraph 1 of the regulation states that to maintain order and beauty, security, peace, cleanliness in the area of Mojokerto City, street vendors are prohibited from using public places, public roads, sidewalks, and above public channels as a place of trade activities except in the designated area and permitted by the mayor or appointed official.

Mojokerto City Local Government Number 5 Year 2005 about Arrangement and Development of Street Vendors Activities is an effort to guide street vendors in the Mojokerto City, includes guiding the technical unit that deals with it in the form of guidance, regulation, and counseling. The guidance is carried

out by the Department of Industry and Trade of Mojokerto City as an agency with an interest in trade and industry in Mojokerto City. In this case, The provision of street vendor guidance also involved *Satuan Polisi Pamong Praja*, as a supporting agency in handling street vendors in Mojokerto City.

Further regulation, a [Mojokerto Mayor Regulation Number 19 of 2012](#), provides a more detailed explanation for relocating street vendors from the public area, including Mojokerto City square. The government of Mojokerto City issued this policy to create a clean, healthy, neat, and beautiful area of Mojokerto City by implementing spatial planning according to its functions and uses. The increased number of street vendors in the area has affected the disruption of traffic, aesthetics, and cleanliness of the city and the function of environmental infrastructure. So with this policy, it is necessary to set the location of a strategic sidewalk trading center. The purposes of [Mayor Regulation Number 19 Year 2012 \(2012\)](#) concerning the Mojokerto City Street Trade Center in article 2 are:

To create a new business area as an effort to improve the economy of the community, especially small traders and the Micro, Small, and Medium Enterprises (MSME) sectors;

- Returning the functions of the city road and infrastructure;
- Realizing order and beauty of the world;
- Supporting the community's economic growth and at the same time as an option in the supply of merchandise needed by the community at a relatively affordable price.

The street vendors who want to get permission must apply and fulfill the stipulated requirements. In Mojokerto City Local Government Number 5 Year 2005, Permits are not only in the form of business licenses but also in terms of the use of public facilities to sell by street vendors. Mayor Decree further regulates this application. Street vendors who become the target groups in the Mojokerto City Square are recorded.

The Mojokerto City Government has tried to bring order to the street vendors through relocation. The place provided has taken into account the social, economic, order, cleanliness, and health of the surrounding environment. The Mojokerto City Government provides a new business place or *kids* aimed for street vendors to occupy the *kids*. These regulations arrange the rights, obligations, and prohibitions for street vendors. This regulation is regulated in the [Mojokerto Mayor Regulation number 19 of 2012](#) concerning the Street Vendor Center of Mojokerto City. Every trader has the rights to:

- Occupy the permitted location;
- Conduct business activities in locations permitted by applicable regulations;
- Obtain legal protection against the use of permitted locations.
- Every street vendor/license holder for Street Vendor Center placement has an obligation to:
- Comply with the provisions of laws and regulations which regulate order, security, health, cleanliness, beauty, and functions of public facilities;
- Maintain cleanliness, beauty, order, security, and health of the environment in business places;
- Place business facilities and arrange merchandise in an orderly manner;
- Occupy one place of business according to the license for the Street Vendor Center Placement;
- Empty the place of business if the City Government has other policies on the location of the PPKL without asking for compensation;
- Pay legal taxes, levies, and other fees based on applicable provisions;
- Comply with all provisions stipulated in the license for placement of a street vendor.
- Every trader / Street Vendor Center placement permit holder is prohibited from:
- Using *lapak* exceeding the permitted conditions;
- Establishing permanent / semi-permanent buildings at street vendor locations;
- Using the place of business as a place to live;

- Selling and/or promoting goods/services that are contrary to the applicable laws and decency norms;
- Conducting business activities at the street vendor center location other than those specified in the street vendor center placement license;
- Transferring the right to street vendor center land to other parties in any form.

