



Implementation of Policy for Arranging Street Vendors in Singkawang City

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Abstract: This study aims to describe and analyze the implementation of the Policy for the Arrangement of Street Vendors on Jalan Merdeka to Lapangan Tarakan, Singkawang City. The analysis was conducted using the policy implementation theory from Merilee S. Grindle which includes content and context variables. This study uses a descriptive qualitative method with an inductive approach. Data collection techniques include observation, interviews, and documentation studies. The results of the study indicate that the involvement of the government, street vendors, and the community in the planning and implementation process of the policy is very important to achieve the desired goals. The Street Vendor Arrangement Policy has accommodated the interests of all target groups, namely street vendors affected by relocation and the community. This program provides types of academic, social, and environmental benefits that are felt directly, fairly, and evenly. This policy has also succeeded in encouraging positive changes in environmental and social aspects, thus creating a public space that can be enjoyed by all levels of society. However, in terms of resources, both budget, human resources and infrastructure are still inadequate so they need to be improved. The implementation of this policy involves various actors with different powers, interests, and strategies, but in general shows high commitment and support. The characteristics of the implementing agency, such as a flexible organizational structure, responsive organizational culture, and strong leadership, also support the success of implementation. In addition, street vendors' compliance with regulations and government responsiveness to community aspirations are key factors in the success of policy implementation. However, in terms of resources, both budget, human resources and infrastructure, they are still inadequate and need to be improved.

Keyword: Policy, Policy Implementation, Street Vendor, Local Government

INTRODUCTION

Street vendors play an important role in the economy, especially in developing countries (Anwar, 2024; Bhowmik, 2010). They are often not formally registered in official economic statistics, so their contribution to Gross Domestic Product is often not clearly visible. Street

vendors emerge as a manifestation of the phenomenon of urbanization (Roever & Skinner, 2016; Sariffuddin, Wahyono, & Brotosunaryo, 2017; Wongtada, 2014). For those who have the opportunity, some immigrants sell in big cities with various businesses such as opening shops, becoming MSMEs, and various types of businesses. For those who do not have these opportunities, they choose to sell as Street Vendors. The positive side of this can improve people's welfare because it provides an overview of opportunities, facilities and support for people to improve their economic welfare independently (Handoyo & Wijayanti, 2021).

Rapid urbanization not only has an impact on city infrastructure but also gives rise to new socio-economic dynamics, one of which is the increasing number of Street Vendors (Fathy & Rachmawan, 2020; Malasan, 2019). The existence of Street Vendors is the result of economic inequality, where population growth is not in line with available jobs. Many of them do not have the skills or capital or proper education to compete for jobs in the formal sector (Pilz, Uma, Venkatram, 2015; Roever, 2014; Adhikari, 2014). So they trade by utilizing public spaces because the place is easily accessible and cheap, even though it is contrary to City Spatial Planning regulations.

Street Vendors are one of the important elements in the urban economy, especially in developing countries like Indonesia (Suryanto, Adianto, & Gabe, 2020). Considering all economic and social aspects, Street Vendors not only express the entrepreneurial spirit of people who are not accommodated in the formal economy, but are also evidence of structural economic problems in the city. Street Vendors as actors in public space are essentially a form of interaction between the informal economy and urban governance (Polese, Rekhviashvili, & Morris, 2016). In addition to providing economic contributions to part of the microeconomic group, the existence of Street Vendors exacerbates the dilemma in urban planning. The reason is because, according to a negative view, Street Vendors will always have an impact on the issuance of any action, cause traffic complications, and hinder the aesthetics of the functionality of public space (Torky & Heath, 2021; Onodugo et al., 2016; Rahayu et al., 2025). Other sources state that despite causing problems, street vendors will always provide employment opportunities for economic groups that are less accommodated in the formal economy and provide a source of consumption needs for everyday consumer goods.

