

Implementation of Boyolali Regulation Number 18 of 2016 Concerning Street Vendor Regulation

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Abstract

The existence of street vendors (PKL) in Boyolali Regency plays an important role in the community's economy, thus requiring regulation through regional policies to continue to support economic activities while maintaining order in public spaces. This study aims to analyze the conformity of Boyolali Regency Regional Regulation Number 18 of 2016 with the principles of establishing statutory regulations, as well as to examine the efforts of the Department of Industry and Trade in overcoming obstacles to the arrangement and empowerment of street vendors in Boyolali Regency. This study uses a qualitative descriptive method by examining Boyolali Regional Regulation No. 18 of 2016 through analysis of legal documents and data from the local government and related parties. The results of the study indicate that Regional Regulation No. 18 of 2016 has basically fulfilled the philosophical, sociological, and juridical foundations in the formation of regional regulations, however, several provisions still need to be adjusted to regulatory developments, especially regarding the PKL business licensing system. In addition, the local government through the Department of Industry and Trade has made various efforts to organize and empower street vendors, although its implementation still faces obstacles such as vendor compliance, limited business locations, and administrative constraints on licensing.

Keywords: Boyolali; Implementation; Street Vendors (PKL); Regional Regulations

INTRODUCTION

Street vendors (hereinafter referred to as PKL) are part of the informal economic sector that plays a significant role in the community's economic activities (1,2). The presence of PKL in various regions, including Boyolali Regency, is part of the urban dynamics that operate businesses in public spaces with simple facilities. This activity contributes to the community's economy, especially the lower-middle class, and plays a role in creating jobs and increasing people's purchasing power (3). Data shows that the number of PKL in Boyolali Regency has reached more than 1,300 traders spread across various strategic points such as town squares, markets, and busy centers, which indicates the large role of the informal sector in supporting the regional economy.

Legally, street vendors are regulated by various regulations, such as Presidential Decree No. 125 of 2012 concerning the Coordination of the Arrangement and Empowerment of Street Vendors, Law No. 6 of 2023 concerning the Determination of the Perppu on Job Creation, and Government Regulation No. 7 of 2021 concerning the Facilitation, Protection, and Empowerment of MSMEs. At the regional level, regulations are implemented through regional regulations to balance the interests of street vendors' businesses and public order, through zoning arrangements, the provision of fostered locations, and ease of licensing so that street vendors can operate legally without disrupting public interests (4).

As an effort to organize and empower street vendors, the Boyolali Regency Government established Boyolali Regency Regulation No. 18 of 2016 concerning the Organization and Empowerment of Street Vendors. Furthermore, cleanliness is a concern because street vendors often leave behind poorly managed trash and waste in public areas. The Boyolali Regency Government recognizes the importance of regulating and empowering street vendors to create an orderly environment and support sustainable urban development. Furthermore, other emerging issues include the inappropriate use of public spaces, potential traffic congestion, and conflicts between street vendors and road users. As a concrete effort, the government issued Regional Regulation No. 18 of 2016 as the legal basis for regulating street vendor activities. This regulation aims to maintain a balance between the rights of vendors to conduct their businesses and the community's need for orderly, safe, and comfortable public spaces. (5)

The presence of street vendors in Boyolali Regency plays a crucial role in supporting the community's economic activities. However, their presence also poses various challenges, particularly those related to urban order and spatial planning. Therefore, an analysis of Boyolali Regency Regulation No. 18 of 2016 is a crucial step in balancing the economic interests of vendors with the community's need for orderly and organized urban spaces. The implementation of street vendor management still faces various obstacles, particularly those related to the relocation process, business licensing, and policy dissemination to vendors. This demonstrates that the implementation of street vendor management policies requires an appropriate approach to optimally achieve the desired goals.

Although various studies have been conducted on street vendors and the informal sector, most of these studies focus on socioeconomic or empowerment aspects, while studies specifically analyzing the conformity of regional regulations with the principles of legislative formation and

their implementation at the regional level are still limited. Therefore, this study offers an analysis that integrates normative and empirical aspects in examining policies for the regulation and empowerment of street vendors in Boyolali Regency. Therefore, this research is expected to provide useful recommendations for the local government in improving the effectiveness of the implementation of policies for the regulation and empowerment of street vendors in Boyolali Regency.

Based on the description, this study aims to analyze the suitability of Boyolali Regency Regional Regulation Number 18 of 2016 concerning the Arrangement and Empowerment of Street Vendors with the principles of establishing regional regulations and to examine the efforts of the regional government in overcoming obstacles in implementing policies on the arrangement and empowerment of street vendors in Boyolali Regency.