According to George C. Edwards III, the implementation of public policy includes four factors: communication, resources, dispositions, and bureaucratic structures. The four classifications are used to analyze the implementation of the relocation policy of street vendors from Mojokerto City Square by the Department of Industry and Trade of Mojokerto City as an implementer.

3.1 Communication

The first factor influencing the successful implementation of the policy is communication with three dimensions (transmission, accuracy, and consistency). The transmission or process of delivering the first information occurred between policymakers (including the Mayor of Mojokerto) and the implementers of the policies (including the Department of Industry and Trade and the Civil Service Police Unit). The message is delivered in stages by the organizational structure of the Department of Industry and Trade. This first communication in the transmission is good enough. The second communication between the policy implementer and the street vendors in Mojokerto City square was not enough because it was held just once. Then, the clarity dimension is unclear because the street vendors do not accept the message conveyed to all street vendors. Relocation policy is only distributed traditionally by the local government through socialization which is not effective. It is necessary to have the right media, both print and electronic such as newspapers, the internet, brochures, leaflets which circulate in various media. This can provide information to the public about the purpose and intent of this policy. The information on relocation policy information has not been carried out consistently. Socialization has not been carried out routinely by the employees of the Trade Sector who are appointed to do the duties from the Department of Industry and Trade of Mojokerto City. In addition, there is no consistency in the implementation of socialization carried out by employees in the field. In addition, the socialization schedule is not neatly arranged or non-existent. Thus, it can be concluded that the practice has not followed what Edward said that the communication of a policy must be consistent and clear to be established or implemented. Three indicators can be used to measure the success of communication variables. suggests three variables:

- **Transmission.** A good communication channel will produce a good implementation. There are often problems in channeling communication, such as misunderstanding (miscommunication) caused by many levels of bureaucracy that traverse the communication process.
- **Clarity.** Communication received by street-level bureaucrats must be clear and not confusing or unambiguous.
- **Consistency.** The orders given in the implementation of communication must be consistent and clear to set or run. If the given order often changes, it can confuse the implementer in the field.

In terms of communication, the relocation policy of the street vendors of Mojokerto City Square has been effective. The municipal government and members of the House of Representatives make the street vendor relocation policy. The executor or implementer of this policy is the Department of Industry and Trade. The objects of this policy are street vendors who occupy the area of Mojokerto City square. The flow of communication between the three parties is as follows:

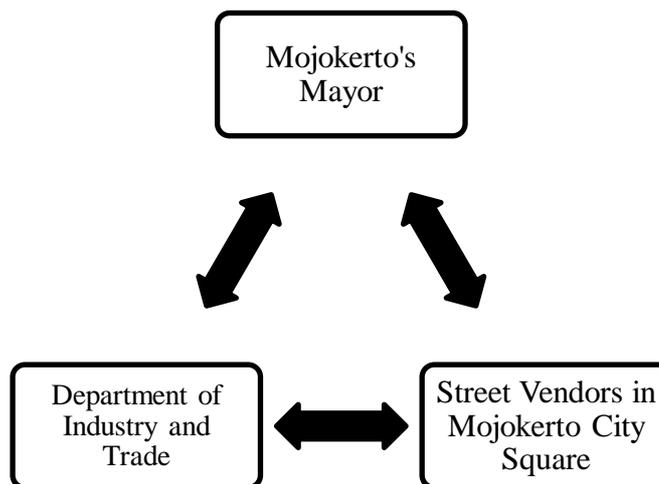


Figure 3. Three Parties Communication
 Source: Created by Authors, 2019

The chart above shows three communication flows that occur when public policy is applied. The first communication occurred between policymakers (Mayor of Mojokerto's city) with policy implementers (Department of Industry and Trade of Mojokerto city). The second communication occurred between the policy implementers with the object of policy or street vendors in the Mojokerto City Square. At the same time, there was communication between policymakers and street vendors as policy objects.

