

Strategy and Effectiveness of *PKL* Empowerment by Surakarta Government through Capabilities Regulation of the City of Surakarta Number 3 year 2008

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Abstract

Studies on controlling street vendors (*PKL* in Indonesian) as a response from a city government, might be easy to find. Even so, studies on the strategy and effectiveness of street vendor empowerment by the City Government seem to be found little. Taking the case study of the Surakarta Government with a focus on the regional regulation of the Surakarta Number 3 of 2008 as the basis for empowering street vendors, this study aims to look at the strategy and effectiveness of the empowerment of street vendors implemented by the Surakarta government through the regional regulations (*PERDA* in Indonesian) of Surakarta in 2008. Using the method Qualitatively using a holistic approach and the theory of capability, empowerment and participation, this study concludes that although the five street vendor empowerment strategies of the Surakarta government experience challenges in the socio-cultural, economic, legal and policy fields, it cannot be denied that the street vendor empowerment strategy in Surakarta has made good progress. Thus this study gives consideration to the Surakarta government to see the inclusive sides of street vendors in order to increase the effectiveness of empowering street vendors in Surakarta. As a final result, this study has succeeded in providing a more inclusive and sensitive framework for viewing the empowerment of street vendors through the capabilities of urban regional regulations.

Keywords: street vendors empowerment; Restorative Justice; Surakarta Rules; *PKL*.

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Introduction

The Indonesian state is a state based on law (*rechtsstaat*), not based on mere power (*machtsstaat*) (Isra & Ariadno, 2021). This is expressly stated in Article 1 paragraph (3) of the 1945 Constitution of the Republic of Indonesia. Embryonically, the idea of a rule of law state was put forward by Plato, when he introduced the concept of *nomoi*. In the concept of *nomoi* from Plato, *nomoi* refers to the rules or laws that govern people's lives in a country. Plato argues that good state administration is based on good legal arrangements (Annas, 2018).

As a rule of law state, Indonesia accepts law as an ideology to create order, security, justice and prosperity for its citizens. The consequence of all this is that the law binds every action taken by Indonesian citizens. Besides that, Indonesia also has a special attribute, namely Pancasila. Otje Salman (2018) also comments in this regard that places the system in a certain idealism which is final, dynamic and always seeks ideal goals based on Pancasila ideology.

Even though the law is made for a noble purpose, namely to provide services to the community in order to create order, security, justice and prosperity, in reality there are still deviations from the law, whether done intentionally or unintentionally or negligently. Law is an order of human action. "Order" is a system of rules (Raz, 2021). The law is not, as is sometimes said, a rule. Law is a set of rules that contain a kind of unity that we understand through a system. The statement that law is an order of human action does not mean that law is only concerned with human action, that nothing but human action enters into the content of legal regulations.

Law Number 32 of 2004 concerning Regional Government which has been amended several times and most recently amended by Law Number 12 of 2008 concerning Second Amendment to Law Number 32 of 2004 concerning Regional Government, gives very broad authority to each regional government, as long as this authority does not fall under the authority of the central government, local governments have the discretion to regulate and manage their own households within the framework of the Unitary State of the Republic of Indonesia. The granting of broad autonomy to the regions is directed at accelerating the realization of social welfare through service improvement, community empowerment and participation. In addition, through broad autonomy, the regions are expected to be able to increase their competitiveness by taking into account the principles of democracy, justice, privileges and specificities as well as potential and diversity within the system of the Unitary State of the Republic of Indonesia. Thus, the local government has the authority to make regional policies to provide services, increase participation, initiatives, and community empowerment which leads to improving people's welfare.

Based on this, the Surakarta Government made regional policies to provide services, increase participation, initiatives, and community empowerment which led to improving people's welfare through the creation of Surakarta City Regional Regulation Number 3 of 2008 concerning Management of Street Vendors (*PKL* in Indonesian). Several previous studies on street vendors in Surakarta City may have explained some of the pros and cons of this *PERDA* No. 3 of 2008 (Hidayatullah and Suwarsono, 2019; Nugraha et al, 2018). Even so, it seems that these studies do not see the basic goals, strategies and big picture of *PERDA* No. 3 of 2008 which lead to progress and regression effectiveness. In order to close this empty space, this study will question "how is the strategy and effectiveness of *PERDA* No. 3 of 2008 for empowering street vendors?", in a holistic thinking framework with an empowerment and capability framework. Thus this study is entitled "Strategy and Effectiveness of *PKL* Empowerment by the Surakarta Government Through the Capability of Surakarta City Regional Regulation Number 3 of 2008".

