

Policy Implementation in Controlling of Street Vendors in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government

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Abstract:- This research is entitled: **Policy Implementation in Controlling of Street Vendors in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government.** The aim of this research is to determine the Policy Implementation in Controlling of Street Vendors (PKL) in the Gurindam 12 Park of Tepi Laut Area by Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government officers as well as the obstacles and inhibiting factors found during the Policy Implementation in Controlling of Street Vendor (PKL) in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government. This research uses a qualitative descriptive approach method. Meanwhile, the variables and indicators in this research are determined based on the Public Policy Implementation Theory approach from George C. Edward III (1980), which measures Public Policy Implementation into 4 (four) variables. Namely: communication dimensions; resource dimensions; disposition dimensions; and, organizational structure dimensions. Based on the research results, it shows that the Policy Implementation in Controlling of Street Vendors (PKL) in the Gurindam 12 Park of Tepi Laut Area by the Satpol PP has not been successful yet. One of the contributing factors is that the communication dimension carried out by the Satpol PP officers is considered to be ineffective. This is evidenced by the weak level of understanding of the majority of Street Vendors (PKL) in the Gurindam 12 Park of Tepi Laut Area regarding regional regulations of Tanjungpinang City regarding Street Vendors and Public Order. Apart from that, the human resources and equipment resources owned by the Satpol PP of Tanjungpinang City Government are currently in limited condition, which is also a factor in determining the success of the policy program.

Keywords:- *Implementation of Policy, Public Policy, Public Communication, Satpol PP Controlling.*

I. INTRODUCTION

A big problem that often occurs in all big cities in Indonesia is the existence of traders in the informal sector, especially trading activities as street vendors (PKL). The problem of street vendors has recently become a serious concern for both the government and the public, as has been widely heard and seen through mass media reports, online news sites and others.

The reason is, at the location where street vendors sell, traffic is often jammed, the environment becomes rundown and dirty, other business activities are also relatively disrupted because in front of their business premises are often filled with street vendor activity. If there is any homework that has never been completed for the current Mayor of Tanjungpinang, it is taking care of street vendors.

The problem of street vendors (PKL) from the past until now has never been completely handled by the Tanjungpinang City Government. In line with national economic growth, which to date has not shown a significant level of progress for low-income people, on the other hand, this is also the obligation of the Tanjungpinang City Government to try to improve the level of economic income of these people.

Tanjungpinang, as a medium-sized city, is not free from problems originating from street trading activities. Road users, especially pedestrians on the sidewalks of a number of roads, are sometimes forced to get off or enter the road, because the sidewalks intended for pedestrians are full of street vendors selling carts. Pedestrians who are on the road clearly endanger their safety, as well as for other road users who use vehicles.

Disturbances to the smooth flow of traffic increase when motorists/drivers buy goods sold by street vendors, situations like this can be seen, among others, in the Gurindam 12 Park of Tepi Laut Area Tepi Laut area, Jl. Merdeka, Jl. Teuku Umar, Jalan Pos, Jl. Pelantar II, Jl. Gambir and Jalan Gambir Hallway, Jl. Bakar Batu, Jl. DI Pandjaitan, Bintan Center area and a number of other roads around Tanjungpinang City.

Not only that, the Gurindam 12 Park of Tepi Laut Area Tepi Laut Area, which is now used as a symbol of the beauty of Tanjungpinang City, is also not spared from street vendors. In fact, it is alleged that, before the revitalization, the sales place in Waterfront Park was used as a place for Commercial Sex Workers (PSK) to live. , Street Children (Anjal), Homeless People and Beggars (Gepeng) and various other people with social problems.

This condition not only reduces the beauty of the Gurindam 12 Park of Tepi Laut Area, but also damages existing Park facilities and disturbs the comfort of people who want to enjoy the atmosphere in the Gurindam 12 Park of Tepi Laut Area. The job options available to street vendors who are involved in the informal sector are limited.

Starting from the above understanding, the existence of street vendors actually needs to be handled persuasively so that they do not always feel like they are being chased, evicted, scratched, and ultimately experience business failure. Efforts to handle street vendors are better able to prioritize a persuasive approach based on mutual agreement and mutual respect. Because one of the main problems in efforts to control street vendors lies in how they are handled and arranged.

As a consequence of this, the role of the Tanjungpinang City Government in its partnership with street vendors can be directed at improving their entrepreneurial skills. This action is not just about distributing financial assistance or providing new facilities, but is more about empowering practices with a justice dimension, so that street vendors do not always feel excluded and become victims of development.

Because on the other hand, business activities with street vendors help improve the economic conditions of the people, through the Small and Medium Enterprises (UKM) sector, and are an effective source of increasing Regional Original Income (PAD), such as through tax levies.

That's why, through the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government is taking control measures to deal with the increasing number of street vendors in Tanjungpinang City by bringing order to the city area from chaos in conjunction with implementing the "Tanjungpinang Bestari City" program.

In 2023, the Pamong Praja Police Units (Satpol PP) of Tanjungpinang City Government was recorded as handling 3,455 cases including controlling street vendors 26 cases. Public peace and order is a dynamic situation that allows local governments and the community to carry out their activities peacefully and regularly to support the implementation of sustainable development in the region, especially community welfare services. The gap between regulations regarding street vendors and the reality of city irregularities is a very interesting problem to study.

Based on these factual conditions, researchers are research with the theme: Policy Implementation in Controlling of Street Vendors in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government.

➤ *Formulation of the Problem*

Based on the background of the problem above, researchers can formulate the problem, namely:

- How is the Policy implementation in Controlling of Street Vendors in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government?
- What obstacles were found in the policy implementation in controlling of street vendors in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit of Tanjungpinang City Government?

