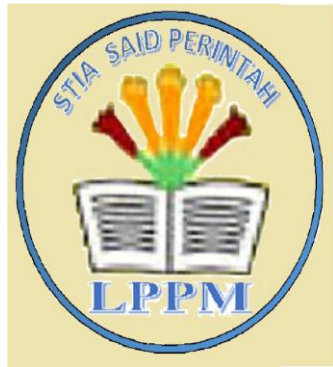


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**Implementation of the Mayor's  
Policy on the Regulation of  
Street Vendors Along Mardika  
Market Street**

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**Abstract**

Frequent traffic congestion at Mardika Market in Ambon City is primarily caused by the disorganized activities of street vendors (PKL), which has become a significant concern for the government. This study aims to evaluate the policy implementation process for controlling street vendors by the Ambon City Civil Service Police Unit, focusing on four key indicators: communication, resources, implementers' attitudes, and bureaucratic structure. Using a descriptive approach, data were collected through interviews and observations. The findings indicate that while the policy has been implemented in terms of communication efforts with vendors, available resources—such as personnel—remain insufficient, although other resources are adequate. The attitudes of implementers were largely supportive, with 97% in favor and 3% not supportive. The bureaucratic structure, governed by Standard Operating Procedures (SOPs), has been less effective due to conflicts over the timing of enforcement. As a result, the implementation has not been fully effective, as traffic jams persist due to vendors occupying the streets.

**Keywords :** Policy Implementation, Traders, Congestion, Control

## **Introduction**

To address societal issues effectively, the government must develop strategic policies that are actionable. However, even well-crafted policies may not lead to meaningful change unless they are properly implemented. The government holds the authority to shape public policy, but this requires thorough analysis to understand the root causes of problems and the design of a well-structured resolution strategy. Once a policy is formulated, its success depends on effective implementation. Policies without proper execution are merely words on paper, lacking real impact, because their purpose is to solve public issues through the actions of those responsible for carrying them out.

Public policy refers to the set of rules and regulations established by the government to govern the lives of the broader community. These policies are mandatory for all individuals to follow and encompass laws, government regulations, and other similar actions designed to organize and regulate societal activities. According to Thomas R. Dye, as quoted by Huurin'in & Wibawani, (2023) public policy is everything that the government chooses to do or not take action. This means that when the government decides to respond to or resolve a public problem, the policy can be considered public policy, and vice versa.

Ady & Triyani, (2020) explain in their journal that implementation is a crucial measure of policy success and plays a key role in determining that success, although it is often accompanied by various challenges. Van Meter and Van Horn, as cited by Wafidah et al., (2023) define implementation as the actions taken by individuals, officials, or groups within the government or private sector to achieve the goals set by policy decisions. Additionally, Grindle, as discussed by Abdul, (2019) highlights that there is often a gap between policymakers' expectations (plans) and the actual outcomes achieved (results) during the policy implementation process.

Many public issues serve as signals for the government to select the most effective solutions. Once a policy is established as public policy, the critical next step is its implementation, as this is the process through which the goals set by policymakers and the expectations of the public are realized. Policy implementation is essential for

achieving the intended outcomes. Each public policy is unique in its content and may be tailored to address specific issues within particular countries or regions.

A common public issue faced by cities is the presence of street vendors. According to Sinambela, as cited in Tefa & Purbosiwi, (2023) street vendors are individuals who produce and sell goods or services with relatively small capital to meet the needs of certain community groups, typically operating in strategic locations within an informal environment. Similarly, Septian et al., (2023) explain that street vendors engage in trade or business by utilizing public infrastructure, often operating on the side of main roads, sidewalks at bus stops, or other public spaces, either temporarily or permanently.

Related to this opinion, the problem can be found in Ambon City which often faces ongoing public problems such as street vendors, this can be seen from research conducted by Dias, (2023). Research conducted on the effectiveness of controlling street vendors by the Civil Service Police Unit in the Mardika market area of Ambon City found that the effectiveness of the control carried out could be considered ineffective due to limited human resources, budget, inadequate infrastructure and lack of public awareness.

The public policy regarding controlling street vendors issued by the Ambon City Government is a strategic step to overcome traffic congestion along Jalan Pasar Mardika, Ambon City. The issue of street vendors needs serious attention from the City Government because the traffic jams that occur can disrupt the activities of road users, which is caused by the large number of vendors who use the road to sell. Seeing the urgency of this problem, the implementation of this Mayor's policy is a solution that must be immediately followed up to resolve this problem, because the implementation of controlling street vendors is an effort to improve the condition of society in a better direction.