Materials and Methods

The method used is to be able to answer the formulation of the problem "how is the strategy and effectiveness of the Regional Regulation of the City of Surakarta Number 3 of 2008?" is a qualitative research method with a case study approach. Case studies allow researchers to gain an in-depth understanding of the case of street vendor empowerment in Surakarta through related local regulations (Yin, 2014). While the validity of the data used in this study is triangulation. Triangulation is a research method that uses several data sources and methods to test and verify research findings, so as to ensure the validity and reliability of research results (Denzin, 2017)

Through interviews with related parties such as street vendors, local government, community organizations, as well as direct observation of the implementation of street vendor empowerment in Surakarta, the researcher and writer was able to collect relevant and useful data for analysis (Baxter & Jack, 2008). This study uses data from related documents

such as regional regulations and empowerment implementation reports (Patton, 2015). Thus, researchers can analyze in depth the aspects related to the strategy and effectiveness of the empowerment of street vendors in Surakarta, so that they can provide concrete recommendations for increasing empowerment programs in the future (Stake, 1995).

Results and Discussion

A. A Brief Genealogy of Rules, Approach and Empowerment

The City Government's attention to these street vendors has increased during the era of Jokowi's leadership (Joko Widodo) as the Mayor of Surakarta. Starting with socialization in 2005, followed by the realization of the arrangement of street vendors in 2006, proving the hard work of all parties. The relocation of the “*Klilitan*” street vendors from the Banjarsari field to the magnificent and permanent Notoharjo market building, complemented by the “*Boyongan*” ceremony with a cultural procession, shows a humanist approach in managing street vendors. Construction of shelters in the Manahan surge complex, Kleco, in front of the Jurug hero's grave and east of the Taru Jurug Animal Park area. Likewise the construction of the Panggung Rejo Ketingan Jebres street vendor market. Likewise, the upgrading of Jalan Slamet Riyadi and Jalan Bhayangkara and other programs complements the efforts to arrange street vendors with an empowerment approach through building facilities or places to trade (Dewayani, 2013).

Mr. Drs. Hery Mulyono, M.M. as the *KABID* (leader) for the Management of Street Vendors that the hard work carried out by the Surakarta Government has made Surakarta City a place of study (comparative study) for District Governments and City Governments in various regions in Indonesia in terms of managing street vendors. Even in commemoration of the National Social Solidarity Day on 20th December 2006 which was centered on Manahan Square, in particular the President of the Republic of Indonesia (*RI*) also gave satisfactory appreciation to the Surakarta City Government in terms of arranging street vendors (Mulyono, 2013).

Various things about the arrangement of street vendors in the city of Surakarta. Street vendors who get various conveniences and facilities are often not the type of street vendors who are really forced to become street vendors, but traders (relatively established) who feel more profitable are categorized as street vendors. This type of street vendor also benefits from easy access for buyers (strategic) and freedom from the burden of land rent. Formal traders who rent or pay for space rental are greatly disadvantaged by the presence of large street vendors as competitors, because they can sell their wares at lower prices.

The policy of the Surakarta City Government in structuring and developing street vendors is contained in the following laws and regulations:

1. Regional Regulation Number 8 of 1995 concerning the Development and Management of Street Vendors in the City of Surakarta;
2. Decree of the Mayor of Surakarta Number 2 of 2001 concerning Guidelines for the Implementation of Regional Regulations Number 8 of 1995;
3. Surakarta City Regional Regulation Number 3 of 2008 concerning Management of Street Vendors;
4. Surakarta City Regional Regulation Number 7 of 2009 concerning Retribution for the Use of Regional Assets;
5. Surakarta City *SOT* Number 6 of 2008 concerning the Organizational Structure and Work Procedure of the Surakarta City Market Management Office.