METHOD/IDEA

This research is an empirical juridical legal research with a socio-legal approach that aims to examine the implementation of Boyolali Regency Regional Regulation Number 18 of 2016 concerning the Arrangement and Empowerment of Street Vendors. The analysis focuses on the implementation of the PKL arrangement policy, particularly regarding zoning, relocation, and business licensing, as well as the obstacles faced in its implementation in Boyolali Regency. (6)

The data sources consist of primary and secondary data. Primary data were obtained through interviews with the Boyolali Regency Trade and Industry Office and related parties. Secondary data include primary legal materials in the form of Boyolali Regency Regional Regulation Number 18 of 2016, Law Number 23 of 2014, Law Number 20 of 2008, and Government Regulation Number 28 of 2025, and secondary legal materials in the form of scientific literature, government documents, and relevant articles. Data in the form of interview results, policy documents, and information related to the number and condition of street vendors were analyzed descriptively qualitatively through the stages of data reduction, data presentation, and drawing conclusions to see the conformity between legal provisions (*das sollen*) and conditions in the field (*das sein*). (7)

RESULTS AND DISCUSSION

Analysis of the Conformity and Implementation of the Formation Principles in Boyolali Regional Regulation Number 18 of 2016

The formation of Regional Regulations must pay attention to three main foundations, namely philosophical, sociological and legal foundations as explained in the Explanation of Article 5 letter a of Law Number 12 of 2011 concerning the Formation of Legislation (8). These three principles are interconnected and complementary. They serve to ensure that a Regional Regulation (Perda) not only has legal legitimacy but is also rooted in noble values and meets the needs of the community.(9). Good regional regulations not only fulfill formal requirements, but also reflect the values of justice, benefit and legal certainty (10).

1. Philosophical Basis

The philosophical foundation is the primary basis for the formation of legislation at every level. This foundation relates to the values, outlook on life, and ideals that guide the formation of legal norms. In the Indonesian legal system, this philosophical foundation is derived from Pancasila, which reflects the philosophy of the Indonesian nation. When linked to the theory of levels of legal norms (stage theory) put forward by Hans Kelsen, Pancasila is placed as a basic norm which is a source for the formation of legal norms below it (11).

Hans Kelsen explained that the legal system is structured in a hierarchical and layered manner, where each norm derives its legitimacy from a higher norm. In the Indonesian constitutional structure, Pancasila is seen as the fundamental norm of the state (fundamental state norm) which is the basis for the formation of laws and regulations. Therefore, every regulation that is formed must be guided by the values contained in Pancasila as the philosophical basis of the State (12).

This description shows that Pancasila must be the primary foundation in the formation of legislation in Indonesia at every level. Jimly Asshiddiqie explains that Pancasila as the state philosophy must be reflected in various laws and regulations, particularly in the national legal system. The philosophical foundation of a regulation can be traced through the values contained in each principle of Pancasila and in the Preamble to the 1945 Constitution of the Republic of Indonesia (13).

Philosophically, the preparation of the Academic Manuscript for the Draft Regional Regulation of Boyolali Regency concerning the Arrangement and Empowerment of Street

Vendors is a form of practicing the values of the fifth principle of Pancasila and the mandate of the fourth paragraph of the Preamble to the 1945 Constitution. This foundation emphasizes that one of the goals of the establishment of the Indonesian State is to advance general welfare. This principle implies that every citizen has the right to receive social justice appropriately. On this basis, the government, through public policy, has a responsibility to create conditions that support the improvement of public welfare (11).

The right of the people to work is also guaranteed in Article 27 paragraph (2) of the 1945 Constitution, which states that every citizen has the right to work and a decent living. This provision shows that every citizen has the freedom to work and earn a living in various sectors, including the informal sector such as street vendors, as long as they comply with the provisions of applicable laws and regulations. The existence of street vendors can be seen as a form of community independence in creating job opportunities independently amidst limited formal employment opportunities (14).

In addition, Article 33 of the 1945 Constitution emphasizes that the economy is structured as a joint effort based on the principle of family. Bagir Manan explained that this provision provides space for people's economic activities, including small businesses such as street vendors (15). This provision provides space for community participation in economic activities, including through small businesses and the informal sector such as street vendors. Bagir Manan stated that the concept of a welfare state reflected in Article 33 of the 1945 Constitution opens up opportunities for the community to play an active role in economic activities to support national economic growth. In addition, the state's responsibility in empowering the community is also emphasized in Article 34 of the 1945 Constitution. Article 34 paragraph (2) mandates the state to develop a social security system for all people and empower the weak and underprivileged so that they can live decently. Furthermore, Article 34 paragraph (3) emphasizes the state's obligation to provide adequate health care facilities and public services. This provision shows that the state has a responsibility to provide support and empowerment to small business actors, including street vendors, who play a role in meeting the needs of the community (14).