With the regional autonomy system implemented in Indonesia (Sabara, 2022; Badrudin & Siregar, 2015), local governments are trying to overcome this problem by designing better spatial planning and developing programs for urban development. However, increasing urbanization requires a more mature strategy so that the growth of small and medium cities can be sustainable and inclusive. This phenomenon illustrates how urbanization in Indonesia is not only happening in big cities, but also in small and medium cities which are now becoming new magnets for population migration (Silver, 2024), as well as challenges for local governments.

The challenges of urban planning that arise as a result of the existence of street vendors make the Regional Government have to think hard (Akil et al., 2023; Rahayu et al., 2025; Malasan, 2019), where on the one hand there is the economic sustainability of street vendors, and on the other hand the orderliness of urban spatial planning that must be maintained in order to create an orderly, comfortable and livable environment for the entire community. The hope of the regional government in organizing street vendors will improve the order of the city, provide more comfortable public spaces for the community, and improve business conditions for street vendors in more structured and conducive locations. This policy is expected to run effectively with clear regulations, support from traders, and adequate supporting facilities at the relocation site. However, the policy of organizing street vendors often faces obstacles (Suryanto, Adianto, & Gabe, 2020; Abdullah, 2022; Utomo et al., 2025; Fathy & Rachmawan, 2020) such as rejection from street vendors who feel they have lost customers, minimal supporting facilities at the new location, lack of socialization before implementation, and other potential impacts.

The Singkawang City Government is one of those who are trying to implement a policy to organize street vendors. One of the things that is in the spotlight is the presence of street vendors who sell along Jalan Merdeka, Singkawang City, especially at night, which has a negative impact, namely causing congestion and disturbing pedestrians because the sidewalks are actually intended for pedestrians but are instead used for selling. For the Singkawang City Government, this presents a dilemma because the contribution of street vendors to the regional economy is quite large. However, on the other hand, street vendors also face various challenges such as business permits, limited space for business, and evictions are often obstacles for traders (Jumhur, 2015; Wulandari & Purnomo, 2024). In addition, security and cleanliness are also major concerns that need to be addressed so that the presence of street vendors can be maintained and not disrupt public order.

Therefore, the Singkawang City Government initiated to relocate street vendors located on Jalan Merdeka to Lapangan Tarakan. However, initial identification showed that the move encountered a problematic situation due to rejection from street vendors who felt they already had regular customers and the location on the side of the road was easily accessible to buyers. By considering this, this study aims to analyze the implementation of policies on the arrangement of street vendors in Singkawang City, especially street vendors located on Jalan Merdeka to Lapangan Tarakan.

METHOD

This study uses a qualitative research method with a case study. The focus of this study is to explore in depth the case of street vendor arrangement carried out by the Singkawang City Government to see the phenomenon of urbanization comprehensively in the Implementation of the Street Vendor Arrangement Policy on Jalan Merdeka to Lapangan Tarakan, Singkawang City in 2023-2024. This study has collected data through three main techniques: interviews, observations, and document studies. These techniques help build a comprehensive understanding of research topics. The determination of informants in this study used purposive sampling, namely data sources or informants that were determined intentionally according to the objectives or intentions. This was done by selecting people who understand, know what is meant and are in accordance with the objectives of the study. This study chose to apply data analysis techniques consisting of three main steps, namely data reduction, data presentation, and drawing conclusions. In the first step, the data collected will be reduced, which is filtered and selected which one is relevant for further analysis. This reduction process is important for eliminating irrelevant or excessive data, so focus only on data that supports research objectives. Furthermore, data that has been reduced will be presented in an easy -to -understand form, such as descriptive narrative, table, or graph. This data presentation aims to provide a clearer and more structured picture of the main findings in research. After the data is presented, the researcher will draw conclusions by identifying the patterns that arise from the data. The drawing of this conclusion is supported by relevant theories and aims to answer research questions and provide useful recommendations.

RESULTS AND DISCUSSION

The implementation of the street vendor arrangement policy on Jalan Merdeka to Lapangan Tarakan aims to organize the area and provide comfort for road users. In addition, with a neat arrangement in Lapangan Tarakan, with facilities that will be improved, traders can sell more orderly and consumers will be more comfortable shopping. In addition, the impacts felt on Jalan Merdeka include reduced congestion, cleaner streets, pedestrian areas that can be used by pedestrians, and a safer, cleaner and more comfortable environment for visitors. The effectiveness of the implementation of this policy is highly dependent on two main things, namely the content of the policy and the context of its implementation.