The issue of controlling street vendors in Ambon City is still not resolved, considering that there are still many street vendors from various ethnicities, races and religions who sell along Jalan Pasar Mardika. The existence of street vendors can indeed increase economic activity, but there needs to be control because if they are not utilized properly it can result in traffic jams which are difficult to overcome considering that according to Topurtawy et al., (2023) in a journal written that one of the centers of distribution and economic activity the main thing in Ambon City is Mardika Beach which

includes a market, transportation terminal, shopping center and dock for speed boats with a weight of under 7 gross tons (GT).

Therefore, the Ambon City Government has adopted a policy as stated in regional regulation number 10 of 2014 concerning the management of street vendors. This regulation is explained in article 22 and article 23 concerning controlling street vendors. The policies that have been issued need to be implemented by the relevant implementers. The current condition of traffic jams along Jalan Pasar Mardika is quite worrying, because the traffic jams that occur every day are caused by the irregular activities of street vendors, such as selling using roads that should be passed by four-wheeled, two-wheeled and other vehicles. One indication of this congestion is the lack of awareness of the street vendors who occupy the road, thereby disturbing road users in the area.

The control efforts carried out by Satpol PP have received negative attention from residents, as stated by Agus, a resident of Ambon City, in the Klik Maluku report Riko, (2022). He stated that although he appreciated the steps taken by the Ambon City Government, he was a bit pessimistic because he was worried that this would only be temporary. The same thing was also conveyed by public transport drivers in the Mardika Terminal area who stated that the traffic flow in Mardika is currently very chaotic. Azwar, representing the Mardika Market traders, told Ambon Jaenal, (2023) that traffic jams at Mardika Market are getting worse every day, because from outside the terminal there are often traffic jams of up to half an hour or even an hour, due to the rampant activity of street vendors on both sides of the road.

Several previous research findings provide support for the phenomenon of street vendors in this study. Farhan Al' Afif Fahmi et al., (2022) reported that the control of street vendors in Kampar Regency by the Civil Service Police Unit was quite good, but not optimal due to challenges such as insufficient personnel, limited budget, and a lack of available facilities. Supriatna, (2021) found that the arrangement of street vendors in Tanjung Sari Market, Tanjung Sari District, followed Standard Operating Procedures, but was not fully effective due to inadequate human resources and infrastructure. Similarly, Julianto et al., (2021) identified inhibiting factors in the regulation of street vendors in Boyolali Regency, including a shortage of personnel, which made it difficult to enforce control, and a lack of awareness among vendors, hindering their development.

These three findings share many similarities, contrasting with the results from by Nugraha et al., (2023) in Cimahi Selatan District, Cimahi Regency. In their study, factors supporting implementation, such as communication related to the socialization of regulations, were found to be suboptimal, while resources, implementers' attitudes, and bureaucratic structure were deemed adequate. Similarly, the research by Sihite & Aruan, (2023) at Sidikalang Market, Dairi Regency, highlights deficiencies across four key indicators. First, productivity was hindered by a shortage of implementing staff—only 107 individuals, insufficient for the population of 283,203 in Kediri Regency. Second, service quality was inadequate, as both the community and street vendors expressed dissatisfaction with the performance of implementers. Third, responsibility was lacking, as the implementing parties failed to enforce sanctions against violators, allowing them to continue selling outside the designated areas. Lastly, accountability was considered satisfactory, with implementers carrying out their duties in line with their main tasks and functions, aiming to establish an orderly society that adheres to regulations.

## **Theoretical Framework**

### **Policy Implementation**

The success of a policy is closely linked to its implementation, as this involves actions taken by both government and private sector individuals or groups to achieve established goals or targets. The effectiveness of a policy is not only determined by the realization of its values but also by the actual outcomes it produces. Wahab, as cited by Tjilen, (2019) emphasized that policy implementation is not merely about translating political decisions into routine bureaucratic procedures; it involves addressing conflicts, decision-making processes, and determining who benefits from the policy. According to Dunn, as discussed by Zulfikar & Rukayat, (2017) implementation refers to the management of policy actions within a specific timeframe, highlighting the importance of clear targets and timelines. If the implementation steps are executed effectively, the resulting impacts will be evident. Ridwan et al., (2022) defined policy impacts as the results or consequences that arise from the implementation process.

The opinion of Van Meter and Van Horn as quoted by Sutmasa, (2021) defines policy implementation as actions carried out by individuals, officials or groups in

government or the private sector aimed at achieving the goals outlined in the decision. - policy decisions. This opinion suggests that policy implementation can be carried out by individuals or groups, both from government institutions and the private sector. Each party implements policies with the same goals, depending on performance patterns and achievement targets. This implementation emphasizes what is done, the goals and results achieved.