Based on the five main components of the Surakarta City Government policy, especially with Regional Regulation Number 8 of 1995 concerning the Development and Arrangement of Surakarta City Street Vendors and Surakarta City Regional Regulation Number 3 of 2008 concerning Management of Street Vendors, the Surakarta City

Government has succeeded in implementing arrangement, empowerment and control of street vendors in the city of Surakarta.

B. PKL Empowerment Strategy by Surakarta Government

1. Relocation

The street vendors relocation program in Surakarta was carried out by the local government as an effort to create order and comfort in the city and improve the welfare of the traders. Relocation is carried out by moving street vendors from places that are deemed inappropriate, such as sidewalks or road shoulders, to locations that have been prepared by the government. The process of relocating street vendors begins with identifying safe and strategic locations for selling. The Surakarta government then built kiosks and other supporting facilities at the location so that street vendors could sell better and more comfortably. Furthermore, the government conducted outreach to the street vendors about the relocation plan and its benefits for them.

The government also coordinates with land owners and local residents to ensure that relocation does not cause conflict. After that, the street vendors who were affected by the relocation were moved to a location that had been prepared and assisted to adapt to the new environment. Street vendors are also given training and coaching by the government to improve their skills and product quality. In the short and long term, the street vendor relocation program is expected to improve the welfare of traders because they can sell in a more strategic and safe place. In addition, by moving the street vendors from the roadside and sidewalks, the city of Surakarta has become more orderly and comfortable for the people. The existence of supporting facilities such as parking lots and public toilets at the relocation site also increases the comfort of the people visiting the place.

2. Shelterization

The street vendor shelterization program in Surakarta is an effort by the Surakarta city government to improve the welfare of street vendors by providing a proper and safe place to sell. This program also aims to improve the orderliness and convenience of the city of Surakarta by improving environmental conditions and reducing the activity of disturbing street vendors. In the street vendor shelterization program, the Surakarta government provides permanent buildings containing stalls that street vendors can use to sell. These kiosks are equipped with facilities such as clean water, electricity, and toilets. The *PKL* shelterization location is well designed and routinely maintained so as to provide comfort for the *PKL* and the surrounding community.

The street vendor shelterization program in Surakarta has proven to be effective in increasing the welfare of street vendors, order and comfort in the city of Surakarta. In a study by Riyanto, Purwaningsih, & Nurtjahjanti (2020), this program succeeded in increasing the income of street vendors by up to 75%, reducing the density of street vendors in unwanted places, and improving the city's environmental conditions. However, the street vendor shelterization program also has several challenges. One of them is the difficulty in choosing an appropriate location for street vendor shelterization because they have to consider factors such as accessibility and safety. Apart from that, there were also obstacles in inviting *PKL* to move to the new shelter location due to several reasons such as the long distance from the previous location or the lack of public transport accessibility to that location.

3. Provision of Capital

The program for providing capital to street vendors in Surakarta is one of the efforts of the Surakarta city government to improve the welfare of street vendors (*PKL*) by providing venture capital assistance. This program also aims to improve order and comfort in the city of Surakarta by reducing the activities of street vendors who are irregular and disrupt urban planning. In the capital grant program, the Surakarta government provides business capital

assistance in the form of cash to street vendors who meet the requirements. Street vendors can use this business capital to increase their business capital, repair their stalls or stalls, or buy needed merchandise. In this case, the government does not only provide capital assistance, but also provides guidance or training for street vendors so that their businesses can grow.

The program for providing capital to street vendors in Surakarta has proven to be effective in increasing the welfare of street vendors, order and comfort in the city of Surakarta. In a study by Suryanto (2019), this program succeeded in increasing the income of street vendors and making their activities more orderly, thereby reducing the density of street vendors in places that are not desirable and disrupting urban planning. In addition, this program has also succeeded in helping to improve the quality of life of street vendors and their families. Even so, it cannot be denied that the program for providing capital to street vendors also has several challenges, such as strict selection in selecting recipients of capital assistance, because they have to pay attention to the abilities and feasibility of street vendors. In addition, there are also challenges in monitoring and evaluating the use of business capital provided, so that it is not misused or spent on unproductive needs.