Content of Policy

In the content of the policy, it includes everything that regulates and the objectives contained in the policy, such as interests that influence the implementation of a policy, the types of benefits that can be obtained, the scope of changes to be achieved, the location of decision-making, program implementers, and the resources used in implementing the policy.

First, the interests that influence the implementation of the Street Vendor Arrangement Policy on Jalan Merdeka to Lapangan Tarakan must involve many interests in it, and it can be seen to what extent these interests influence the implementation of the policy. It can be concluded that the interests that influence play a very active role so that a policy is implemented, in which there are the interests of the Acting Mayor of Singkawang who was then held by Mr. Drs. H. Sumastro, M.Si, Members of the DPRD, the Community as road users, and the main target of this policy, namely street vendors who will be relocated, where after being relocated they will feel safer, registered and can feel various benefits such as ease of doing business, will not be evicted by the Civil Service Police and ease of using credit products offered by banks.

Overall, Grindle's theory shows that street vendor management policies must consider the interests of various affected parties, be it traders, the community, the government, or other business actors. The implementation of this policy needs to find a balance between these various interests so that all parties feel benefited and the policy can run successfully.

Second, in Grindle's theory, the type of benefit emphasizes understanding what types of benefits a policy has that can then influence a policy. When a policy is implemented, the result of its implementation is a type of benefit or result that is given to the target group. The type of benefit or advantage will influence support for the policy and how the policy is implemented in the field.

It is hoped that the policy of arranging street vendors can provide sustainable benefits such as increased turnover, legal certainty, comfort in selling, and better facilities. Likewise for the city of Singkawang as a whole, this policy will support the growth of the micro economy, create a more humane city space, and make this city an example of sustainable and proud development.

Third, the scope of changes to be achieved, this aspect describes the extent to which changes will occur and are expected to be achieved through policies implemented by the Government for Street Vendors in order to achieve a goal. The government wants to educate the public that changing mindsets is very important, including in terms of comfort in selling and consumer behavior, such as the willingness to walk or accept a new, more organized location. Therefore, this relocation is accompanied by advanced arrangement concepts such as the one gate one cashier system, menu diversification, and healthy competition between business actors.

The changes that occurred after the Street Vendor Arrangement was carried out can be said to be widely felt by Street Vendors, especially related to changes in economic conditions for Street Vendors, changes in behavior of Street Vendors, changes in social relations between Street Vendors and the community, and changes in the sustainability of Street Vendor businesses. The changes desired by the Singkawang City Government are changes to a more orderly City Plan, changes in the regulatory system and law enforcement, changes in infrastructure and public facilities.

The changes expected through this policy include the creation of a more orderly, clean, comfortable, and aesthetic selling area. Informants assessed that this policy was quite significant in supporting the welfare of Street Vendors, although the level of success in the economic aspect was still influenced by the purchasing power of the community. The progress that has been achieved is considered positive, but changes in community habits are also a

challenge in themselves. For example, people now have to park and walk to the relocation location, different from the old habit of shopping from above vehicles on the side of the road. This change requires the community to be more orderly and aware of the public interest, although not all individuals can easily adapt.

Overall, Grindle's theory helps us understand that the implementation of street vendor management policies is not just about creating new rules, but also about creating positive changes for all parties involved, from street vendors, the government, to the community. By focusing on these desired changes, street vendor management policies can be more effective and provide broad benefits for all parties.

Fourth, the location of decision-making. As the main actor in this policy, the Regional Head plays an important role in convincing Street Vendors, rallying support from the regional legislature as a representation of the people, and ensuring synergy with security forces such as the military and police so that this policy runs smoothly without prolonged conflict. The government realizes that the main challenge lies in the mindset of people who are afraid to leave their comfort zone. In fact, changing locations can bring new opportunities that are better economically and socially. The function of government is not only to follow momentary political tastes, but also to empower and educate the community to develop in an orderly and directed civilization.