2. Sociological Foundation

A sociological basis is a consideration that illustrates that the formation of legislation is based on real needs that develop within society. This basis relates to social conditions, the

development of problems, and the needs of society that arise in community and national life. Through a sociological basis, a regulation is expected to be able to answer the problems faced by society based on empirical facts that occur in the field (12).

The presence of street vendors (PKL) in Boyolali Regency is a form of economic activity that plays a vital role in supporting the local economy. PKL activities not only provide a means for people to earn income, but also contribute to improving the community's standard of living and increasing the potential and attractiveness of the regional economy (11). Therefore, the presence of PKL is part of the socio-economic dynamics that requires attention in the formulation of regional policies (15).

The street vendor sector in Boyolali Regency has the potential to become a regional economic driver. According to data from the Boyolali Regency Industry and Trade Office in 2023, the number of street vendors reached approximately 1,343 vendors spread across various locations. However, this growth, without adequate regulation, has the potential to cause problems such as disorderly public spaces, traffic congestion, and environmental sanitation (16).

Based on these conditions, regulations for the management and empowerment of street vendors (PKL) in Boyolali Regency have been established through Boyolali Regency Regulation Number 18 of 2016 concerning the Management and Empowerment of Street Vendors. This regulation aims to regulate the presence of street vendors to align with the public interest while providing space for small businesses to conduct their economic activities. However, its implementation still faces various obstacles.

The scope of the regulations in the regional regulation includes the arrangement of street vendors, empowerment of street vendors, as well as monitoring, evaluation, and reporting as stipulated in Article 2. In addition, Article 4 states that the arrangement and empowerment of street vendors aims to improve the welfare of street vendors, provide business opportunities through determining business locations, developing the business capabilities of street vendors, and realizing orderly, clean, and safe city conditions. Efforts to organize street vendors are carried out by the regional government through various steps, including data collection, registration, determination of business locations, relocation or relocation, and rejuvenation of street vendor locations as stipulated in Article 6. Determination of the location of street vendor businesses is also carried out by considering

public interests, social, cultural, aesthetic, security, health aspects, and compliance with regional spatial planning as stipulated in Article 28 paragraph (2). On the other hand, Article 39 paragraph (1) explains that the empowerment of street vendors is carried out through various programs such as increasing business capabilities, facilitating access to capital, assistance with trading facilities, and technical guidance and development (17).

The arrangement and supervision of street vendor activities in Boyolali Regency must be carried out at designated locations and must not disrupt the function of public spaces, as related to the provisions of Article 28 and Article 37. In its implementation, the regional government also determines the timing of street vendor business activities in accordance with the authority to determine business schedules as regulated in Article 30 (17). One form of this regulation is the permission to use sidewalks as a place to sell from 16.00 to 06.00 WIB, with the consideration that at that time the intensity of sidewalk use by the public is relatively lower.

Data from the Boyolali Regency Industry and Trade Office shows that the number of street vendors (PKL) in several sub-districts, such as Boyolali City, Ampel, Mojosongo, Banyudono, and Musuk, ranges from 1,400 to 1,500. Approximately 300 vendors are located in the Boyolali Town Square area, which is a center of community activity. Furthermore, 2023 local government data recorded approximately 1,343 street vendors spread across various markets and trade areas in Boyolali. These vendors are located in the Kebun Rojo area, Indrokilo Botanical Gardens, Simpang Siaga, Alun-Alun Lor, Alun-Alun Kidul, as well as several market technical implementation units such as Boyolali Market, Nogosari Market, and the Car Free Day (CFD) Boyolali. The largest number of street vendors is in the Nogosari General Market area with around 427 traders and the Boyolali CFD area with around 507 traders (18).

The following is a description of the distribution of Street Vendors (PKL) in Boyolali Regency, the following presents data on the number of PKLs in several locations within the management area of the market's Technical Implementation Unit (UPT).

Table. Distribution of Street Vendors (PKL) in Boyolali Regency

No	Market Technical Implementation Unit (UPT)	PKL Location	Amount
1	Nogosari Animal Market Technical Implementation Unit	Street Vendors in Front of Nogosari District	18