The policymakers communicate the policies they made to the implementers reciprocally. They also issue certain orders relating to handling street vendors. Suppose the implementer has difficulty understanding the direction in handling street vendors. In that case, the implementer can (and is open to possibilities) ask questions or ask for an explanation directly to the policymaker. Two-way communication between policymakers and policy implementers reduces the possibility of message distortion. The Department of Industry and Trade successfully translated the policies made by the City Government of Mojokerto, in this case, the Mayor of Mojokerto and the House of Representatives (DPRD) of the Mojokerto City.

The Department of Trade and Industry's success in translating the Mayor's policy was also influenced by the participation of the department in the preparation of the policy. When constructing the policy, the Mayor of Mojokerto (and DPRD of Mojokerto City) received input from the Industry and Trade Office as a field implementer. Bottom-up policymaking enables the creation of down-to-earth policies, meaning that they touch on the problems at the implementing level. However, it is important to note that the bottom-up referred to above only applies limitedly to government agencies, which is limited to the relationship between policymakers and implementing policies.

The second communication occurs between implementers and the street vendors as the object of the policy. The potential for communication failures between policy implementers and street vendors is quite large because of a striking difference in interests. The differences in interests are large enough not to interfere with communication between the two. The first part is an officer who has the authority to commit violence in the name of public order. The second part is a street vendor who does not have any bargaining position in dealing with officials, except for physical strength and words.

Communication between city government officials (implementing policies) and street vendors is one-way. The policy executor conveyed (and implemented) the policies he made without being accompanied by the emergence of feedback from street vendors who were the subject of control. The absence of feedback makes it difficult for policy implementers whether the policies implemented are in line with the interests of street vendors. Feedback shows how street vendors perceive and respond to the

treatment they receive. Thus, the importance of receiving feedback from street vendors is one way to assess the success of the policies being implemented.

The concept of communication in general only analyzes whether the message sent by the communicator can be received and understood well by the communicant. If the message sent can be received in full, then communication is called effective. The development of communication science today states that communication is said to be effective when the message conveyed by the communicator is not only clearly accepted by the readers but also influenced and carried out by the communicant. The message to be conveyed by communicators is not to sell in public spaces, especially the city square of Mojokerto. Some of the street vendors stated that they knew that the Department of Industry and Trade do not want them to occupy the Mojokerto City Square as a public place that should be free from disorder.

In terms of delivery transmission, the message regarding the policy was conveyed to two parties. The first party is the implementer of the policy, and the second party is the street vendor as subject to the policy. Messages to the implementing apparatus were delivered in stages according to the organizational structure of the Mojokerto City Government. the Mayor of Mojoketo made the general policy while The Department of Industry and Trade and the *Satuan Polisi Pamong Praja* carry out the policies.

Delivery of messages carried out by the Department of Industry and Trade is to conduct socialization to street vendors in the city square area of Mojokerto only once after the regional regulation No.5 of 2005 was passed. Edwards III said, lack of clarity in policy may not only inhibit intended change; it also may lead to substantial unanticipated change ". The unclear message conveyed not only resulted in not achieving the desired change; can also result in unwanted changes. This clarity is obtained through explanations in coordination meetings and policy implementers can also ask questions to policymakers if there is a lack of clarity in the message.

The message delivered to street vendors is unclear. The clear claim here cannot be interpreted that the message has been delivered to all street vendors and also cannot be interpreted that the message has been understood. The "clarity" claim cannot be interpreted in general because there are differences in the understanding of street vendors who are present and who are. So, it means that the policy is not delivered effectively, because many street vendors can not understand the purpose of the policy.

Some street vendors still choose to be around the city square of Mojokerto. They still choose to be there to continue selling rather than moving to a new place. If the failure of the message is assumed to be policy information obscurity, it is important to examine it from the viewpoint of Edwards III. He pointed out that several factors cause unclear information such as the complexity of policymaking, public opposition, competing goals, the need for consensus, unfamiliarity of new programs, and accountability avoidance.

