

# The Implementation of Public Policy Regarding Street Vendor-Free Zone in Bandung City as Non-Holistic Approach for Its Development and Citizen

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**Abstract** City builds and develops for all her citizens including their activity such as social interaction and economic activity. There are some public spaces in many cities in the world function for both activities which represent *pseudo* public space. Due to lack of space available some public spaces have changed its main function. It is general phenomenon of urban city with her complexity. Discretion of public policy of new Mayor of Bandung city on street vendor called as *Pedagang Kaki Lima* (abbreviated PKL) - free zone is major debate for most of stake holders, in particularly street vendor as target group. His recently regulation does not allow street vendors to do their activity in some free zones located in the center of the city. Therefore, the implementation of Mayor's program as mentioned above should be discussed with target group. In fact, target beneficiaries do not involve in decision and implementation of Mayor's discretion. However, informal sector and unemployment are factors to be considered by actors of public policy. In short, street vendor-free zone program of Bandung city is not holistic approach. Ideally, new Mayor of Bandung city provides place in the city for her citizen which function to accommodate the importance of street vendor. It also as empowerment economic program for citizen.

**Keywords** Street vendor, Street vendor-free zone, Non holistic, Discretion, Public policy

## 1. Introduction

Basically, a city is built to meet the needs of citizens or the public along with their activity, particularly economic activity and social interaction. Therefore, the construction and development of a city must start from the interests or needs above. Included, providing an opportunity for the public as one of the stakeholders to participate actively and directly towards the construction and development of the city. Thus, it is expected that the positive interaction between the citizens of the city so that the construction of municipal facilities can align with consumer needs. Currently, there is new paradigm about a city, namely: "A city needs to develop not only an attractive social life but also a strong economic life and future. A city's economic life depends on its ability to attract and nurture small businesses, medium - sized businesses, and large domestic corporations and multinational companies (MNCs)." [1] He stated that the statement above shows that the aspect of economics is the main thing for a city today.

## 2. Role and Functions of Public Space

Dynamic development of a city have an impact on changes in the function of the city in terms of physical, economic, social and others. The activities above, both economic activities and commercial or social nature require a facility. One of the facilities for social activities in the city is a public space. A public space is a social space that is generally open and accessible to people. Roads (including the pavement), public squares, parks and beaches are typically considered a public space. There is general phenomenon using public space for urban economy in most countries in abroad." Urban public space is a key element in the livelihoods of the urban poor, but its importance in development policies for cities is largely ignored. Street trading is a visible and controversial component of the urban economy and vendors operate their businesses in areas that can be classified as public spaces and are originally unintended for trading purposes. "[2]

However, due to the dynamics of above, in particular the activity of the economy, causing some public spaces has changed into a place of economic activity, such as a trade, sell and other commercial activities. In general, a change to above functions has changed the structure of a building, park, pedestrian, road, and others. Such changes lead to disruption

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Published online at <http://journal.sapub.org/ijas>

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of public interest, for example in terms of social interaction activities, access roads, traffic and so on. Such kind of public space, which is not entirely for the benefit of the public, can be classified as *pseudo* public space. It is not real public space but it also function for non social activity such as for sell or trade by street vendor. Due to lack of space available some public spaces have changed its main function. The main thing is how to facilitate the interests of the above, the public and the needs of their economic activity in a balanced and mutually beneficial. Actually, the above symptoms occur in many cities in the world but the difference is in terms of policy, for example:" The bulldozer approach has been the main instrument of the Kumasi city authorities as they attempt to destroy structures of street traders. There is evidence to suggest that this is common in many countries. The daily newspapers in Jarkarta, New Delhi, Lesotho, and other large cities still carry stories about the destruction, removal and forced relocation of vendors and other informal operators almost daily." [2]

### 3. Impact of Urbanization in Bandung: The Proliferation of Street Vendors

In general, problems of the cities in Indonesia are quite complicated. This is due to various factors, including symptoms of high urbanization. According to Mac Andrews in Indiahono said that "... urbanization also brings an important role for communities in urban and Indonesia as a whole, namely in terms of the increasing gap between the center and regions." [3]

Basically urbanization has led to increasingly dense and complex city. In addition, Indonesia's population growth for the city is quite high, as follows: "... expected to reach 150 million or 60% of the total national population (2015) with the city's population growth rate on average 4.49% (1990 -1995), "[3] While the capacity of the city, including the city of Bandung, have limited land and physical facilities.