No	Market Technical Implementation Unit (UPT)	PKL Location	Amount
		Purworejo Animal Market Street Vendors	9
		Street Vendors on the Side of Kalioso–Nogosari Road	11
		Subtotal	38
2	Pengging Market Technical Implementation Unit	PKL at Pipa Roundabout	28
		Street Vendors Register for Pengging Shelter	27
		Subtotal	55
3	Pengging Public Market Technical Implementation Unit	Market Environment	9
4	Boyolali Public Market Technical Implementation Unit	Boyolali Market Environment	26
		Ngebong Market Environment	10
		Front of Pandanarang General Hospital	16
		Agrarian Intersection of Jamu Street	65
		East Simpang Lima	15
		West Simpang Lima	12
		Alit Hall	19
		Pandalas Park	7
		Anuraga Arena Parking	17
		Subtotal	193
5	Sunggingan Public Market Technical Implementation Unit	Market Environment	33
6	Ampel Public Market Technical Implementation Unit	Market Environment	42
7	Wonosegoro Public Market Technical Implementation Unit	Market Environment	15
8	Cepogo Public Market Technical Implementation Unit	PSU Cepogo, Cepogo Vegetable Market, Selo Market	24
9	Nogosari Public Market Technical Implementation Unit	Ngemplak District	427
	CFD Boyolali	Boyolali CFD PKL	507
Total			1.343

Source: Boyolali Regency Industry and Trade Office 2023

The significant number of street vendors demonstrates the vital role of the informal trade sector in the local economy. Furthermore, the presence of street vendors also raises spatial planning issues, particularly when vendors use sidewalks or public facilities for their trading. This situation prompted the local government to establish a spatial planning policy through Regional Regulation No. 18 of 2016.

Until 2023, the local government continued to regulate street vendors (PKL) in Boyolali Regency. One example occurred in the area around Pengging Market, where dozens of street vendors selling along the roadside leading to the market were regulated despite previously having provided a more organized location within the market area. These vendors sold various types of goods, such as electronic equipment, agricultural equipment, rope, batteries, and poultry, as well as providing stove repair services and downloading music in MP3 and MP4 formats. During this activity, at least 40 street vendors were regulated after receiving warning letters approximately one week prior to the implementation of the regulation (interview with the Boyolali Regency Trade and Industry Office, 2025).

The Boyolali Regency Government's facilitation efforts for street vendors are part of the implementation of Boyolali Regency Regulation No. 18 of 2016. This facilitation is carried out through data collection, business location determination, relocation, permit issuance, and guidance and supervision. However, several aspects still require attention to ensure optimal management and empowerment of street vendors.

In this regard, efforts are needed to strengthen the implementation of existing policies so that regulations regarding street vendors can be implemented more effectively. This policy strengthening is expected to support the creation of order in urban spaces while providing certainty for small business owners in carrying out their business activities. The regional regulation regulates two main aspects: street vendor arrangement and street vendor empowerment. This arrangement is carried out through data collection, registration, location determination, relocation of vendors, and rejuvenation of business locations. In addition, the regional government also provides empowerment through business training, assistance with trading facilities, and guidance for vendors (17).

3. Legal Basis

A legal basis is the basis for considerations relating to legal aspects in the formation of legislation. This basis indicates that a regulation is formed based on existing legal provisions and is intended to address legal problems or fill legal gaps that arise in society. Through a legal basis, the regulations formed are expected to provide legal certainty while guaranteeing a sense of justice for the community (12).

The legal basis also relates to legal issues concerning the substance and content that need to be regulated in a regulation. If existing provisions are unable to meet the legal needs

that are developing in society, it is necessary to establish or adjust regional regulations as a legal basis for the implementation of regional government. In this case, establishing regional regulations is an important instrument to ensure that every policy adopted has a clear legal basis (11).

In this case, there are several laws and regulations relating to the regulation of street vendors (PKL), which can be explained as follows.

a. Law Number 20 of 2008 concerning Micro, Small and Medium Enterprises.

The development of a just national economy is an effort to create a just and prosperous society, as regulated in Law Number 20 of 2008 concerning MSMEs which emphasizes the principles of family, economic democracy, togetherness, fair efficiency, independence, and balance in national economic progress. The development of MSMEs aims to improve community welfare, expand employment opportunities, equalize income, and strengthen economic competitiveness. In its implementation, regional governments play an important role, including by fostering a business climate through funding policies, provision of facilities and infrastructure, business information, partnerships, permits, business opportunities, and trade promotion, including the provision of suitable business locations for street vendors; facilitating business development in the fields of production, marketing, human resources, and design and technology; and providing financial support through grants, other legitimate and non-binding assistance, or incentives such as ease of licensing, tariff relief, and provision of facilities and infrastructure (19).

b. Presidential Regulation Number 125 of 2012 concerning Coordination of the Arrangement and Empowerment of Street Vendors.

Presidential Regulation Number 125 of 2012 states that street vendors are part of the people's economic business actors operating in the informal sector, so it is necessary to organize and empower them to improve and develop their businesses. The arrangement of street vendors is carried out through several stages, including data collection and registration of street vendors, determination of street vendor locations, relocation and elimination of street vendor locations, rejuvenation of street vendor locations, and planning the provision of space for street vendor activities. In addition, street vendor data

collection is carried out by taking into account several aspects such as business location, type of business premises, business sector, business capital, and sales volume. (20)

- c. Regulation of the Minister of Home Affairs Number 41 of 2012 concerning Guidelines for the Arrangement and Empowerment of Street Vendors.