It was found that there are complexities in relocation policies. Relocating a street vendor turns out not just to move the place of trading/selling. It must pay attention to its economic sustainability, whether being moved will further improve its economy or vice versa. The Department of Industry and Trade was formed with one aim: to control the economic level of relocated street vendors. However, the department was incapable of carrying out the ideal of the purpose of their existence.

Another factor that causes information obscurity is the existence of public opposition. This community is divided into two groups, the people who are the object of the policy because they are directly affected by the implementation of the policy and those who are not directly affected.

Street vendors in Mojokerto City Square already have their economic system. Even though it was small, the economic activities carried out by street vendors are quite comfortable and stable. The government needs to give special consideration when making and implementing a street vendor relocation policy in Mojokerto City Square. In general, the community did not reject the policy to relocate street vendors in Mojokerto City Square. They even strongly support this policy because it would restore comfort, beauty, and order in the City Square of Mojokerto. However, the street vendors around Mojokerto City Square feel that this policy deserves rejection because it already started and does not provide a bright future for improving their economy.

3.2 Resources

Based on the research results, the second factor influencing the successful implementation of the policy is resources with four dimensions (staff, information, authority, and facilities). The shortage of human resources is an obstacle in conveying policy output to the target group. This shows that the implementer lacks human resources in carrying out their duties and functions. Next, the information specified in the relocation policy is sufficient as reference materials for implementing the policy. Information about policies must be clear, so that policy executives know what they will do and know whether the people involved know about this policy. Then, the authority was not equally distributed because there were complaints made from the implementing policy. The last dimension of resources is facilities. The facilities used to implement the policy are said to be sufficient, but it is not yet effective.

According to Edward III (as cited in Agustino, 2008, pp. 158-159), resources are important in implementing good policies. The indicators used to see how far resources affect policy implementation consist of: staff, information, authority and facilities.

The first resource is staff. The main resources in implementing policies are street-level bureaucrats. Failures that often occur in policy implementation are caused by staff or employees who are insufficient or insufficient and incompetent employees trigger failures that often occur in policy implementation. Adding more staff and implementers is not enough to solve the problem. It requires an adequate staff with the necessary skills and abilities (competent) at implementing the policy.

The second resource is information. In policy implementation, information has two forms. First is information relating to how to implement policies. Second is information about data compliance from the implementers of government regulations and regulations that have been set.

The third resource is authority. In general, the authority must be formal so that orders can be carried out effectively. Authority is the authority or legitimacy of the implementers in implementing politically determined policies. When authority does not exist, the power of the implementers in the public eye is not legitimized, so that it can frustrate the implementation of public policy. However, in another context, when formal authority is available, errors often occur in looking at the effectiveness of the authority. On the one hand, the effectiveness of authority is required in policy implementation. On the other hand, effectiveness will recede when authority is distorted by executors for their own or groups' interests.

The last resource is facilities. Physical facilities are an important factor in policy implementation. The implementer may have sufficient, capable staff, but without supporting facilities (facilities and infrastructure), the implementation of the policy will not succeed

What Edwards III means by resources include staff, information, authority, and facilities. These four components of resources are considered to have the most significant influence on the implementation of public policy. According to Edwards III, resources have a significant position in the success of policy implementation. Without sufficient resources, what is planned will not be the same as what was finally implemented.

3.2.1 Staff

The discussion of staff is directed at discussing the quality of employees who will be involved in making and implementing policies. Edwards III said, "We must evaluate the bureaucracy, not only absolute numbers but also in terms of capabilities to perform desired tasks."

From the statement, it can be seen that the discussion on dealing with staff is not only about the amount. Because the success of policy implementation is also strongly influenced by the ability (quality) of the implementing staff. Based on this, Edwards III suggests two main quantities in analyzing the resources needed for public policy implementation, analyzing size and skills.