The increasing population of residents in a city, including the impact of urbanization, has led to congestion in the city. As the capital of West Java province has made the city of Bandung as urbanization goal from outside the city and outside Java, such as from the cities in Sumatra. Most migrants come from villages that cause a change in the city: "Rural people have continued to migrate in growing numbers from farms into large cities ... Jakarta have grown in the developing world, becoming Megacities." [1]

Some centers of street vendors (PKL) in the city of Bandung, among others *Cibadak Mall* (abbreviated: *Cimol*), namely the sale of used clothes from abroad, most traders are migrants from Sumatra. Similarly, traders in several markets in the city come from outside the city. The presence of merchants from outside the city caused social impact because most many of them selling in public spaces, such as footpaths, road shoulders, city parks and so on. Some newcomers are building a place to sell that are semi-permanently in public spaces that lead to the squalor,

chaos and contaminate the surrounding environment.

Traders whom unofficial and has no legal business land is classified as street vendors (PKL). While the activity called "Shocked" market is a sudden or temporary market operates only on certain days, especially Sunday. The number of street vendors in the city, there were 20.326 people in 2012. The figure will continue to grow in line with economic and social impacts, such as the economic crisis, limited employment opportunities, termination, unemployed, minimum wage is low and so on. Increasing the number of street vendors and limited land for legal economic activity or affordable costs has led some public spaces and public facilities in the city changed into a place of economic activity that is illegal. This phenomenon is contrary to the concept of the ideal city that is able to provide social and economic facilities for its citizens equally.

Actually, such problems above, the street vendors who trade in public spaces or public goods also take place in other cities in the world. In some cities abroad because of limited land, the public space is used as a street vendor selling at certain times. It means that the definition of public space becomes widespread. The issue was almost the same, namely the limited land to accommodate the economic activity or trade. But, distinguishes it is the policy of the respective governments in addressing the problems of the complex. Mayor's discretion is not effective for street vendor-free zone because they sell their products with another way in the same place.

According to Indiahono: "Most of the major cities in Indonesia face similar problems, namely urbanization. The impact of urbanization is very diverse and complex. There are the problem of urban poverty, unemployment and lack of jobs, decline in the quality of public services, reduced urban parks and public spaces because of the impact of development chaotic and transportation increasingly dense and congestion. "[3] One is the existence of public space is minimal or displaced by the construction of the city and used to sell by street vendors. Other symptoms are public facilities were snatched by the cars so that the meaning and role or function is missing: "The new public spaces that emerge dominated by the cars rather than pedestrians, losing much of reviews their meaning and role in social life." [4]

Another symptom is the fragmentation of the city caused by various environmental factors as stated by Madanipour: "The technological innovation and the use of the new transport and communication technologies that Followed the industrial revolution have the caused a fragmentation of the city, its Undermining public spaces. Another cause of this fragmentation and loss of significance has been the social polarization that has followed the emergence of market economics and the privatization of space. "[4]

### 4. Public Goods

Development program of public goods e.g highways in addition to functioning as a city element also plays an

important role in the provision of economic infrastructure for all citizens so that the distribution of economic commodities, real economic activity and so the market can run smoothly and evenly. Therefore, as a public good highway should be built based on the principles of non-excludability which can be accessed jointly by all citizens without sorting through and reduce the rights of others. Ironically, some of the roads in the city narrowed due to the number of vehicles and the use of the street as a place to sell by street vendors. Even in some streets such as *Dalem Kaum* Street and *Kapatihan* Street, some time ago cannot be traversed by car because the vehicle was occupied by street vendors.