➤ *Research Purposes*

This research aims as follows:

- To find out the Policy Implementation in Controlling of Street Vendors in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government.
- To find out the obstacles faced in the policy implementation in controlling of street vendors in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government.

II. LITERATURE REVIEW

➤ *Policy Implementation Model*

Policy implementation is an important stage in the public policy process which plays a role in translating policies that have been formulated into concrete actions in society.

According to Cohen & Cyret, (1973) stated that the concept of policy implementation is a policyo implementation process that integrates various elements, actors and resources needed to achieve the goals desired by the policy. Policy implementation does not only refer to the technical aspects of implementation, but also involves social, political, economic, cultural and environmental aspects in society.

In policy implementation, there are several stages that must be passed as part of the policy implementation process. The first stage is policy formulation, which involves the process of making political decisions to produce policies that will be implemented in society.

The second stage is program formulation, which is a concrete step in implementing the policy through program design and activities to be carried out. The third stage is program implementation, where activities and policies that have been formulated and designed will be implemented in society in accordance with the desired objectives (Pressman & Wildavsky, 1973).

Apart from that, there are also other approaches such as incremental models, differential implementation models, complex implementation models, and various other approaches that can be used to understand various aspects of the policy implementation process. Each approach has its own strengths and weaknesses, so it needs to be considered carefully in the context of specific policy implementation (Pearce & Robinson, 2009).

The use of information and communication technology in implementing policies can increase efficiency, transparency and accountability in the policy implementation process, so that it can accelerate the achievement of policy objectives and reduce the potential for fraud or abuse of power that does not adhere to the principles of justice so that the use of this technology can held.

Thus, policy implementation is a complex and diverse process, involving various aspects, actors, resources and challenges in the process of implementing the policies that have been formulated. Through a deep understanding of the concept of policy implementation, it is hoped that it can increase effectiveness and efficiency in implementing public policies,

According to Geroge C. Edward III (1980), in his book entitled *Implementing Public Policy*, there are four variables that play an important role in determining the success of policy implementation, namely:

- **Communication:** This about emphasizing that every policy will be implemented well if there is effective communication between the program (policy) and the target group (target group). The goals and objectives of policy programs can be socialized properly so as to avoid distortion of policies and programs.
- **The Resources;** This about emphasizing that every policy must be supported by adequate resources, both human resources and financial resources. Human resources are sufficient quality and quantity of implementers to cover the entire target group. Financial resources are sufficient investment capital for a program/policy. Both must be considered in policy implementation. Because without the reliability of the implementer, policies will be less energetic

and run slowly. Meanwhile, financial resources guarantee the sustainability of the policy. Without adequate financial support, the program cannot run effectively and quickly in achieving goals and targets.

- **Disposition;** namely emphasizing characteristics that are closely related to policy/program implementers. The most important characteristics an implementor has are honesty, commitment and democracy. Implementers who have high commitment and honesty will always survive the obstacles encountered in the policy. Honesty directs implementers to remain in the program direction outlined in the program/policy guidelines.
- **Bureaucratic Structure;** emphasizes that bureaucratic structures are important in policy implementation. This aspect of bureaucratic structure includes two important things; The first is the mechanism and structure of the implementing organization itself. The program implementation mechanism is usually determined through standard operating procedures (SOP) which are included in the policy program guidelines. A good SOP includes a clear and systematic framework, not complicated and easy for anyone to understand, because it will be a reference in the implementor's work.

Meanwhile, the implementing organizational structure as far as possible avoids convoluted, lengthy and complex matters. The implementing organizational structure must be able to guarantee quick decision making regarding extraordinary events in the program.

➤ *Trading as Street Vendor (PKL) Concept*

Street vendors or abbreviated as PKL is a term used to refer to peddlers who use carts. This term is often interpreted because there are five traders. The five legs are the trader's two legs plus the cart's three "legs" (which are actually three wheels or two wheels and one leg). Currently the term street vendors is also used for street vendors in general (Djaali, 2001:23).

According to Breman, street vendors are small businesses carried out by people who have low incomes (daily wages) and have limited capital. In the economic field, these small traders are included in the informal sector, which is a job that is not permanent and unskilled and groups that are not bound by legal regulations, live a difficult life and are semi-criminal to certain extents.

Meanwhile, according to Yazid, (2005), PKL is a type of trade in the informal sector which is a production unit 18 with relatively small capital with a high entrepreneurial spirit and has complex trading activities that provide environmental, spatial and environmental problems. etc. found in big cities in Indonesia.

The location factor is very important in determining the trading activities of street vendors, because the characteristics of street vendors are very sensitive to the environment, especially for those carrying out the activity and must have direct contact with consumers.

It is still difficult to prevent the presence of street vendors from various roadsides on main roads. Their sights do disturb the view of the beauty of the city, but how else can this country not be able to create sufficient employment opportunities for them.

➤ *Urban Green Open Space Concept (RTHKP)*

The Gurindam 12 Park of Tepi Laut Area is located on Jalan Hang Tuah Tepi Laut, West Tanjungpinang District. This city park is an Urban Green Open Space (RTHKP), the purpose of building this area, apart from being a means of recreation and entertainment for city residents, is also to maintain the balance of environmental quality in urban areas.

According to Minister of Home Affairs Regulation looks at the benefits provided by the existence of RTHKP consisting of various aspects, namely ecological, social, cultural, economic and aesthetic. The benefits of these various aspects are some things that are very necessary for a developing country like Indonesia today.

This is because the content of these various aspects can overcome the problems that occur in the development being carried out. Of course, this is something that needs to be done if you remember that the budget spent must have many benefits for society.

With the current high level of population density, the government is currently making improvements to various city parks, which is a necessity for people to relax with their families, find peace and carry out sports activities in these parks.