Minister of Home Affairs Regulation Number 41 of 2012 provides guidelines for regional governments in organizing and empowering street vendors. This regulation explains that the regent or mayor has the authority to collect data on street vendors, register them, determine their locations, relocate and eliminate them, and rejuvenate them. Street vendor data collection is carried out by regional agencies in charge of trade or related sectors, taking into account several aspects such as the trader's identity, business location, type of business premises, business sector, and the amount of business capital. (21)

- d. Boyolali Regency Regional Regulation Number 18 of 2016 concerning the Arrangement and Empowerment of Street Vendors.

Boyolali Regency Regional Regulation Number 18 of 2016 regulates three main aspects, namely the arrangement, empowerment, and monitoring, evaluation, and reporting of street vendors. Arrangement is carried out for traders and business locations, as per Article 6 which includes data collection and registration of street vendors, determination and relocation and elimination of locations, location rejuvenation, prohibition of transactions, and planning for the provision of space for street vendor activities. Compared to Home Affairs Ministerial Regulation Number 41 of 2012, this Regional Regulation has additional material in the form of regulations on prohibitions on transactions and planning for the provision of space for street vendors as part of the arrangement efforts in the region (17).

- e. Law Number 23 of 2014 concerning Regional Government

Law Number 23 of 2014 provides a legal basis for regional governments to draft and establish regional regulations, including those related to the arrangement and empowerment of street vendors. Article 236 paragraph (1) states that regional regulations are established by the DPRD together with the regional head to implement regional autonomy and assistance tasks. In addition, Article 11 paragraph (2) states that concurrent government affairs are divided between the central government, provincial governments,

and district/city governments, including affairs in the fields of trade and public order. This provision provides a legal basis for regional governments to regulate policies on the arrangement of street vendors as part of the management of public spaces and regional economic development (9).

The arrangement of street vendors in the region must comply with various applicable laws and regulations. Based on Home Affairs Ministerial Regulation No. 41 of 2012, the Regent has the authority to conduct data collection, registration, location determination, relocation, removal of locations, and rejuvenation of street vendor locations. Furthermore, Boyolali Regional Regulation No. 18 of 2016 also needs to be aligned with PUPR Ministerial Regulation No. 03/PRT/M/2014 concerning Guidelines for Planning, Provision, and Utilization of Pedestrian Network Infrastructure and Facilities in Urban Areas. This regulation opens up opportunities for small businesses to utilize limited portions of pedestrian space as long as it does not disrupt the primary function of sidewalks. Regulations regarding street vendors also relate to business licensing provisions as stipulated in Government Regulation No. 5 of 2021 and provisions regarding regional levies as stipulated in regional regulations concerning public service levies and utilization of regional assets.

However, developments in national legislation indicate that several provisions in the Regional Regulation are no longer fully aligned with current policies. One example is the provision regarding business licensing, which still uses a Business Registration Certificate (TDU), while currently, low-risk business activities can simply use a Business Identification Number (NIB), as stipulated in Government Regulation Number 5 of 2021. Furthermore, regulations regarding street vendor location zoning, the arrangement mechanism, and several other provisions also require adjustments to better align with current policy developments.

An analysis of Boyolali Regency Regulation No. 18 of 2016 shows that efforts to regulate street vendors (PKL) are implemented through a number of strategic policies. One of the policies implemented is a trade zoning system that divides areas into three categories: a red zone that prohibits selling activities, a yellow zone that permits trading activities with certain conditions, and a green zone that provides space for street vendors to sell with official permits (22). In addition, the local government also built a number of street vendor shelters in strategic locations, including in front of Pandan Arang Regional Hospital and the Three Towers Park area, the construction of which was supported through funding. *Corporate Social Responsibility* (CSR)

from the banking sector (23). The relocation policy is also an important step in efforts to organize street vendors, especially in areas with high density, such as Simpang Lima Boyolali, which previously faced problems with street vendor accumulation and traffic congestion. The implementation of this policy was carried out through several steps such as the implementation of a trade zoning system, the construction of street vendor shelters in several strategic locations, and a relocation policy in areas experiencing high trader density (24).

Lack of access to information regarding licensing procedures and administrative obstacles, such as having a local ID card, hinder many street vendors from obtaining official permits. As a result, they continue to operate without permits and risk sudden enforcement without a clear solution. Article 27 of the Boyolali Regent's Regulation also states that TDU can be revoked if a street vendor violates regulations, such as trading illegal goods or renovating public facilities. However, in practice, many street vendors feel that they do not receive sufficient information and assistance before their permits are revoked (3).