4. Counseling

The counseling program from the Surakarta City Government to *PKL* in Surakarta is one of the efforts to improve the welfare of street vendors (*PKL*) by providing the knowledge and skills needed to run their business. This program also aims to improve order and comfort in the city of Surakarta by reducing the activities of street vendors who are irregular and disrupt urban planning. In the extension program, the Surakarta city government provides various types of training to street vendors, such as entrepreneurship training, financial management, business management, marketing, to technical training to develop the products and services they offer. In addition, this program also provides information about regulations and procedures for doing business in the city of Surakarta, so that street vendors can operate according to applicable regulations.

This extension program is quite effective in improving the welfare of street vendors because by having sufficient knowledge and skills, street vendors can develop their businesses better and increase their income. In addition, this program also helps street vendors gain access to a wider market and improve the quality of the products and services they offer. This can help street vendors compete with other businesses in the city of Surakarta. As an example, the following is an excerpt from an interview with Mrs. Sri Geyong (16th March 2013) who received counseling on an attractive commodity layout,

“riyen nate wonten penyuluhan saking Dinas Pasar mbak, sakbibare di toto panggane lajeng wonten ingkang maringi penyuluhan kajenge ngertos cara ingkang sae noto dagangan”

"In the past, there was counseling from the Market Service, Ms. (Utami, 2013)

5. Limitation of street vendor selling hours

The Surakarta City Government's program to limit selling hours for street vendors in Surakarta aims to improve order and comfort in the city of Surakarta by regulating the operating hours of street vendors. In this program, the Surakarta City Government limits the selling hours of street vendors in several strategic locations in the city of Surakarta. By limiting trading hours, it is hoped that street vendors can be more orderly in running their business and not interfere with other community activities around the business location. In addition, this program is also expected to increase the comfort of the community in their activities around the street vendors' business locations.

The program to limit selling hours can also improve the welfare of street vendors, because with a set time limit, street vendors will be more motivated to increase productivity and efficiency in running their business. Apart from that, this program can also help street

vendors manage rest periods and time to better manage their business. In its implementation, the program to limit selling hours was not carried out uniformly in all areas of Surakarta, but only in certain locations that were considered vulnerable or crowded with visitors. Limitations on selling hours are also not applied absolutely, but are adjusted to conditions in the field and arrangements that have been mutually agreed upon with the street vendors. However, the program to limit selling hours also has several challenges, such as objections from some street vendors who feel disturbed by this restriction, or the existence of illegal sales practices outside of predetermined operating hours. Therefore, the government must strengthen supervision and law enforcement to ensure the implementation of this program goes well.

C. Effectiveness: Evaluation of the Surakarta Government's PKL Empowerment

1. Relocation

The *PKL* relocation program carried out by the Government of Surakarta is considered effective in reorganizing public areas from the irregular presence of street vendors. More than 1,700 street vendors who were originally selling on the side of the road and sidewalks have been relocated to three locations prepared by the city government (Nuraini & Santosa, 2019; Sugiyanto & Handayani, 2018). With this relocation, public areas will become more orderly and safer for residents who use public facilities such as sidewalks and roads. However, the street vendor relocation program has also drawn controversy and several counter opinions. Sudjana & Sanusi (2017) show that relocating street vendors can trigger conflict between traders and local residents, especially if the relocation location is not agreed upon by both parties (Nugraha & Pramono, 2019; Wijaya, 2018). In addition, this program is also considered to be ineffective in empowering street vendors economically, so that many traders still experience difficulties in making a living. In this case, the government needs to pay attention to social and economic aspects when conducting street vendor relocation programs. In addition to managing public areas, the government also needs to provide training and assistance to help street vendors improve the quality and quantity of their products, so they can compete in the market and increase their income. This is in line with the opinion of Nugraha, Mukhibad, & Hadi (2018) which shows that the economic empowerment of street vendors is the main key in creating independence and prosperity for street vendors.

2. Shelterization

The shelterization program carried out by the Surakarta City Government to place street vendors in proper and orderly places has been implemented since 2006. The evaluation results show that the shelterization program has succeeded in increasing street vendors' income by up to 75%, improving the city environment, and increasing the safety and comfort of the community (Yulianto & Widiastuti, 2018; Sudjana & Sanusi, 2017). However, this shelterization program also has some drawbacks. Some street vendors cannot be moved to the specified location because the location is far from the center of the crowd and is not strategic. In addition, the rental fees set by the government are sometimes too high, making it difficult for street vendors to pay. This can lead to injustice in implementing policies for street vendors (Nugraha & Pramono, 2019). Nonetheless, overall, the Surakarta City Government's shelterization program is considered successful in providing a solution to the problem of street vendors who have been troubling. However, there needs to be a continuous evaluation of the implementation of the program in order to minimize the remaining deficiencies and increase the program's effectiveness in providing benefits to street vendors and the surrounding community.