Overall, the location of decision-making in the policy of arranging street vendors is very important to determine the extent to which the policy can run effectively. Decisions must involve various affected parties, both from the government, street vendors, and the community. When the decision-making process is carried out inclusively and considers the needs of all parties, the policy of arranging street vendors will be more successful in its implementation.

Fifth, program implementers. Grindle's theory states that the program implementation aspect is very important to ensure that the designed policy can be implemented well in the field. The program implementers include anyone who is directly involved in the implementation of the policy and how they carry out their duties to achieve the desired goals. In the context of the Street Vendor Arrangement Policy, the program implementers will greatly determine the success of the policy.

Overall, the program implementers in the Street Vendors arrangement policy are not only limited to local governments or law enforcement, but also involve various related parties, both the Street Vendors themselves and the community. The success of implementing this policy is highly dependent on good coordination between all program implementers, as well as the support and commitment to create the desired changes. If all parties play an active role and support each other, then the Street Vendor arrangement policy can run smoothly and benefit all parties.

Sixth, the resources used in implementing the policy. The aspect of resources deployed refers to how much and how effective the resources, be it budget, manpower, facilities, or technology are used to support policy implementation. In terms of street vendor management policies, the resources deployed play a very important role in ensuring that this policy can run well and achieve the desired goals.

The Singkawang City Government has allocated funds in 2025 to build infrastructure in the form of the construction of a Sport Center and Jogging Track so that the people of Singkawang City are interested in exercising at Tarakan Field and then after exercising, they can shop at the location of the Street Vendors who trade there. Tarakan Field, which was designed, also has sanitation facilities, trash bins, and other public facilities.

The resources used in addition to the budget also use human resources, which are key to implementing this policy. This policy is also designed with mature coordination between agencies through the formation of an integrated team involving the Regional Leadership

Communication Forum, regional legislature, and various other related parties, so that the process runs systematically and structured with risk mitigation that has been considered.

Context of Implementation

The implementation environment of the Street Vendors arrangement policy from Jalan Merdeka to Lapangan Tarakan in Singkawang City cannot be separated from the complex social, economic, physical, and institutional dynamics. This context is the main framework that influences the direction and success of policy implementation, as explained by Grindle (1980) that the success of policy implementation is greatly influenced by the content of policy and the context of implementation, which in this case emphasizes the importance of understanding local conditions as a whole.

Socio-economically, the majority of relocated Street Vendors have been active for years in old locations such as Taman Burung and along Jalan Merdeka. For most of them, trading is not just an economic activity, but has become part of their social identity and the main livelihood of their families. A small number of other Street Vendors are part-time workers who use the night hours to trade to increase household income. Relocation to Lapangan Tarakan has quite severe consequences, especially in terms of economic sustainability. The new location which is far from the center of the crowd and does not have adequate commercial appeal causes a drastic decrease in the number of customers. This has a direct impact on the decline in the daily income of traders. This situation illustrates the gap between the logic of government planning and the reality of the economic needs of street vendors, which shows the weakness of socio-economic mapping in the early stages of policy implementation.

From an institutional perspective, the policy for arranging street vendors involves a number of local government actors, such as the Trade Office, the Environment and Sanitation Office, and security from the Kodim. Although the official narrative states that the relocation was carried out through coordination and communication with the management of the street vendor organization, the facts on the ground show that the participation of traders tends to be symbolic. Most street vendors feel that their involvement in the planning process is merely a formality. Decisions are still monopolized by the government without going through an inclusive deliberation forum. This inequality creates a negative perception among traders that their voices and aspirations are not substantially accommodated. The lack of participatory dialogue weakens the legitimacy of the policy in the eyes of the target group, and this becomes a latent obstacle in the implementation process.