Staffs in charge of implementing the policy on street vendor relocation in Mojokerto City Square involve four people, the head of the trade division and three staff of the trade division. Moreover, Satuan Polisi Pamong Praja staff were not certain because they do not have a clear system of operating procedures in implementing this policy, which consisted of demolition and patrol (sterilization). Thus, the implementer has not been sufficient in carrying out the processes. The shortage of human resources is an obstacle in conveying policy output to the target group. The implementer lacks human resources in carrying out their duties and functions.

The implementation of the street vendor policy in Mojokerto City Square is weak in terms of resources. Employees directly involved in the relocation of street vendors are from the trade division at the Department of Industry and Trade. The Division of Trade only has five people, and one of them is the division chief. So if the Section Head does not count as a field implementer, then the relocation of street vendors in Mojokerto City Square is only handled by four people.

Due to the shortage of implementing staff, the Section Head, at the same time, acted as the field implementer in each sterilization operation in the Mojokerto City Square. The lack of energy was also carried out in collaboration with the Civil Service Police Unit. However, the Civil Service Police Unit also does not have a special schedule of sterilization/patrol activities to ensure that the area is truly sterile from street vendors.

In terms of skills or abilities of policy implementers, the Department of Industry and Trade has no substantive complaints. Complaints about skills arise from street vendors. The training was provided so that the economic street vendors increased their activities, but it did not provide alternatives. The skills and training provided by officers are only for dropping obligations. However, this lack of skills can be overcome by working with other parties in conducting training. Several government agencies now tend to carry out technical cooperation with other parties to hold certain activities.

3.2.2 Information

Two important notions discussed regarding the information as the second influential factor in the context of resources related to how policies should be carried out. Further information relates to legal rules that must be understood regarding the implementation of the policy. Discussion of communications in the previous subchapter also includes a discussion of information. Thus, information analysis will not be discussed in this subsection so as not to repeat the discussion.

3.2.3 Authority

The Kamus Besar Bahasa Indonesia defines authority as the right and power to act, power to make decisions, govern, and assign responsibility to others. The homeless handling policy has a multilevel implementing structure. This means that several levels of agencies are interconnected, both vertical accountability relationships and horizontal coordination relations. The policy will not be implemented if it is not accompanied by a delegation of authority to the executor. Each stage of street vendor relocation activities can be explained as follows:

At the planning stage, authority is given to the Department of Public Works (*Dinas Pekerjaan Umum*) of Mojokerto City. During the implementation phase, several parties were given different authorities. The Department of Industry and Trade has the authority to relocate street vendors and carry out data collection, while *Satuan Polisi Pamong Praja* has the authority to relocate street vendors to the street vendor center in Benteng Pancasila.

At the stage of fostering street vendors, the authority to carry out data collection, sorting, and guidance for street vendors is handled by the Department of Industry and Trade. There were complaints from the implementing policy regarding the lack of equal authority given. At the monitoring and evaluation stage, the authority is not shared.

3.2.4 Facilities

The most striking weakness of implementing the street vendor relocation policy is that the relocation facility is far from adequate. The place used to relocate street vendors in Mojokerto City Square is in the center of the street vendor, *Benteng Pancasila* street, which is considered less strategic. The selection of this place is considered to have not made sufficient observations because it is far from the city center.

3.3 Disposition

The implementer has a good disposition. It can be seen that the policy implementers and the community strongly support the implementation of relocation policy of street vendors from area Mojokerto City Square to Benteng Pancasila street. This policy was issued to make Mojokerto city square looks clean, beautiful, useful, and comfortable.

Factors that are of concern to Edward III (as cited in Agustino, 2008, pp. 159-160) concerning dispositions in policy implementation consist of: appointment of bureaucracy and incentives. The first factor is an appointment of bureaucracy. Disposition or the attitude of the executor impedes the implementation of the policy if the existing personnel does not implement the policies as desired by the higher-ranking officials. Therefore, the appointment and selection of personnel implementing the policy must be people who are dedicated to the policies and, more specifically, to the interests of citizens.