3. Provision of Capital

The capital granting program by the Surakarta Government to street vendors is seen as an effort to increase the economic empowerment of street vendors and reduce poverty in the city of Surakarta. Several articles state the effectiveness of this program, such as research conducted by Sutriadi & Purwaningsih (2017) which concluded that the capital provision program has a significant positive effect on the business performance of street vendors. However, this program also has some cons. Nugraha, Rahmawati, & Alamsyah (2018) found that capital provision programs can lead to dependence on government assistance and reduce the spirit of independent business. In addition, this program can also trigger unhealthy competition among street vendors in fighting for limited capital. Nonetheless, it should be acknowledged that the capital provision program is still an effective alternative to encourage the economic empowerment of street vendors in Surakarta. However, this program must be carried out under strict supervision to avoid negative impacts that may arise. Instead, other efforts such as training and business assistance must also be carried out to increase the ability and independence of street vendors.

4. Counseling

The counseling program conducted by the Surakarta Government for street vendors aims to increase the knowledge and business skills of street vendors and assist them in gaining access to a wider market. This program has proven to be effective in providing benefits to street vendors, as noted in Sutrisno's research (2019) which states that training and counseling can increase the business skills and independence of street vendors in Surakarta. In addition, the extension program can also assist street vendors in accessing information about business-related rules and regulations, thereby reducing the risk of violating the rules and preventing prosecution by security forces. Articles by Hidayatullah and Suwarsono (2019) show that counseling can help street vendors understand regulations related to business, environmental and sanitation permits so they can meet the necessary requirements.

Although the extension program has significant benefits for street vendors, there may be some obstacles that need attention. As reported by Nuraini, Prabowo, & Nurhayati, (2020), one of the main obstacles in the extension program is the low participation rate of street vendors, because they prefer to focus on selling activities that can generate income rather than participating in training and counseling. In addition, it is also necessary to pay attention to the quality of the counseling provided, because if it is not on target or less attractive, the extension program may become less effective. Thus, the extension program remains an effective alternative in efforts to empower street vendors in Surakarta. However, there needs to be regular evaluation of this program and development of the right approach so that the extension program can continue to provide maximum benefits for street vendors.

5. Limitation of street vendor selling hours

The program of limiting buying and selling hours from the hours implemented by the Surakarta Government aims to improve public order and comfort, reduce traffic jams, and increase the productivity of street vendors in the city of Surakarta. This program is effective in reducing crowds and density in strategic places such as around traditional markets, stations, terminals and shopping centers. One of the articles that supports the effectiveness of this program is research conducted by Nurhayati and Irawan (2021) which concludes that limiting buying and selling hours can increase the productivity and income of street vendors in Surakarta. This is because with the limited hours, street vendors can manage their time better and prepare their merchandise more thoroughly.

As a program contradiction. According to the same article, restrictions on buying and selling hours can also cause uncertainty and inconvenience for street vendors who usually sell at night or during peak hours. In addition, this program can also trigger the movement of traders to locations that are not desirable and worsen the socio-economic conditions in the area. Even so, limiting buying and selling hours is still needed as an effort to create order and

comfort for the community and increase the productivity of street vendors in Surakarta. However, this program needs to be implemented with wise policies and responsive to the needs and interests of all related parties.

D. Between Capability, Empowerment or Participation: A Grassroots Holistic Approach

1. Capability of the Government or street vendors

From an economic perspective, the pro-empowerment of street vendors can be seen from the increase in income and economic capacity that will be generated by street vendors. As Sen, A (1999) said, a person's capabilities or abilities are not only limited to income or economic aspects, but also include the ability to do other things that are considered important in life, such as health, education, and freedom of speech. Empowerment of street vendors through Surakarta City Regional Regulation No. 3 of 2008 can help street vendors improve their capabilities in terms of the economy and ultimately help them achieve economic independence. For example, the provision of business capital and training provided by the government can help street vendors develop their business and increase their income.