Physical and infrastructure aspects are critical dimensions in the context of implementing this policy. Based on the interview results, the new location at Tarakan Field is not yet equipped with basic facilities that support trading activities, such as kiosks, drainage channels, lighting, parking lots, and proper road access. The government's promise to organize the new location in a modern way by adopting the model of other cities such as Malang has not been realized until now. The unpreparedness of this infrastructure worsens the bargaining position of the new location in the eyes of consumers, so that public interest in visiting Tarakan Field is low. As a result, street vendors who have moved actually face stagnation or decline in business, which has implications for their socio-economic vulnerability.

This relocation also causes social friction due to the unequal treatment felt by street vendors. The emergence of other street vendors who are still allowed to trade at the old location without firm action from the government strengthens the discriminatory perception. This creates the potential for horizontal conflict between relocated and non-relocated traders, and reduces the level of compliance with policies. On the other hand, the community around Tarakan Field does not yet have the habit or need to visit the culinary center at that location. Economic activity only increases at certain times, such as weekends, which shows that the social ecosystem around the new location does not consistently support daily economic

activities. The imposition of levies only on food and beverage traders without compensation in the form of facilities, business training, or fiscal incentives shows the weak bias of the policy towards micro-economic actors. The partial socialization of the policy through summons to the office of the service was also unable to build collective understanding and acceptance. The absence of further support after the relocation such as capital assistance, increasing business capacity, or promoting new locations shows a gap in the policy design that prioritizes the physical aspects of city order rather than strengthening the community's economy.

Overall, the implementation environment of the Street Vendors arrangement policy from Jalan Merdeka to Lapangan Tarakan in Singkawang City reflects major challenges in structural, social, and cultural dimensions. Infrastructure unpreparedness, weak meaningful participation, social resistance, and lack of affirmative intervention from the local government indicate that this policy has not started from a holistic and contextual approach. Therefore, efforts are needed to strengthen coordination between institutions, active involvement of Street Vendors in the evaluation process, and improvement of integrated facilities and location promotion to ensure the sustainability of implementation. An approach that combines the logic of city order with economic justice will better guarantee long-term success and reduce the social impact of the policy.

First, power, interest, and strategies of actors provide the following explanation. Street vendor relocation is a policy that involves various actors with unequal interests and levels of power. The City Government—through the Trade Office and the Environmental Office—has a dominant position in the policy structure, determining the agenda, process, and final results of the relocation. The government acts as a dominant policy actor by using formal administrative and legal powers to direct the implementation of the policy. On the other hand, street vendors as the policy target group have a weak bargaining position. Their involvement in the planning process is limited to symbolic consultation through organizations or associations, but has no real influence on the final decision. The strategies used by the traders are more compliance under pressure, or in some cases, passive resistance such as continuing to sell at the old location. This shows an imbalance of power that has an impact on the low sense of ownership of the policy. In addition, other actors such as "Kodim" and "Satpol PP" play a role as policy enforcers in the context of security and order, which emphasizes a coercive approach rather than a dialogical one. This top-down strategy contributes to social resistance and low levels of policy acceptance among street vendors.

Second, institution and regime characteristics provide the following explanation. The characteristics of implementing institutions are also important variables in the context of implementation. In this policy, there is fragmentation of roles among technical agencies without one main agency coordinating the overall implementation in an integrated manner. The Trade Agency focuses more on regulatory and retribution aspects, while the Environmental Agency tends to take care of cleanliness and aesthetics of the area. There is no strong synergy mechanism between agencies, so that policy implementation is sectoral and not oriented towards long-term outcomes.

The policy regime used tends to be command-and-control, emphasizing regulation and supervision, rather than incentives, empowerment, or capacity building for small business actors. When relocation is carried out without adequate infrastructure support and without business assistance programs, this reflects an institution with minimal adaptive capacity in dealing with real needs in the field. These characteristics show that the policy is still in the paradigm of a statist-centered policy regime, which does not involve the community as a strategic partner in informal economic development. As a result, implementation is not only slow to absorb aspirations, but also fails to generate institutional innovations that are responsive to the local context.