Apart from this, the presence of city parks can also beautify the atmosphere of the city and provide oxygen reserves in cities which are mostly built with office buildings and filled with residents' houses.

➤ *Gurindam 12 Park of Tepi Laut Area*

In accordance with its designation, the existence of the Gurindam 12 Park of Tepi Laut Area of Tanjungpinang City, as an Urban Green Open Space (RTHKP) area, based on Minister of Home Affairs Regulation Number 1 of 2007 concerning the Arrangement of RTHKP in Chapter II explains its benefits and functions.

Namely, the existence of RTHKP is as a means to reflect regional identity, a means of research, education and counseling, a means of active and passive recreation and social interaction, increasing the economic value of urban land, fostering a sense of pride and increasing regional prestige.

Apart from that, RTHKP, in this case Gurindam 12 Park of Tepi Laut Area, also functions as a means of social activities for children, teenagers, adults and seniors, a means of evacuation space for emergencies, improving the microclimate, and increasing oxygen reserves in urban areas.

Initially, the development of the Gurindam 12 Park of Tepi Laut Area was carried out by the Tanjungpinang City Government under the name of the Laman Bunda of Tepi Laut Area Project, which began work on August 7 2015, and was opened on December 31 2015 with a multi-year funding system. Recently, the development process encountered various obstacles.

Responding to the importance of the existence of the Tepi Laut City Park Area. Furthermore, from 2018 to 2023, the Riau Islands Provincial Government through the Public Works and Public Housing Service (PUPR) took over the development process, by including it in the Tanjungpinang City Revitalization Strategic Agenda/Program with a multi-year budgeting system.

Since 2022, the Bunda Laut Tepi Laut Revitalization Project has changed its name to the Gurindam 12 Park of Tepi Laut Area Arrangement Project. Since then, the area has been called the Gurindam 12 Park of Tepi Laut Area. In this area, the layout of the culinary area and MSMEs has been regulated and organized. The culinary and MSME area will be divided into two main areas, namely the street culinary area and MSMEs and the branded area (in collaboration with national and international culinary vendors).

➤ *Street Vendors Activities of Tepi Laut Area*

Difficulties in obtaining employment are not only caused by limited job opportunities, but what is even worse is that job seekers do not have a high enough education to meet the quality requirements for a decent job (Djaali, 2001:23).

In general, they look for the informal sector. As a street vendor (PKL), this social condition also occurs in Tanjungpinang City. Becoming a street vendor is an option that is considered easier because street vendors do not have to spend large amounts of capital and a permanent place to trade.

Especially for street vendors who operate in the Gurindam 12 Park of Tepi Laut area, they generally use this business as an alternative source of livelihood in the informal sector which is included in the small business category.

Small businesses in the informal sector are one of the potentials that a region has in the regional development process. The potential of street vendors can be managed well, and will make a major contribution to economic activity and community welfare.

The current conditions are caused by unorganized street vendors, both directly, such as selling on the road and building permanent selling places that are used as residences, and indirectly, such as selling by moving from one place to another.

Many new street vendors have emerged in the Gurindam 12 Park of Tepi Laut Area which has recently created new problems, especially regarding order, cleanliness and beauty of public spaces in the area. This problem arises because the Regional Regulations that have been made appear to be poorly understood by the public and there is still a lack of awareness to maintain order and comfort in existing public spaces.

➤ *Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government*

The Pamong Praja Police Unit, abbreviated as Satpol PP, is a Regional Government apparatus in maintaining peace and public order and enforcing Regional Regulations. The organization and work procedures of the Civil Service Police Unit are determined by Regional Regulations. Satpol PP can be located in provincial and regional/city areas.

The Civil Service Police Unit in the Province is led by a Head who is subordinate to and responsible to the Governor through the Provincial Regional Secretary. At the district/city level, the Pamong Praja Police Unit is led by a Head who is subordinate to and responsible to the Regent/Mayor through the City/Regency Regional Secretary.

In this case, the Civil Service Police Unit has the task of enforcing Regional Regulations to maintain peace and public order and provide protection for the community.

On May 8 2003, the Tanjungpinang City Government also prepared its organizational structure to adapt the applicable provisions and regional characteristics, one of which was by forming a regional work unit (SKPD) with the name Pamong Praja Police Unit (Satpol PP) following its publication. Regional Regulation (Perda) Number 6 of 2003 concerning the Organization and Work Procedures of the Pamong Praja Police Unit (Satpol PP) of the Tanjungpinang City Government.

➤ *Framework*

A thinking framework is a conceptual structure used to plan and organize thinking in order to understand a problem or solve a particular problem.

A thinking framework helps organize information, data, and ideas so that they can form a solid basis for analysis or research. In the context of research, a framework is also referred to as a "framework".

Usually, this framework includes theories, concepts, and principles that are the basis for identifying problems, creating hypotheses, formulating research questions, and developing problem-solving strategies.

A good framework for thinking must be well structured, logical and consistent. Apart from that, an effective thinking framework can also help clarify understanding of the problem being faced and provide guidance in designing research methods or decision-making processes.