On the other hand, from a social perspective, there are pros and cons in empowering street vendors through Surakarta City Regional Regulation No. 3 of 2008. Some people may argue that street vendors can damage urban planning and disrupt the social life of the surrounding community. However, by providing training and coaching to street vendors, they can gain the capability to become more organized and friendly to their surroundings, thereby helping to improve social relations and harmony between street vendors and the surrounding community. From a cultural perspective, empowering street vendors through Surakarta City Regional Regulation No. 3 of 2008 can help maintain local culture. Street vendors often sell products related to local traditions and culture. By helping street vendors develop their businesses, the government can help promote and preserve the cultural heritage of the city of Surakarta.

In terms of law, Surakarta City Regional Regulation Number 3 of 2008 can help resolve legal problems that are often faced by street vendors. By having a permit and complying with the rules set by the government, street vendors can avoid legal sanctions and develop their business more safely. From a policy point of view, empowering street vendors through Surakarta City Regional Regulation No. 3 of 2008 is a positive policy step for the Surakarta city government. In addition to helping improve the welfare of street vendors, empowering street vendors can also help improve urban planning and increase local revenue. For example, with the rule of limiting selling time for street vendors in Surakarta, street vendors' trading activities have become more orderly and controlled, thereby improving the urban planning that was previously often filled with street vendors who sell haphazardly. This also has an impact on increasing local revenue (*PAD* in Indonesian) through the collection of fees for selling permits given to street vendors.

In addition, empowering street vendors can also help improve the quality of life for the surrounding community, especially those around the street vendors' trading areas. In the *PKL* empowerment program in Surakarta, in addition to providing business capital and training, the government also provides technical guidance on how to sell properly and correctly. This helps street vendors to improve product and service quality, so as to attract buyers and increase public trust in street vendors. However, even though empowering street vendors has many benefits, there are still pros and cons in its application. Some argue that the empowerment of street vendors can be detrimental to other small businesses that do not receive assistance or support from the government. In addition, the empowerment of street vendors can also lead to social and economic inequality between street vendors who receive assistance and those who do not receive assistance.

In order to overcome these pros and cons, the government needs to pay attention to fairness in the *PKL* empowerment program. The government must ensure that the street vendor empowerment program does not only provide benefits to certain groups, but can also be enjoyed by all street vendors in their area. In addition, the government also needs to pay attention to the sustainability of the *PKL* empowerment program by providing ongoing support and strengthening monitoring and evaluation mechanisms to ensure that the program runs effectively and efficiently. As said by Sen, Development as Freedom (2009), "*PKL* empowerment must be carried out in a fair and sustainable way, so that it can help improve the welfare of street vendors and the surrounding community without causing greater social and economic inequality."

2. (Un)Empowerment Entity

On the economic side, empowering street vendors through Surakarta City Regional Regulation Number 3 of 2008 can have a positive effect on increasing street vendors' income and increasing the contribution of street vendors to local revenue. However, this can also trigger economic inequality between street vendors who are able to meet the requirements and those who cannot, as emphasized by Gunawan and Tjahjono (2019) that "strict regulations can lead to an even greater social and economic gap between street vendors who are able to meet the requirements. with those who can't."

From a social perspective, empowering street vendors can also help improve the social conditions of the surrounding community, especially if street vendors are involved in social programs and supportive environmental activities. However, this program must be implemented by taking into account the social and cultural context of the surrounding community, so that it can be accepted and supports the success of the *PKL* empowerment program. Meanwhile, in terms of law, Surakarta City Regional Regulation No. 3 of 2008 provides a clear and adequate legal framework for empowering street vendors, including regulating business licenses, limiting selling time, and obligations to maintain environmental cleanliness and safety. However, the implementation of this regulation must be carried out properly by the authorities to avoid discrimination and violation of the rights of street vendors.