The role of government in the context of the provision of a public good is very important, namely: "Consequently, if the road is recognized as a public good, the government is obliged to establish and maintain facilities such way so it can be accessed either by the public. The efforts to manage the road as a public good is in the realm of public administration studies." [3] The above statement shows that the government as the main stake holders is required to provide and maintain public goods in the public interest, including the keeping of the use of highways for certain parties, including street vendors. In the process, the public is not merely social activities, but also economic activity: "On the other hand, there was a need for some free movement and interchange of goods and persons and for meeting places roommates could also accommodate the trade visitors to the city. All this mean that the city needed public spaces as well." [4]

Social problems in the city are not simple but complex dynamic developing and so need the policy and implementation of a comprehensive public policy or holistic. Basically public issues are complex, interrelated or dependence on one another, involving all stakeholders and others. According to Dunn that the natures of public issues are: (1) interdependence, (2) subjective, (3) artificiality, (4) dynamic.

## 5. Public Policy Implementation System Zone for Street Vendors

In handling the problem of street vendors, the government of Bandung has implemented a system of zoning, namely the red zone as a sign ban the move to sell to street vendors in the zone, yellow zone as a sign can sell but with limited or open the lid, and the latter is a green zone that allows street vendors selling activity. In fact, since February 1st, 2014 enacted regulations for buyers who make purchases in the red zone will be introduced fines of 1 million. In some strategic areas, such as *Oto Iskandardinata*, *Dalem Kaum*, *Alun-alun*, *Merdeka* streets including red zone. During the time these areas are used by street vendors because it is crowded by customers.

The system zoning of the Regional Regulation (Perda) number 4 of 2011 on the Regulation and Development of Street Vendors, Mayor Regulation (Peraturan Walikota / Perwal) number 888 of 2012 on Implementation Guidelines

Bandung, Regional Regulation number 4 in 2011, the Regional Regulation (Peraturan Daerah/Perda) number 11 year 2005 on the Implementation of Order, Hygiene and Beauty (K3). In 2012 set at 283 points red zone, yellow zone 217 points, and 63 points green zone. The amount above shows that PKL activity area is very limited, while the number of street vendors carrying 20.326 people. The numbers continue to grow because the economic conditions are unstable and due to other factors that encourage the increasing number of street vendors.

In the implementation of the above policy, the *Bandung Municipal Government* has taken various approaches, such as relocating to some markets, such as *Gede Bage* market, *Balubur* market, *Pamoyanan* market, and basement *Bandung Indah Plaza* (BIP). However most vendors refuse to be relocated because of these places away from the crowds and deserted buyer. As it is known that the purchase of consumer goods unplanned naturally, for example to make a purchase when you're sightseeing, recreation, attracted as much to buy and so on. In addition, the goods are sold cheaper vendors, can be purchased unit, medium quality and others. Most of the buyers in the "shocked" market, PKL comes from the lower classes who have limitations in terms of its purchasing power.

## 6. Conclusions

PKL or street vendor is a common classic problem that happened in the world. The difference is only in terms of policy and implementation in the field. The Government of Bandung as the main stakeholders need to consider carefully about the existence of the street vendors.

The zoning system is adopted by the Government of Bandung considered less effective because at some points the location of street vendors reappeared. They are selling in other ways, such as not using a permanent, carry the basket wares, hawking wares in moving or presented to the buyer. They called as *Pedagang Asongan* (*diasongkeun*, *asongan* Sundanese language). In addition, the maintenance performed by municipal police led to the extra budget is big enough. In short, the system is not holistic zones that accommodate all parties, especially the street vendors. Ideally, Government of Bandung provides special places for street vendors as well as economic empowerment of the people, providing informal employment, and in accordance with the spirit of the economic cities in the world.

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