The second factor is incentives which are one of the techniques suggested to overcome the attitude problem of the policy implementers by manipulating incentives. People move based on their interests. Policymakers may give incentives to influence the actions of policy implementers. Adding certain benefits or costs might be a motivating factor for executors to carry out orders well. This is done to meet personal or organizational interests. Implementers of policies have tangible values that can be different from one another. The difference of value creates differences in policies or assessments of existing policies. Suppose the difference in values between policymakers and implementing policies is quite large and tends to be in the opposite direction. In that case, friction will appear and hinder the implementation of the policy.

Disposition in implementing street vendor relocation policies in Mojokerto City is character and attitudes of the implementer such as commitment, honesty, and democratic nature. If the implementer has a good disposition, he will be able to run the policy as desired by policymakers. When the implementer has different characteristics or perspectives from policymakers, the policy implementation process also becomes ineffective. Thus, the government needs to involve the main actor who can drive the policy implementation to improve participation. It can come from the community, like woman participation, as in the case of village development planning (Wijaya, Andriyanto, & Wike, 2020).

3.4 Bureaucratic Structure

Based on the data display, the implementation of this policy is appropriate in terms of roles, tasks, and coordination between the implementing parties. The division of roles is intended to facilitate the implementation of this policy. However, even though each policy implementing apparatus has different duties, coordination between the policy implementing apparatus is needed to achieve the policy's goal.

According to Edwards III, the most critical point to discussed when discussing bureaucratic structures in the implementation of public policy is standard operating procedures and fragmentation. However, several other points also need to be considered. Officially, the Department of Industry and Trade does not have an SOP. So far, the Department of Industry and Trade relocate street vendors used the guideline stipulated in the Regional Regulation of the City of Mojokerto No. 2005 concerning structuring and fostering the activities of street vendors, with several additions and deductions.

To guide the Trade Officers, the department developed procedures for handling street vendors in the Mojokerto City Square. However, these procedures are not written but only delivered verbally in the team briefing. It can also be said that the work guide of the Department of Industry and Trade is a convention / collective agreement. It was also found that the implementation of the relocation policy to the street vendors in Mojokerto City Square does not exhibit any fragmentation. In implementing this policy, there is no adjustment to break down the bureaucratic structure into small units. It is also critical to establish an independent and professional institution (Laksana et al., 2020) to handle the street vendors.

Conclusions

Factors influencing the implementation of the street vendor relocation policy include communication, resources, disposition, and bureaucratic structure. Firstly, communication has run well among agencies, but communication between the apparatus and the street vendors is not effective. The process of socialization is only conducted through indirect communication. The second factor is resources. The number of employees from the Department of Industry and Trade and *Satan Polisi Pamong Praja* of Mojokerto city involved during the implementation is limited, resulting in failure to achieve the objectives of the relocation policy. The third factor is disposition. The apparatus acted based on the existing mechanism. Finally, the Department of Industry and Trade does not have a standard operating procedure. The procedures are not written but delivered verbally in the team briefing like a convention or collective agreement. Fragmentation is also not implemented.

There are several suggestions that the stakeholders need to consider. Firstly, in implementing a policy, the government must maximize the delivery of information about the existence of the policy so that all street vendors can easily find out the policy information. In implementing the socialization mechanism, Mojokerto City Government is expected to have more innovative ways so that the interests of the government and street vendors can run in harmony without harming either party. Secondly, the government should provide counseling and training in work skills, business development, and customer service based on street vendors' abilities, background, and character. Thirdly, the government must provide capital assistance to street vendors in collaboration with third parties (private, cooperatives, rural banks, and NGOs) for business development and to participate in business development programs. Finally, the government should make the street vendor locations a hawker and culinary center to attract visitors/tourists from outside of the area and pay attention to the surrounding environment.

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