Hoogerwerf, as cited by Sjoraida, (2015) identifies three key elements in public policy implementation: (1) the Action Program, (2) the Target Group, and (3) the Implementing Elements. These components, though seemingly simple, are crucial for effective policy implementation. A well-designed policy must have a clear program targeting core issues and effectively engage the target group to achieve its goals. Implementing elements are also vital, as they act as the driving force behind successful execution. According to Gordon in Mulyadi, as quoted by Sumah et al., (2020), the essence of policy implementation involves various activities aimed at realizing a program, where administrators organize, interpret, and establish the selected policies

### **Public Policy Implementation Model**

The successful implementation of effective public policies can be supported by various supporting variables. Several implementation models that are often cited in academic writing provide a comprehensive overview of how to offer concrete solutions for implementation actions to achieve optimal success. For example, the Hogwood and Gunn model. The model proposed by Hogwood and Gunn was elaborated by Munawir et al., (2019) as conditions for perfect policy implementation. The conditions referred to are:

- a. The external conditions faced by implementing agencies do not cause significant disruption or obstacles.
- b. There is sufficient time and adequate resources.
- c. The required combination of resources is actually available.
- d. The policies to be implemented are based on reliable cause and effect relationships.
- e. Cause and effect relationships are direct and have only a few connecting links.
- f. Interdependence relationships should be minimal.
- g. Deep understanding and agreement with goals.

- h. Tasks are detailed and placed in the correct order.
- i. Perfect communication and coordination.
- j. Parties who have authority/power can demand and achieve perfect compliance.

### **Van Meter and Van Horn Model**

Van Meter and Van Horn models. This model was proposed by Firdausi et al., (2024) as quoted from Roring et al., with the following explanation:

- a. Policy Size and Objectives.
- b. Resources.
- c. Characteristics of Implementing Agents.
- d. Attitudes/Dispositions of the Implementers.
- e. Communication between organizations and implementing activities.
- f. Economic, social, and political environment.

### **Marilee S. Grindle's Theory**

Marilee S. Grindle's theory. According to this theory, as quoted from Mansur, (2021) there are two main variables that influence the successful implementation of public policies, namely the first is the content of the policy, and the second is the context of implementation. It was further explained that these variables include the extent to which the interests of the target group are reflected in the content of the policy, the type of benefits received by the target group, the level of change desired from a policy, whether the location of the program is appropriate, whether the policy details its implementation in detail, and whether The program is supported by adequate resources.

### **Method**

The research method used is descriptive qualitative, allowing face-to-face interaction between researchers and informants, held according to the time available for the informants. Data collection was carried out with implementers, in this case 10 Satpol PP people, to find out the ongoing policy implementation process and its challenges. Apart from that, researchers also collected data from 10 street vendors to find common ground on the problem being studied. The determination of informants is tailored to each

individual who is known to have knowledge, understanding and experience which is of course relevant to the topic being studied.

The data sources used in the research are primary and secondary data. Primary data collection techniques were obtained from each informant through in-depth interviews which were designed in an unstructured manner so that the types of interviews were carried out freely based on determined indicators and supported by direct observation at the *Mardika* market. Meanwhile, secondary data is obtained through valid documents to complete research data.

After the data is collected, data analysis is carried out. Every data obtained from all informants, as well as from valid documents and recording devices that capture informant statements, is carefully examined and studied to produce comprehensive results, which are then presented based on research variables and indicators. According to Miles and Huberman, the data analysis process, quoted by Astari & Agustina, (2024) includes data collection, data reduction (simplification, abstraction and transformation of raw data), data presentation (combining information in a consistent format) and drawing conclusions. (unifying data results from the field).

## **Discussion of Research Results**

To understand the implementation of Ambon Mayor's policy number 10 of 2014 concerning the arrangement of street vendors specifically in the *mardika* market area of Ambon City, it can be measured by four supporting factors according to George C. Edward III's theory, namely communication, resources, attitude of implementers, and structure. bureaucracy.

### **Communication**

Communication is one of the main supporting factors in implementing policies for structuring street vendors along *Jalan Pasar Mardika*, Ambon City. Implementing policies without communication between implementers will of course encounter obstacles, because each implementer must understand the aims and objectives of the public policy. The essence of communication is to convey the aims and objectives of the policy to be implemented to the implementers.



According to George C. Edwards III, as explained by Subarsono in Pramono, (2020) communication is very important for the success of policy implementation, because implementers must understand what must be done. Policy targets and objectives must be conveyed to the target group so that implementation distortion does not occur.