However, the implementation of this policy still faces various obstacles. Some street vendors refuse to relocate because the new location is considered less strategic, resulting in a decrease in income. According to a report from the Boyolali Trade and Industry Office, street vendors' income in the Simpang Lima area of Boyolali decreased from around IDR 400,000-IDR 700,000 per day to IDR 150,000-IDR 300,000 per day after the parking ban policy was implemented in July 2023. Furthermore, administrative obstacles and a lack of information regarding licensing procedures also hinder some street vendors from obtaining official business permits (3).

Solopos.com data shows that by 2023 there were more than 1,343 street vendors spread across various points in Boyolali, such as the Alun-Alun area, traditional markets, and the shopping area. *Car Free Day*(18). This number shows that the street vendor sector is a source of livelihood for many people (1), so that the policy for regulating it requires a comprehensive and dialogical approach so that it can run effectively without causing conflict between the government and traders (25).

This research has important relevance in evaluating the implementation of Boyolali Regency Regulation No. 18 of 2016 concerning the Arrangement and Empowerment of Street Vendors. This research aims to identify various obstacles that arise in the implementation of this policy, understand its impact on the lives of street vendors, and formulate alternative solutions

that are more effective in efforts to organize and empower street vendors. Through a more inclusive approach, the implemented policy is expected to not only be able to create an orderly and regular urban environment, but also continue to provide space for small business actors to develop and run their businesses better. (25)

Based on this, Boyolali Regency Regulation No. 18 of 2016 essentially met the principles for establishing regional regulations when it was enacted. However, considering regulatory developments and current conditions, updates to the substance of its provisions are needed to ensure that policies for the arrangement and empowerment of street vendors in Boyolali Regency can be implemented more effectively and meet community needs.

Efforts of the Department of Industry and Trade in Overcoming Obstacles to Policy Making for the Arrangement and Empowerment of Street Vendors in Boyolali

The Boyolali Regency Government provides support in the form of facilities for the empowerment of street vendors (PKL), which are used as part of a restructuring program and also for empowering street vendors (PKL). Street vendors (PKL) themselves are business actors in the trade sector operating in the informal sector. Their activities generally involve utilizing mobile and stationary facilities, as well as using public spaces such as city infrastructure, social facilities, public facilities, and land and buildings owned by the government and the private sector, with temporary use. The presence of street vendors (PKL) can be found in various locations, such as roadsides, sidewalks, town squares, around shops, and in front of shopping centers. PKL plays a significant role in the community's economy, including creating jobs, providing goods and services, encouraging local economic growth, and contributing to regional income.(26).

In an effort to organize and develop street vendors (PKL), the Boyolali Regency Government has established Regional Regulation Number 18 of 2016 concerning the Arrangement and Empowerment of Street Vendors. However, as time goes by, this regulation must be immediately revised considering the development of community needs and regulatory dynamics, this regulation is considered inadequate and requires revision. Some substances that have not been accommodated include the obligation of street vendors (PKL) to pay levies, regulations regarding community involvement, and provisions related to business licensing. Therefore, to meet the needs of the regional government and street vendors, while protecting the

interests of the community, it is necessary to establish new regulations as a legal basis for organizing and developing street vendors in Boyolali Regency (27).

In order to achieve these targets, several strategic issues have been identified in the draft Regional Regulation of Boyolali Regency concerning the Arrangement and Empowerment of Street Vendors (PKL), namely: (1) arrangement of PKL; (2) master plan for arrangement and empowerment of PKL; (3) rights, obligations, and prohibitions; (4) empowerment of PKL; (5) guidance and supervision; (6) reporting; (7) coordination team; (8) community participation; and (9) funding (17).

Boyolali Regency Regulation Number 18 of 2016 concerning the Arrangement and Empowerment of Street Vendors also regulates various provisions related to the management of street vendors. These provisions are stated in Article 1 which contains the definition of street vendors, arrangement of street vendors, empowerment of street vendors, location of street vendors, and business registration certificates as proof of registration of the trader's business. In addition, this Regulation also regulates the mechanism for arranging street vendors through several stages as stipulated in Article 6, as well as the determination of locations or areas for street vendor business activities as explained in Articles 28 and 29. In addition, this Regulation also regulates the role of local governments in providing guidance, monitoring, and evaluation of street vendor activities as stated in Articles 41 to 43.