The framework for thinking in this research can be explained as follows:

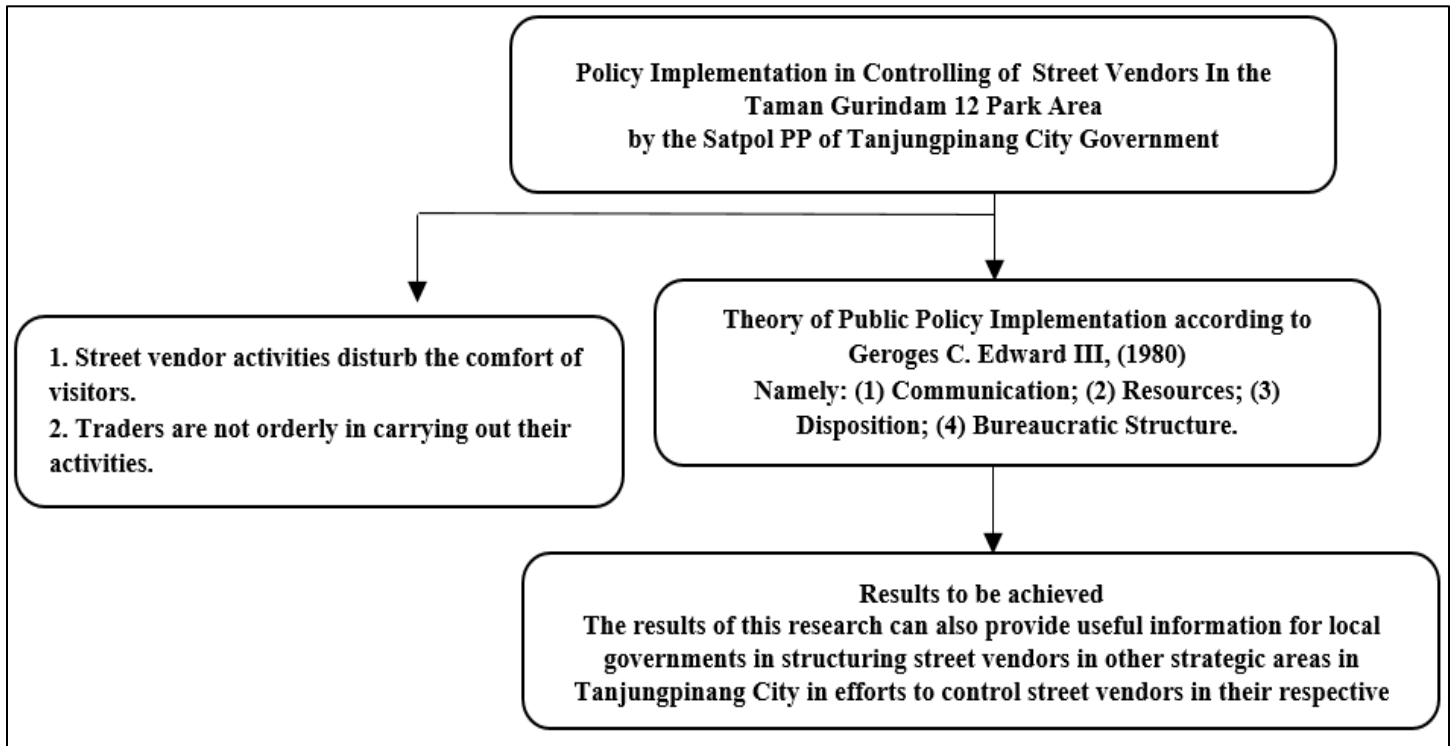


Fig 1 Research Thinking Framework
Source: Researcher Process, 2024

III. RESEARCH METHODS

A. Research Approach

Descriptive research with a qualitative approach aims to describe and explain the phenomenon or situation being researched thoroughly, in detail and in a broader context. This method is used to collect descriptive data, such as views, attitudes, beliefs and behavior of individuals or groups.

This research does not intend to test hypotheses or make generalizations, but rather to understand and describe a phenomenon in more depth. The data obtained in this research is in the form of qualitative data, such as interviews, observation, documentation and text analysis (Bogdan & Taylor, 1975).

According to Moleong, (2012), a qualitative approach is used in descriptive research because it can provide a deeper and more detailed understanding of the phenomenon being studied. Researchers will understand the context and meaning of the data obtained, so that they can provide a complete and comprehensive picture of the phenomenon being researched so that this qualitative approach can be implemented well.

B. Research Objects and Locations

The object of this research is the policy implementation in controlling of street vendors (PKL) in the Gurindam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP) of Tanjungpinang City Government. The time used by researchers

for this research was carried out from the date of issuance of the research permit over a period of approximately 3 (three) months, 1 month for data collection and 1 month for data processing and 1 month for working on the final report which includes presentation in the form of a thesis and ongoing guidance process. This aims to make it easier for researchers to provide a timeline so that the research process until the end is arranged systematically.

C. Research focus

Research focus is the emphasis or core of a scientific study which is determined according to the research objectives. This focus directs researchers in determining the problems to be studied, developing a theoretical framework and determining the research methods to be used (Creswell, 2003).

The focus of research can be a question or issue that you want to answer or solve through research. By having a clear and precise research focus, it is hoped that the research carried out can make a meaningful contribution to the development of science and benefit society in general.

D. Data source

There are 2 (two) types of data used in this research, namely primary data and secondary data (Creswell, 2016; Johnston, 2014). Primary data is data obtained directly from informants. Primary data was obtained through written questions using a questionnaire or verbally using the resource

interview method. Primary data is also a source of data that researchers collect directly from the source.

Meanwhile, secondary data is support obtained from relevant sources, usually in the form of documents, reports or data, as well as other materials and information that support research.

E. Data collection technique

➤ *Interview*

An interview is an oral question and answer between two or more people directly with a specific purpose. In qualitative research, the researcher acts as the interviewer and the resource person or informant acts as the interviewee. The information obtained from the interviews will later be analyzed and reprocessed in research.

With the interview method, more in-depth and quality information can be extracted by developing questions that are appropriate to the current situation. The type of interview in this research is a focused and structured interview, where this interview is carried out by asking questions directly to the informant based on a list of questions (Mathew B. Miles & A. Michael Huberman., 1992).