To ensure smooth implementation of policies, communication steps can be taken, namely communication between levels of policy makers and communication between policy implementers. This communication is related to efforts to equalize perceptions and share information about performance developments during daily operations carried out by policy implementers.

The number of street vendors along Jalan Pasar Mardika continues to increase, but the facilities provided by the government are inadequate so the street space is still used for selling. This of course causes traffic jams and disturbs road users around Mardika Market, Ambon City. In an effort to overcome this, the Civil Service Police Unit (Satpol PP) is making every effort to communicate directly with traders, with the aim of controlling traders who sell in inappropriate places. However, the actions taken by the implementers were still within reasonable limits.

The implementing principle still considers reasonable limits, thus opening up opportunities for street vendors to continue their activities without thinking about places where they are not allowed to sell. This triggered a failure in communication from the implementers to the street vendors and coupled with the lack of special space for street vendors along Jalan Pasar Mardika, this caused the street vendors to sell on the road. The current traffic jams can disturb road users, but on the other hand, the presence of these street vendors also contributes to increasing local revenue.

## **Resources**

The availability of resources is very important for the implementation of public policies, because a policy will not be successful if it is not supported by adequate resources. Resources are a very important support for achieving the expected success. With the availability of adequate human resources, policy implementation can run easily and the expected level of success can be achieved. According to George Edward III, as explained by Subarsono and quoted by Pramono, (2020) even though the content of the policy has been communicated clearly and consistently, if the policy implementers do not

have adequate resources to carry it out, policy implementation will not run effectively. These resources can include human resources, such as implementing competence, and financial resources.

The Ambon City Civil Service Police Unit plays an important role in controlling street vendors, especially in the Mardika Market area, with the support of applicable regional regulations. Currently, the available resources are considered to be inadequate, because the number of personnel needed is 250 people to handle five sub-districts, whereas currently there are only 193 people. This means that to ensure effective implementation, an additional 57 personnel are needed so that control efforts in the five sub-districts produce positive results. To meet these personnel needs, in 2024 the regional government has opened recruitment for Civil Service Police Unit personnel so that there is great hope for creating effectiveness in future implementation.

Even though currently there are still limitations, enthusiasm in carrying out the tasks given remains high, because every implementation activity is continuously monitored by the head of the service. The lack of personnel implementing the mayor's policies makes achieving goals difficult, because the small number of implementers can be overwhelmed by the behavior of traders who do not comply with regulations. Regional regulations continue to be socialized by implementers to traders, but traders' awareness of complying with regulations is still lacking. This is proven by the existence of traders who pretend to be compliant in front of law enforcement officers, but after the officers leave the location, the situation immediately becomes disorderly again.

If we look at the human resources available to implement the demands of regional regulations in the research focus area, Jalan Pasar Mardika, Ambon City, it can be said to be inadequate. Obstacles in communication efforts carried out by the Civil Service Police Unit, as well as joint operations with the Ambon City Trade and Industry Service as well as the TNI and Polri have not produced good results due to the lack of adequate facilities and infrastructure for street vendors.

Financially, to support implementation by the integrated team handling Mardika Market, there are two sources of funds. First, from the Maluku Provincial Government which includes team consumption costs and incentives. Second, from the Ambon City

Regional Revenue and Expenditure Budget (RREB), priority is given to the needs for movement of personnel, vehicles and other related transportation.

### **Attitude of the Implementers**

This refers to how each implementer consciously participates in the implementation of public policy. No matter how well the policy is designed, if the attitude of the implementers is not supportive, then its implementation will not achieve the targets set by the policy maker. Policies are made to be followed up by carrying out everything outlined in the policy. If resources are sufficient, it is also necessary to ensure whether the attitude of the implementers is in line with the policy to be implemented. If not, then the success of implementation is still a big question mark.

Edward III as quoted by Winarno and also referred to by Mamero et al., (2018) stated that tendencies or dispositions are an important factor for effective policy implementers. If the implementers have a positive attitude or support the implementation of the policy, it is likely that the policy will be implemented in accordance with the initial decision. On the other hand, if implementers have a negative attitude or refuse to implement the policy because of a conflict of interest, then the implementation of the policy will face serious obstacles.

Based on the research data obtained, government agencies, namely the Ambon City Civil Service Police Unit, were able to respond to this policy well, although there were several implementers who did not fully support it. Of the total number of implementers, 97 percent support policy implementation in accordance with Standard Operating Procedures (SOP). The perception of implementers, both leaders and subordinates, views policy implementation not only as a task that must be carried out, but also as an effort to create a safe and orderly environment for street vendors.