This Regional Regulation is implemented based on a) the principle of equality; b) protection/welfare; c) sustainability; d) efficiency of justice; e) order and legal certainty; f) balance; and g) environmental awareness. Furthermore, the scope of this Regional Regulation includes: a) Authority of Regional Government; b) Arrangement of Street Vendors; c) Master Plan for Arrangement and Empowerment of Street Vendors; d) Rights, Obligations, and Prohibitions; e) Empowerment of Street Vendors; f) Guidance and Supervision; g) Reporting; and h) Coordination Team.

The material in the Draft Regional Regulation of Boyolali Regency concerning the Arrangement and Empowerment of Street Vendors (PKL) can be described as follows. In implementing the arrangement and empowerment of street vendors in Boyolali Regency, the regional government has the authority to determine the appropriate location as a business place for street vendors, provide guidance and supervision of street vendor business activities, maintain order and security of street vendor activities, and control street vendor activities in accordance

with the provisions of applicable laws and regulations. In exercising this authority, the regional government through regional apparatuses in charge of street vendor affairs can coordinate with various parties in order to support the implementation of the arrangement and empowerment of street vendors.

Street vendor management is carried out for both vendors and locations where street vendors operate in accordance with the regional spatial planning. In its implementation, the Regent organizes street vendors through several steps, including collecting street vendor data, registering street vendors, determining street vendor business locations, relocating and eliminating street vendor locations, and rejuvenating street vendor locations. The street vendor data collection process is carried out by the Regent through regional apparatuses in charge of street vendor affairs, involving village or sub-district governments. This data collection is carried out by preparing a data collection activity schedule, mapping street vendor business locations, recording trader data, and validating or updating data periodically.

In organizing and empowering street vendors, local governments also develop plans that serve as the basis for implementing street vendor management policies. These plans contain various important aspects related to street vendor management, including data on and developments in the number of street vendors, plans for developing street vendor businesses, regulating the location or trading area of street vendors, providing supporting facilities and infrastructure for street vendor activities, and mechanisms for monitoring and regulating street vendors. These plans serve as guidelines for local governments in implementing street vendor management and empowerment in a targeted and sustainable manner.

Furthermore, limited facilities and business locations are also inhibiting factors in managing street vendors. Regional regulations stipulate the designation of designated locations for street vendors, both permanent and temporary. However, the number of available locations is often insufficient to accommodate all the growing number of street vendors. This situation causes some street vendors to continue operating in locations not designated for street vendor business activities, thus creating public order issues.

Another obstacle encountered relates to the street vendor registration process. Boyolali Regency Regulation No. 18 of 2016 requires street vendors to have a Business Registration Certificate (TDU) as proof of business registration. However, as regulations evolve, business registration is now handled through the system of Online Single Submission Risk Based

Approach (OSS-RBA), which generates a Business Identification Number (NIB). In reality, some street vendors (PKL) have not yet registered their businesses through either the TDU or the OSS-RBA. This is influenced by a lack of understanding of the importance of business legality and limited access to information regarding licensing procedures.

Furthermore, limited human resources for supervision and budget constraints also hamper the implementation of guidance and supervision of street vendors. Based on interviews with the Boyolali Regency Trade and Industry Office (2025), the limited number of supervisory officers is not commensurate with the number of street vendors, which reaches more than 1,300 traders, so that supervision cannot be carried out optimally. This condition causes supervision of street vendor activities to not run optimally. In addition, the lack of community participation in maintaining environmental order also affects the effectiveness of the implementation of street vendor management policies, as some residents still have a permissive attitude towards the presence of street vendors in public spaces.

In implementing the arrangement and empowerment of street vendors in Boyolali Regency, the local government, through the Department of Trade and Industry, faces various obstacles, such as limited business locations, low vendor compliance with applicable regulations, and limited field supervision. To overcome these obstacles, the local government has taken several strategic steps as stipulated in Boyolali Regency Regulation Number 18 of 2016 concerning the Arrangement and Empowerment of Street Vendors.

First, conducting data collection and identification of street vendors. Data collection is an important initial step in the process of organizing street vendors because the local government needs to know the exact number of vendors, the type of business they run, and the location of their business activities. In Boyolali Regency Regulation Number 18 of 2016, street vendor data collection activities are regulated as part of the street vendor arrangement mechanism as stated in Article 6 letter a, which states that street vendor arrangement is carried out through street vendor data collection. Furthermore, Article 7 explains that data collection is carried out by the local government through regional apparatuses in charge of street vendor affairs, involving village or sub-district governments. This data collection is carried out through business location mapping activities and periodic updating of vendor data. The existence of accurate data is very important for local governments in formulating appropriate street vendor arrangement policies. Bromley explained that data collection on informal business actors is an important step in

understanding the dynamics of the informal sector and serves as a basis for formulating more effective public policies. Thus, data collection activities are not only administrative in nature, but also serve as a basis for formulating policies for organizing and empowering street vendors in the region (28).