➤ *Observation*

Observation is a technique for collecting qualitative data by making direct observations in the field or research environment. The stages of conducting observations in research are determining the object of observation; create observation guidelines or research framework; determine the observation location; determine the data collection method you want to carry out; for example: with interviews, or questionnaires and determining the analysis method to obtain the right conclusions.

Observation is data collection carried out during field visits during case studies and is more reliable if carried out by more than one person so that it is better to carry out research observations. Participant observation can be done to make researchers actively involved.

Collecting data through observation requires researchers to involve themselves in everyday reality to understand the phenomena at hand. Observation does not play a direct role/nonparticipant observation is carried out in collecting this data, this observation means that an observer is not actively involved and is only an independent observer (Lofland & Lofland, 1995).

The reason is that researchers carry out these observations in order to fulfill secondary data in order to strengthen the researcher's arguments when conducting interviews according to the research topic, apart from that, observations are also needed to identify the findings which will be described in the results and discussion chapter.

➤ *Documentation*

Documentation techniques are used to obtain data that cannot be obtained using interview techniques or observation techniques. Documentation techniques are obtained in the form of photos, drawings, charts, structures, and notes collected during field data collection using research support tools, such as cameras, cellphones, recording devices, writing instruments, and notebooks.

The nature of this data is that it is not limited by space and time, so it gives researchers the opportunity to find out about things that have happened in the past, this is to find out unpublished documentation so that it can be analyzed in depth. Researchers will obtain physical evidence from various documents related to the problem to be studied, either in the form of photos or written reports.

In the documentation stage, the researcher obtained documents which contained concepts for the next few years, documents and data collection and several documents obtained by the researcher by accessing websites, as well as laws and journals and news articles that were relevant to the research in the policy implementation in controlling of street vendor (PKL) in the Gurdam 12 Park of Tepi Laut Area by the Pamong Praja Police Unit (Satpol PP).

This documentation stage is very important to ensure that the data and information to be used in research comes from valid and accurate sources. Apart from that, this stage also ensures that the concepts taken from the document are appropriate to the research problem and can help researchers achieve research objectives.

F. Informant

An informant is someone who provides information or data to researchers. Informants can provide insights, views or experiences that are relevant to the research objectives being carried out. Informants are usually selected based on their expertise or experience in the particular field that is the focus of the research. Informants can also be an important source of information in gaining a deep understanding of a problem.

The informants in this research were selected based on their roles and expertise. The key informant figure in this research is Head of the Pamong Praja Police Unite (Satpol PP) Office, while 10 (ten) other informants were supporters.

It is hoped that the seven informants can provide in-depth insight into the problem that is the focus of the research, so that the research results can be more accurate and useful. In this way, it is hoped that these informants can make a significant contribution in enriching the researcher's understanding of the topic under study.

G. Data Analysis Technique

The analytical method used in this research is qualitative analysis, namely by analyzing problems by looking for solutions and strategies using case study analysis, interviews, observations and document analysis. Researchers will collect data from various sources and then conduct in-depth analysis to understand the concept or phenomenon being researched.

By using qualitative analysis methods, researchers can gain a deep understanding of the problem being researched and produce relevant recommendations for solving the problem. In the approach, there are data analysis stages which consist of five stages. Stages of research data analysis.

According to Yin (2010: 178), this technique emphasizes analytical strategies, which are specifically aimed at dealing with problems when conducting research, especially research in the form of case studies.

By using qualitative analysis methods, researchers can gain a deep understanding of the problem being researched and produce relevant recommendations for solving the problem. In the approach, there are stages of data analysis which consist of five stages of research data analysis.

IV. RESULTS AND DISCUSSION

A. Existing Conditions of the Gurindam 12 Park of Tepi Laut Area

The existence of the Gurindam 12 Park of Tepi Laut Area on Jalan Hang Tuah Tanjungpinang, with all its icons, has now become a busy tourist destination and is heavily visited by people.

Since it was opened to the public, in 2022, not only the people of Tanjungpinang City have visited the new tourist site, people from outside, especially from Bintan Regency, have also flocked to visit.

Based on the results of the author's direct observations at the location of Gurindam 12 Park of Tepi Laut Area, the charm of the beauty of Gurindam 12 Park of Tepi Laut Area, apart from being supported by its location on the edge of the sea, is also directly opposite the historic island. Namely, Penyengat Inderasakti Island which is rich in Malay historical and cultural heritage.

With locations that are considered most suitable for posting on social media pages (instagrammable), apart from cheap tourist holidays with the family, quite a few young people also often hang out while taking photos of interesting and magnificent spots such as the golden betel monument and the mosque left over from the MTQ VIII Kepri 2023 stall. which is adjacent to the Gonggong Building.

These conditions further complement the facilities that can be enjoyed by visitors. Starting from children's playgrounds, sports rides, to the large field of Gurindam 12 Park of Tepi Laut Area which is often used as a training arena for the skateboarding community and others. The majority of visitors bring their families, including husbands, wives and children, just to enjoy the evening view while inviting their children to play and enjoy puppet action entertainment.

Visitors seemed to be enjoying the various recreations at Gurindam 12 Park which were also supported by the many various street vendors (PKL), especially on the side of Jalan Hang Tuah, who were selling food and drinks at relatively cheap prices.

Meanwhile, based on data from the Public Works and Public Housing Service (PUPR) of Riau Islands Province. The development of the Gurindam 12 Park of Tepi Laut Area has been from the start of construction in 2018 to 2022, with a total expenditure of up to IDR 530 billion using a multi-year financing system. The following is a three-dimensional mock-up of the Gurindam 12 Park of Tepi Laut Area of Tanjungpinang City.