Third, compliance and responsiveness provide the following explanation. The response and compliance of street vendors to the relocation policy showed a pattern of partial compliance. Some street vendors complied with the relocation and moved to a new location, but felt disappointed because the hopes for increased income and promised facilities were not fulfilled. On the other hand, there were also street vendors who actively or secretly rejected the relocation by continuing to occupy the old location. This pattern reflects that compliance is not formed by trust in the policy, but by administrative pressure.

The low responsiveness of the government to street vendors' complaints and needs also worsened the situation. Supporting facilities such as kiosks, drainage systems, and road access are not yet adequately available. In addition, there are no supporting schemes such as training, culinary area promotion, or business capital assistance. The socialization process was also considered one-sided and uncommunicative, making traders feel they have no place in the policy process. When state actors fail to show an adaptive response to input and field conditions, policies tend to experience implementation dissonance. This not only weakens compliance, but also increases the possibility that policies will fail to achieve their goals sustainably.

Analysis of the context of the implementation of the street vendor management policy in Singkawang City shows that the success of this policy is hampered by a number of dominant factors, such as the imbalance of power between policy actors, weak institutional character, and low responsiveness to the needs of target groups. These three aspects—namely the power and strategy of actors, institutional characteristics, and response and compliance—indicate that policy implementation is not enough to be seen as a purely technical issue, but also concerns power relations, social legitimacy, and the policy's adaptive capacity to dynamics in the field. Therefore, future improvements need to be directed at creating collaborative and dialogical mechanisms between the government and street vendors, establishing implementing institutions that are coordinated with an integrated task force, and increasing responsive capacity through the provision of infrastructure, training, and economic incentives that are in accordance with local needs. The paradigm shift from the compliance by coercion approach to compliance by consensus is crucial to making street vendor management policies more effective, sustainable, and inclusive.

CONCLUSION

Overall, while the policy has a legal basis and has established communication channels (socialization meetings, complaint posts), there is a critical gap between the government's long-term vision for Tarakan Field (an integrated sports and culinary center by 2025) and the immediate operational realities faced by street vendors (limited facilities by 2024). This incremental development creates immediate hardships for vendors. This mismatch, coupled with unfulfilled promises and a perceived lack of transparency regarding crucial agreements, has led to a trust deficit among some street vendors, hindering the full success of the empowerment goals. The involvement of security forces during the relocation and ongoing protests underscore the controversial nature of implementation, suggesting that consensus has not been fully achieved or maintained.

Several key lessons can be drawn from this relocation initiative. First, the implementation of urban development policies, especially those involving informal sector relocation, requires a careful balance between top-down planning and bottom-up realities. The case of Singkawang demonstrates that a strong legal framework and clear urban planning objectives are insufficient without robust, responsive, and transparent implementation that addresses the immediate and long-term livelihood concerns of affected communities. Neglecting the latter can lead to significant social friction and economic hardship.

Second, the phased development of new sites must be carefully synchronized with the relocation schedule. Relocating vendors to sites that are not fully prepared for their operations, especially those lacking basic infrastructure, can cause significant dissatisfaction and economic hardship, undermining the empowerment goal and potentially forcing street vendors back to unauthorized areas.

Third, transparency in all aspects, especially land ownership and future plans, is essential to building and maintaining stakeholder trust. The demand for details of the City Government-Kodim agreement highlights the critical need for clear written commitments to ensure street vendors feel secure and can plan their businesses effectively in the new location. Ambiguity creates distrust and uncertainty.

Fourth, effective feedback mechanisms must translate into concrete solutions. While complaint posts are a good start, their usefulness is limited if the underlying issues raised by street vendors (e.g., infrastructure, unaccommodated vendors) are not promptly and effectively resolved. Feedback mechanisms without clear resolution processes can exacerbate frustration.

Finally, metrics of success should include the city's planning goals and the socio-economic impacts on affected populations. Focusing solely on increasing visitors or heritage preservation without ensuring the continued well-being, income stability and satisfaction of street vendors provides an incomplete and potentially misleading picture of the true success of the policy. A holistic evaluation is essential.

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