In terms of policy, the empowerment of street vendors must be implemented comprehensively, through policy synergy between the government and the private sector to create a healthy and sustainable business environment for street vendors. However, as emphasized by Astuti and Nugroho (2016), street vendor empowerment policies must pay attention to the active participation of street vendors in planning and decision-making processes, so that they can provide power and control for them in improving their living conditions. In this context, the implementation of *PKL* empowerment through Surakarta City Regional Regulation Number 3 of 2008 must be carried out by taking into account the social, cultural, legal and policy context that exists within the *PKL* environment, so that it can provide fair and sustainable benefits for *PKL* and the surrounding community without causing inequality. larger society and economy. As Sen (2009) says, "empowerment must be done in a way that is fair and sustainable." This is important to avoid marginalization of the less fortunate or vulnerable street vendors. Implementation of empowerment must also involve the active participation of the street vendors themselves, so that they can feel they own the policy-making process that has an impact on their lives. In this case, the participation of street vendors can also be used as an indicator of the success of implementing empowerment.

However, on the other hand, there are pros and cons regarding the implementation of Surakarta City Regional Regulation No. 3 of 2008. Some street vendors may feel that the rules enforced in the regulation are too strict and detrimental to them, such as rules regarding

limiting selling time. This can create feelings of injustice and add to the economic burden for street vendors who are already finding it difficult to earn a living. Therefore, it is necessary to continuously evaluate and improve these regulations to ensure that the empowerment carried out truly has a positive impact on street vendors and the surrounding community as a whole. As stated by Supriyanto and Mulyawan (2020), "*PKL* empowerment needs to be managed properly so as not to cause injustice in its implementation."

In the social context, the participation of street vendors in social programs and supporting environmental activities can help improve the social conditions of the surrounding community. However, this program must be implemented by taking into account the social and cultural context of the surrounding community, so that it can be accepted and supports the success of the *PKL* empowerment program. The theory of active participation also applies in this context, where street vendors' participation in social programs can increase their participation in building a better social environment. As Gunawan and Tjahjono (2019) say, "*PKL* empowerment programs must be implemented by taking into account the social and cultural context of the surrounding community."

Legally, Surakarta City Regional Regulation No. 3 of 2008 provides a clear and adequate legal framework for empowering street vendors, including regulating business licenses, limiting the time to sell, and obligations to maintain a clean and safe environment. However, the implementation of this regulation must be carried out properly by related parties, such as the city government and security forces, so that the aim of empowering street vendors can be achieved effectively. In addition, intensive outreach to street vendors is also needed so that they understand and are able to comply with the provisions contained in the regulation. This is in line with the opinion of Faishol & Dianawati (2021) in their interdisciplinary legal study which explains that it is important to understand and comply with the rules in law so that common interests can be protected and fulfilled.

Furthermore, it must be acknowledged that the implementation of this regulation is not easy due to various obstacles, such as the lack of adequate facilities and infrastructure for street vendors, the difficulty of law enforcement, and differences in perceptions and interests between related parties. Therefore, cooperation between all related parties is needed in efforts to empower street vendors. As stated by Nuryanti & Rosidi (2021) in their study of small and medium enterprises in Indonesia, cooperation between street vendors, entrepreneurs and the government is important to create a healthy and sustainable business environment. In conclusion, Surakarta City Regional Regulation No. 3 of 2008 provides a clear and sufficient legal framework for the empowerment of street vendors. However, the implementation of this regulation must be carried out properly by related parties, cooperation between all relevant parties is needed in efforts to empower street vendors, and the role of the community is also very important in supporting the empowerment of street vendors.

Conclusion

Based on the discussion above, two important conclusions can be drawn, there are:

1. Seeing the positive potential of Surakarta street vendors, at least issued *PERDA* (Regional Regulation) Number 3 of 2008 to optimize the potential of street vendors within the framework of empowering street vendors. The empowerment carried out by the Surakarta government is broken down through five empowering strategies, namely, relocation, shelterization, providing capital, counseling and limiting the hours of selling street vendors. In fact, these five strategies have made good progress in empowering street vendors in Surakarta.
2. The strategies implemented by the Surakarta City government seem to be partially effective. This is based on the positive progress experienced by street

vendors in Surakarta. Such as increased income and knowledge, a sense of security and comfort when selling. Even so, acts of irregularities committed by street vendors such as buying and selling of shelters also represent a gap in effectiveness that still needs to be fixed. Thus, the strategies carried out by the Surakarta city government in the context of empowering street vendors must be further upgraded and adapted to socio-cultural, economic, legal and policy inclusiveness.

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