B. Controlling of Street Vendors in the Gurindam 12 Park of Tepi Laut Area by the Satpol PP of Tanjungpinang City

Based on the results of observations and documentation at the Pamong Praja Police Unit (Satpol PP) with reference to the course of enforcement during the period 2023, the ranks of the Satpol PP still found various violations.

This was conveyed by Informant I. According to him, specifically for controlling Street Vendors (PKL), of the total of 26 cases, 16 of them were cases of controlling street vendors in the Gurindam 12 Park of Tepi Laut Area. The rest is controlling street vendors on a number of other roads around the city of Tanjungpinang, from Bintan Center to the old market area on Jalan Gambir.

"...actually the officers were already foaming at the mouth before controlling the street vendors in the Gurindam 12 Park Tepi Laut Area, especially in terms of socialization, understanding in the form of both personal and educational approaches. I also made a statement and signed it, but during the operation, he (a street vendor) was still delivering it. So we put things in order." (Results of interview with Informant I, June 27 2024).

A similar explanation was also given by Informant III. According to him, the process of controlling street vendors in the Gurindam 12 Park Area could be said to be carried out very carefully. The reason is, based on previous experience, some of the street vendors who were raided claimed to only be workers, while those who owned and financed their businesses were officials.

"...because we have to enforce the regulations, we are still taking action because we have carried out warning efforts and other stages based on the SOP. That is the phenomenon of Seaside Street Vendors which is quite unique. Apart from that, this Seaside area is the only favorite destination for city residents at the moment, and has economic value, so some residents are purely earning a living to survive, there are also parties who deliberately seek profits by exploiting other parties to become a street vendor." (Results of interview with Informant III, June 27 2024).

Based on the explanation from Informant I, who is none other than the Chief Informant, reinforced by the information from Informant III, the author can draw conclusions, there are many motives for residents who are tempted to run their business as street vendors in the Gurindam 12 Park area, both to earn a living to survive, there are also street vendors. This was indeed organized by certain individuals to seek additional value or income.

Based on observations, it is known that there are still several supporting projects that will be built by the Riau Islands Provincial Government around the Gurindam 12 Park area, such as the Malay Traditional Institution (LAM) building, AKAU, green open space, the Dekranasda building and a number of supporting projects.

The splendor of the Gurindam 12 Park of Tepi Laut Area, like it or not, will definitely be accompanied by other social problems. However, the problem that is visible before our eyes is related to the handling of street vendors in the area which requires more intensive handling.

C. Policy Implementation in Controlling of Street Vendors in the Gurindam 12 Park by the Satpol PP of Tanjungpinang City

This stage is the core stage in this research. Therefore, to understand the essence of the Policy Implementation in Controlling Street Vendors (PKL) in the Gurindam 12 Park of Tepi Laut Area by the Satpol PP of Tanjungpinang City Government, the author uses the Theory of Georges C. Edward III (1980). This theory measures policy implementation in 4 (four) variables, including:

➤ *Communication*

This variable has 3 (three) dimensions which will be used as indicators for measuring instruments. Namely:

- *Transmission Dimensions*

The policy implementer in this case, the Satpol PP, must inform the relevant community, namely street vendors, to know and understand the meaning of the Tanjungpinang City Regional Regulation concerning the Arrangement and Empowerment of Street Vendors.

"...since 2023, the strategy that has been implemented is to carry out regular socialization of local regulations to all levels of society. Apart from that, we also carry out coordination of regional functions in order to strengthen the role between agencies that have the function to create an orderly and peaceful environment." (Results of interview with Informant I, 27 June 2024).

Likewise, when the time comes for the final policy to be adopted. Namely efforts to eviction or demolish stalls by the Satpol PP. According to Informant I, the policy of eviction or demolition of stalls is the final policy, after all processes starting from the socialization stage, warning letter, statement letter and other stages as specified in the standard operating procedures (SOP).

According to him, a negative mindset has developed from the community's perspective regarding the actions and performance of Satpol PP.

"...such as forced control, forced dispersal of demonstrations, which is actually the final step due to the failure to heed the warning process from the start until finally forced measures have to be taken. In general, these challenges can be answered by improving human resources, both in society and the apparatus." (Results of interview with Informant I, 27 June 2024).

From the description above, it can be concluded that based on the Communication Variable in the Transmission Dimension, especially regarding the process of conveying public policy regarding Tanjungpinang City Regional Regulation who concerning Management and Empowerment of Street Vendors, it has been conveyed to street vendors, including street vendors in the Gurindam 12 Park of Tepi Laut Area.

- *Dimensions of Clarity of Information*

The dimension of clarity (clarity) here is defined as how Satpol PP explains the aims and objectives of the Tanjungpinang City Regional Regulation for concerning the Arrangement and Empowerment of Street Vendors (PKL) and Public Order which is aimed at to street vendors.

Conveying the aims and objectives is carried out through socialization and coaching. Socialization is carried out by Satpol PP directly using the method of community development activities by inviting street vendors to a meeting forum and regional patrol activities by providing direct outreach to street vendors who violate them.

Based on the data, the implementation of socialization has been carried out although its intensity has decreased from year to year. Meanwhile, coaching efforts towards street vendors, including those who hang out in the Gurindam 12 Park of Tepi

Laut Area, have been carried out with increasing intensity of coaching.

"Usually, we immediately invite street vendors who are found to be violating them to come to the office. At the same time, guidance and direction are provided there so that they understand." (Results of interview with Informant II, June 27 2024).

Based on this dimension of clarity, the author concludes that the implementation of the control policy by the Satpol PP of Tanjungpinang City, especially regarding the explanation of the aims and objectives of the regional regulations mentioned above, has been conveyed clearly to the targets of implementation, in this case the street vendors in the Gurindam 12 Park Area.