Second, the regional government organizes business locations and relocates street vendors by designating special areas as business locations, as regulated in Article 28 of Boyolali Regency Regulation Number 18 of 2016, where the Regent determines the location of street vendors by considering public interest, security, order, health, and compliance with regional spatial plans. This arrangement aims to reduce the use of inappropriate public spaces, such as sidewalks and roads, and under certain conditions is followed by the relocation of vendors to designated development locations. Relocation policies are often used to address conflicts between informal trading activities and the function of public spaces, but their implementation often faces challenges because vendors tend to choose locations with higher potential buyers. Therefore, the arrangement and relocation of street vendors need to consider economic aspects so as not to impact on reducing vendor income (29).

Third, provide guidance and outreach to street vendors. Another effort undertaken by the regional government is through guidance activities for vendors so that they understand the provisions applicable in regional regulations. These guidance activities are regulated in Article 43 of Boyolali Regency Regional Regulation Number 18 of 2016, which states that the regional government, through regional apparatus, provides guidance on the implementation of the arrangement and empowerment of street vendors. Guidance can be carried out through various activities, such as dissemination of regional regulations, technical guidance, and counseling on good business management. These outreach activities are important because some street vendors still have limited understanding of applicable legal provisions. De Soto explained that informal sector business actors are often outside the formal legal system due to a lack of access to information and administrative procedures that are considered complicated. Therefore, guidance and outreach are important steps to increase legal awareness among vendors so that they can carry out their business activities in a more orderly manner (30).

Fourth, empowering street vendors. In addition to organizing, the local government also runs various empowerment programs for vendors. Provisions regarding street vendor empowerment are regulated in Article 39 of Boyolali Regency Regulation Number 18 of 2016,

which states that the local government empowers street vendors through various activities, such as improving business skills, facilitating access to capital, providing business facilities, and promoting vendor products. These empowerment programs aim to increase the business capacity of vendors so that they not only survive in the informal sector but are also able to improve the quality of their businesses. In a study of the informal sector, Chen stated that the informal sector plays an important role in providing employment for low-income communities. Therefore, government policy towards the informal sector should not only be oriented towards regulation, but also towards empowering the community's economy (31).

Fifth, coordinate between agencies in implementing street vendor management. Street vendor management cannot be carried out by just one agency, so coordination is needed between agencies involved in managing public spaces. In practice, the Boyolali Regency Trade and Industry Office coordinates with various related agencies, such as the Public Order Agency (Satpol PP) in regulatory activities, regional agencies that handle spatial planning, and sub-district and village governments that have direct contact with traders. This inter-agency coordination is important to ensure that street vendor management policies can be implemented more effectively. Widodo stated that the successful implementation of public policies is greatly influenced by coordination between agencies involved in implementing the policy. Without good coordination, street vendor management policies often encounter obstacles in the implementation process (32).

In order to overcome these various obstacles, the local government continues to make efforts to organize and empower street vendors in accordance with the provisions of Boyolali Regency Regional Regulation Number 18 of 2016. These efforts are carried out through data collection activities, registration of street vendor businesses, determination of business locations, rejuvenation of street vendor locations, and relocation of street vendors if necessary. In addition, the local government also provides guidance and empowerment of street vendors through various programs, including improving business skills, facilitating access to capital, assistance with business facilities, strengthening trader institutions, and promoting street vendor businesses.

Through this policy, the regional government is not only focusing on regulation but also on empowering street vendors (PKL) to enable them to develop better. This approach, which combines regulation and empowerment, is expected to create a balance between public space

order and the sustainability of community economic activities, while simultaneously enhancing the role of street vendors in supporting the regional economy.(33).

CLOSING

Boyolali Regency Regulation No. 18 of 2016 was essentially formulated with philosophical, sociological, and legal foundations in mind. Philosophically, this regulation is concerned with improving community welfare and supporting economic activities. Sociologically, the regulation's existence is based on the significant number of street vendors (PKL) operating in Boyolali and their role in the regional economy. Legally, the regulation has a clear legal basis, although some provisions need to be adjusted to reflect the latest regulatory developments, particularly those related to the business licensing system.

In its implementation, the Boyolali Department of Trade and Industry has undertaken various efforts to organize and empower street vendors (PKL) through the designation of business locations, vendor guidance, and policy strengthening through Regional Regulation No. 1 of 2024. However, policy implementation still faces several obstacles, such as low compliance by some street vendors with zoning regulations, limited business locations, and obstacles in the licensing process. Therefore, increased guidance, policy dissemination, and coordination between the local government and vendors are needed to ensure more effective implementation of the PKL arrangement and empowerment policy.

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