To create orderly traffic conditions along Jalan Pasar Mardika, Ambon City and avoid traffic jams that are often experienced by road users, enforcement operations continue to be carried out against any traders who violate the rules. However, even though enforcement operations continue to be carried out, the public's assessment of the performance of the Civil Service Police Unit shows a decline.

The emergence of an assessment of implementers whose performance was less than optimal was caused by traffic jams that continued to occur and were difficult to

overcome, despite enforcement operations carried out by the Civil Service Police Unit during working hours and joint operations with the Ambon City Trade and Industry Service, as well as the TNI and Polri.

The seriousness in dealing with existing problems makes leaders consistently focus on evaluating every action activity to ensure there is support and attitude from implementers in the policy implementation process. If it is found that there are implementers who do not support it, it can be processed institutionally by the relevant agency, namely the Internal Action Officer (PTI) which is a component of the Civil Service Police Unit which is tasked with handling the problem together with the leadership.

Leadership and PTI will overcome problems that arise by evaluating work discipline, work ethic, and even resolving more serious problems. Guidance is provided to those who commit minor or serious violations. Based on the data obtained, the implementers support the mayor's policy regarding controlling street vendors selling on Jalan Pasar Mardika. Data collection was also carried out through direct observations on Jalan Pasar Mardika, where officers were intensively enforcing the law, even confiscating traders' merchandise.

As observations carried out coincided with the enforcement operation, it seemed that the implementers were very active, but what was unusual was that some of the implementers still considered the humanitarian spirit of the tasks given. Of course, if such an attitude continues to be taken into consideration, successful control will not be achieved. The actions taken are normal, for this reason the regional government should make the implementation of controlling street vendors a priority program so that proper facilities need to be prepared and of course provide comfort for them.

### **Bureaucratic Structure**

Collaboration in implementing public policy certainly involves all parties involved in achieving the goals outlined in a policy. Here, effective communication is established between implementers, both between leaders and subordinates, as well as between related agencies. This communication is part of the Standard Operating Procedure (SOP) which aims to maximize policy implementation.

Kurniawan, (2024) explains in his thesis that the application of fragmentation aims to distribute responsibility for various activities, events or programs to several units in

accordance with their respective fields. With a fragmented bureaucratic structure, implementation will be more effective because it is carried out by a competent and capable organization. Fragmentation is necessary when policy implementation requires many programs and involves various institutions to achieve its goals.

Implementation of the Mayor's policy regarding controlling street vendors is regulated in the SOP. The division of responsibilities is adjusted to the duties of each party, for example, in joint operations, the Department of Trade and Industry regulates street vendors, namely related to trader administration in the form of registration, data collection on quantities, and controlling the availability of facilities provided. Meanwhile, the Civil Service Police Unit is responsible for controlling street vendors. The intended control is in the form of supervision, taking action against street vendors who do not comply with the rules in the form of warnings and even confiscation and providing sanctions for violators. This joint operation is supported by the police and military who are tasked with maintaining security and order, both the security of traffic flow and the security of implementers and street vendors, so there needs to be a coordinated relationship because of the division of responsibilities. Each unit has different tasks and functions, but has the same goal, namely ensuring the implementation of policies in an orderly manner.

This division of responsibilities affects the effectiveness of implementation because time is still constrained because each relevant agency coordinates with each other in determining personnel readiness and implementation time and communication regarding how to implement policy implementation. Obtaining data shows that there are obstacles such as delays in implementation time. However, it would be more effective if it was carried out directly by the Ambon City Civil Service Police Unit.

This division of responsibilities does not only emphasize the Civil Service Police Unit and related agencies as explained above but also includes aspects that need to be implemented by street vendors. Every outreach effort carried out by the Civil Service Police Unit and related parties is important to understand and follow. Even though the Civil Service Police Unit and related parties have demonstrated effectiveness in their work, there is still a lack of awareness among individuals or target groups regarding the implementation of policies in response to the demands of regional regulations.

## Conclusion

The research on controlling street vendors in Ambon City focuses on key indicators such as communication, resources, attitudes, and bureaucratic structure. It found that communication between leaders and implementers is effective, with daily outreach to vendors. Resources, particularly human resources, are insufficient, with only 193 staff members instead of the required 250. Financial resources are adequate, with budgets from both the Provincial and City Governments. Implementers are supportive, but traffic jams persist due to vendors occupying roads.

Recommendations include firm action against vendors, implementing a CCTV surveillance system, improving coordination between agencies, prioritizing the vendor control program, enforcing regulations on vendor licensing, and increasing personnel. Future research should investigate budget allocations and include informants from the Trade and Industry Department for data on vendor registration.

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