- *Consistency Dimension*

Based on documentation data, the implementation of controlling street vendors decreased in the 2019-2021 period and increased in 2022. This illustrates that there are inconsistencies in implementing controlling street vendors.

Responding to this, Informant II explained that this was closely related to budgeting. The reason is, there were a number of activities/programs between 2019-2021 that were not approved by the legislature due to budget deficits and budget refocusing because they were diverted to handling Covid-19.

"...it was the Covid-19 pandemic season. So enforcement is slack and street vendors' activities are also rare. So we really don't carry out enforcement like now. Because since 2022 the situation will start to return to normal from the pandemic." (interview results with Informant II).

- *Resource*

To measure the implementation of the policy for controlling street vendors in the Gurindam 12 Park Area by the Satpol PP, the resource variable is then used. This variable is divided into 3 (three) dimensions. Among others:

- *Dimensions of Human Resources*

Human resources (HR) are the most important resources in implementing a policy. If HR does not carry out its responsibilities well then policy implementation cannot run effectively. Human resources at the Satpol PP can be seen in the graph of the number of Satpol PP of Tanjungpinang City personnel. Where from 2019-2022 the number of personnel inconsistencies decreased, namely from 2019 a number of 161 people, in 2020 a number of 158 people, in 2021 a number of 165 people and in 2022 a number of 162 people and in 2023 it rose again to 171 personnel.

According to Informant II, the fluctuation in the number of Satpol PP personnel was caused by Satpol PP members who had retired from their duties and had no replacements. Based on

Minister of Home Affairs Regulation no. 60 of 2012 concerning Guidelines for Determining the Number of Pamong Praja Police Unit, according to the Minister of Home Affairs' Calculation of the Need for Satpol PP Members for the City of Tanjungpinang excluding Firefighters and Administrative Officers between 250 to 350 Members.

Meanwhile, currently there are 250 - 171 = still 79 personnel. In terms of the competency required for the Civil Service Police, of the 171 Satpol PP personnel, it is known that only 15 personnel (9%) have passed Basic Training Training and become certain Functional Officials at the Satpol PP of Tanjungpinang City. Meanwhile, of the 15 people who were included in the Patrol Team or controlling street vendors, only 10 were members.

From the data above and based on the results of the interview with Informant II, it can be concluded that in terms of measuring the HR dimension indicators, both in terms of quality and quantity, the Satpol PP of Tanjungpinang City personnel who carry out the function of implementing policy for controlling street vendors in the Gurindam 12 Park of Tepi Laut Area have not met the required standards and qualifications.

- *Dimensions of Budget or Financial Resources*

Budget availability is also an influencing factor in the quality of services provided to the community. Based on data received by the author, the Satpol PP of Tanjungpinang City in planning and budgeting activities did not specifically mention controlling street vendors, but in the form of a general program. For example, in the 2021 Satpol PP performance report, the PKL control program is included in the public peace and order improvement program with a funding ceiling of IDR 1,090,315,830. However, the name of this program will disappear in 2022.

Judging from the budget allocation received by the Satpol PP of Tanjungpinang City from year to year, it appears that there has been a significant increase. However, in terms of the names of the programs and activities prepared each year, nothing is consistent. Such as the regional regulation/perkada counseling program for business actors with a program target of 100 business actors, the funding ceiling is IDR 180,130,000. This program appeared in 2020. However, it was not found on the Budget Filling List (DPA) in 2021.

- *Equipment Resource Dimensions*

The equipment resources owned by Satpol PP in controlling street vendors in Tanjungpinang City, based on Informant I's account, still do not meet the required standards. The reason is, there are still many deficiencies found in carrying out their functions and duties.

"...in carrying out its duties and functions, the Satpol PP of Tanjungpinang City certainly cannot be separated from various existing challenges. Like the legal products of the City of Tanjungpinang which still do not evenly regulate all aspects. There is still a lack of ratio of needs for Satpol PP members in supervising the Tanjungpinang City area, Satpol PP facilities and infrastructure have not been met according to standards, the level of public awareness to obey the law is still low." (Results of interview with Informant I, 27 June 2024).

Based on the description above, it can be concluded that the equipment resource indicators owned by the Satpol PP of Tanjungpinang City have not met the required minimum standards.

- *Dimensions of Authority Resources*

The authority of the Satpol PP of Tanjungpinang City in controlling street vendors, especially street vendors in the Gurindam 12 Park of Tepi Laut area in the non-judicial control sector, is to take action in the context of maintaining and restoring public order and public peace in accordance with Regional Regulations.

- *Disposition/Attitude*

Disposition variables can also influence the success of a policy implementation. If the implementation of a policy is to be effective, then policy implementers must not only know what must be done but must also have the ability to implement it according to their field, so that in practice there is no bias.

Factors that are of concern regarding disposition in policy implementation are:

- *Appointment Of Bureaucracy*

In connection with the disposition of street vendor control activities in the Gurindam 12 Park of Tepi Laut Area by the Satpol PP of Tanjungpinang City, there is a Team or Team in the Public Peace and Order Sector which carries out these activities with a total of 11 personnel per activity.

Of the 11 people, there are 5 people who have Civil Service Police competence. This means that more than half of the personnel involved in policing do not yet have the competency as Civil Service Police when carrying out their duties.

- *Incentives*

Regarding this indicator, Informant II firmly explained that every time a control operation was held, the Satpol PP personnel who were directly involved always received incentives, even though the value was just pocket money for lunch and coffee.

"...that was clearly budgeted for. Every time there is an activity there is an incentive, even though the value is relatively small, there is taori for members' pocket money. It is also

intended to improve our performance." (interview results with Informant II).

- *Organizational structure*

In carrying out its duties, the Satpol PP of Tanjungpinang City is also based on the SOP contained in the Minister of Home Affairs Regulation concerning Standard Operational Procedures for the Pamong Praja Police Unit which aims to create uniformity in the implementation of the Satpol PP's duties as enforcers of regional regulations, regional head regulations and head decisions. areas as well as maintaining public order and public peace.

"... the point is that in all our actions, especially regarding control, we are always guided by SOPs. For example, when an eviction policy has to be implemented, it is because the previous stages have been completed. So it's not just eviction. The negative assessment in today's developing society is still like that of the original Satpol being evicted. Even though that's not the case." (interview results with Informant III)

From the results of the interview with Inforjman III, it can be concluded that based on organizational structure indicators, the implementation of the policy for controlling street vendors in Gurindam 12 Park of Tepi Laut Area by the Satpol PP of Tanjungpinang City is in accordance with the SOP which has been described systematically.

- D. *Factors Inhibiting the Policy Implementation in Controlling of Street Vendors in the Gurindam 12 Park by the Satpol PP*

Based on the results of research and interviews, each regional apparatus has a different organizational structure according to their respective needs and functions. This bureaucratic structure divides the activities of actors based on their capabilities so that each personnel has clear tasks and there is no overlapping of work.

The obstacles faced by the Satpol PP of Tanjungpinang City in controlling street vendors, especially street vendors in the Gurindam 12 Park of Tepi Laut Area are:

- *Communication*

The communication variable consists of a transition dimension, a clarity dimension and a consistency dimension. Satpol PP in carrying out control has a transitional and clarity dimension that has been carried out well. However, there are obstacles related to Satpol PP's consistency in carrying out enforcement which is not yet optimal. This happened due to a decrease in the intensity of enforcement from 2019 to 2021.

- *Resource*

Human resources at the Satpol PP of Tanjungpinang City are considered to be still very limited, the minimum requirement for the Satpol PP is 250 and the current condition is that there are only 171 people or 31.6% of the existing needs. Besides that, the competency of the Civil Service Police

currently has only 15 171 personnel. This means that only 8.77% of personnel have Satpol PP competence.

Likewise, judging from the budget resources of the Satpol PP of Tanjungpinang City. As a result of budget refocusing following the Covid 19 pandemic, from 2019 to 2021 it experienced a decline, but increased again in significant numbers from 2021 to 2023.

However, the Satpol PP of Tanjungpinang City is inconsistent in preparing its programs and activities. Because activities related to coaching and controlling street vendors should be continued and maintained in the following year, instead they are not focused and can even seem to disappear. Because the program is combined with other parent programs.,

➤ *Disposition*

In the disposition variable there are bureaucratic appointment factors and incentives. Satpol PP in the bureaucratic appointment factor with limited personnel optimizes competent human resources by assigning a team to carry out street vendor control activities. However, this situation is only offset by modest incentives with limited budgeting. Thus, this has become an obstacle in the implementation of controlling street vendors, especially in the Gurindam 12 Park of Tepi Laut Area.

V. CONCLUSION

Based on the results of the previous discussion in the research entitled Policy Implementation in Controlling of Street Vendors (PKL) in the Gurindam 12 Park of Tepi Laut Area by the Satpol PP of Tanjungpinang City Government, it can be concluded that the Policy Implementation in Controlling of Street Vendors (PKL) in the Gurindam 12 Park of Tepi Laut Area by the Satpol PP of Tanjungpinang City is considered not to have been realized.

The reason is that the Satpol PP of Tanjungpinang City, as the program and policy implementer, is considered to have not succeeded in changing the pattern, behavior and perspective of the implementation target party, in this case the Street Vendors (PKL), in the Gurindam 12 Park of Tepi Laut Area.

One of the reasons is that the communication patterns and delivery methods used by Satpol PP of Tanjungpinang City officers are currently not effective. This is recognized by a number of street vendors in the relevant areas. Even though they had been given counseling after the control was carried out, they admitted that they did not fully understand what the Satpol PP officers had conveyed.

There are a number of factors that hinder the implementation of controlling street vendors in the Gurindam 12 Park of Tepi Laut Area by the Satpol PP of Tanjungpinang City, namely the Satpol PP's consistency in carrying out control

is not considered optimal. Likewise in terms of consistent budgeting for program activities.

The Satpol PP of Tanjungpinang City is also considered to be inconsistent in implementing its programs/activities and changes from year to year, both in terms of the name and type of program activities (inconsistent).

Another factor is the limited availability of human resources (HR) for the Satpol PP of Tanjungpinang City who have very minimal qualifications as Professional Satpol PP Officers.

Apart from that, limited budget resources are also a trigger that hinders the implementation of the culture. So far, the budgeting system for street vendor control activities by the Satpol PP of Tanjungpinang City has not focused on one specific activity/program for street vendor control. So that it influences disposition factors related to the value of incentives received by officers.

RECOMMENDATIONS

In this research, the author suggests that the management of the Gurindam 12 Park of Tepi Laut area should not be managed by youth organizations or other community organizations, but should be managed by professional Regional Owned Enterprises (BUMD).

This is because the management of the Gurindam 12 Park of Tepi Laut Area by a third party from an NGO element, as it is currently, is considered vulnerable to being exploited by certain irresponsible individuals who are only concerned with their personal or group profits, ignoring the rights of community members in general, especially the business community. Street vendors and micro businesses.

By managing the Gurindam 12 Park of Tepi Laut Area by professionals, this is also in order to reaffirm and realign the goals and target programs for the development of the area.

That, the main aim and target of the Gurindam 12 Park of Tepi Laut Area development program in Tanjungpinang City, is to improve the standard of living and economy of the poor in the Riau Islands Province and the city of Tanjungpinang in particular.

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