

The Government Communication Mechanism in Reducing Violence Diffusion of Street Vendors Relocation Policy

Komunitas: International Journal of Indonesian Society and Culture
11(2) (2020): 108-117
DOI:10.15294/komunitas.v11i2i1.20167
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p-ISSN 2086 - 5465 | e-ISSN 2460-7320
<http://journal.unnes.ac.id/nju/index.php/komunitas>

UNNES JOURNALS

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Received: July 25th 2019; Accepted: February 5th 2020; Published: March 30th 2020

Abstract

This study aimed to identify actors, media, models, and the nature of message design in the relocation of street vendors, so that conflicts in policy communication can be reduced. Informant of this research was the government apparatus of Yogyakarta. The result of the research showed that the Yogyakarta government as a system in communicating the street vendors' relocation policy involves actors who play a collaborative and integrative role of all government elements that related to the street vendors' relocation policy. Media that is widely used is interpersonal media with a participatory communication model. Message design that is informative, persuasive, mobilitative, and coercive was used simultaneously regarding the context and purpose of communication from the Yogyakarta government in Indonesia.

Keywords:

Keywords

communication; street vendors; relocation policy

INTRODUCTION

Yogyakarta is one of cities in Indonesia that has many street vendors. These street vendors seek life on the side of roads and public places. This condition prompted the Yogyakarta government to undertake structuring and relocation, but the policy often failed especially before 2004. Then, from 2004 to 2017, the Yogyakarta government can at least curb and relocate street vendors for seven times. In this relocation, the escalation of conflict or crisis can be reduced by the Yogyakarta government, along with the long journey of communication and negotiation.

Based on communication perspective, conflict in the street vendor's relocation policy can be categorized as social-psychological barriers to communication. Communication will not work properly if communicators

are unable to eliminate communication barriers. The success of communication process depends on a person's ability to reduce obstacles or barriers in it. Therefore, DeVito (1970) suggested three contexts of communication, so that communication barriers are reduced. The context of communication proposed by DeVito is the physical, social-psychological and temporal context. Physical context is related to the real (tangible) environment; socio-psychological context is related to the role, status, and cultural rules of society; and the temporal context is related to the time of communication (DeVito, 1997).

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Apparently, government policy on relocating street vendors can be said as a new idea or innovation that is introduced in a social system. When an innovation diffused in a social system, it will have the possibility of being accepted or rejected. The acceptance of innovation happens when the public gets assessed the benefits, feasibility and the expected consequences (Rogers & Shoemaker, 1983). In other circumstances, individuals simply reject an argument (innovation) for no apparent and obvious reason (Peplau, 1995). Also, the acceptance of an innovation (policy) requires a change of knowledge and perception (Leeuwis, 2004). Therefore, the government as a policy communicator must understand the causes of acceptance and rejection of a policy by the society.

Many factors support the ability of Yogyakarta government in implementing the relocation policy of street vendors. One of those factors comes from the dimension of intensive communication and interaction. By intensive communication and interaction, the street vendors will have adequate information and knowledge about the intention and purpose of the government policy because in the conflict perspective, prejudice that initiates a conflict occurs due to lack of information of each person in a relation context.

Street vendors as an urban phenomenon cannot possibly be eliminated in the entity of the economic system of a country. So, academically, there is a lot of attention and research to give new thinking in the management of street vendors in the hope of creating a harmonious communication relation with city and local government as territorial authority, but in reality the relationship between the street vendors with the local government is in the form of resistance, conflict, and violence. Concerning the situation, it has been widely studied and researched scientifically, both in Indonesia and abroad.

Various studies on street vendors have been done from various dimensions, ranging from aspects of communication, sustainability, environment, success, and actor failure of street vendors' relocation policy and

so on. However, the research in Yogyakarta reinforces on the aspect of communication more operational and clear, that include actor, media, model and design of message of communication policy. These dimensions are the main targets of the study since rationally the authors assume that the failure of relocation on street vendors in Indonesia is due to the inappropriateness of media selectivity, actors, models, and designs of the nature of communication policy.

In 2004 to 2017 Yogyakarta government has relocated street vendors for seven times in which the government can reduce conflict escalation in this relocation. Regarding the relocation that done by Yogyakarta government, this research aimed to trace the actors, media and the design of communication messages of relocation policy of street vendors in Yogyakarta. So, this research result can be used as one of the approaches for communication policy in urban areas.

METHODS

This research used descriptive-qualitative method. Moreover, this research aimed to provide an overview using words, presenting issues, and clarification to answer the research problems. Data collection were done through observation, in-depth interview and documentation review relating actors, media, and design of communication message on relocation policy of street vendors in Yogyakarta.

The research location was in the secretariat of Yogyakarta government which done to the staff in the office or organization that directly associated with the communication process and negotiation of street vendor's relocation policy from 2004 to 2017. The reason for choosing Yogyakarta as the research location is because Yogyakarta has relocated the street vendor for seven times can reduce the conflict escalation between government officials and street vendors. The informant of this research is officials of Yogyakarta government, street vendors, and stakeholders who were directly related to the implementation of communication in the street vendors' relocation policy.

RESULTS AND DISCUSSION

The communication of street vendors' relocation policy in Yogyakarta takes months and even years until the understanding and awareness of street vendors are shaping. On the day of relocation, there are still many street vendors who are not willing to be relocated. However, with various approaches done by Yogyakarta government officials, the street vendors who at first are not willing to be relocated are finally willing to be moved to a new place.

The relocation of street vendors is a process of dissemination or diffusion of policy that should involve communicators, models, media, context and the nature of messaging design until the target audience accepts the policy. The acceptance of a policy is a long process because a change cannot occur suddenly, and must have a planned and measurable mechanism.

The communication process of policy is highly dependent on facts and accurate information. Ideally, the choice of policy set by the government should be based on actual facts, not on the basis of assumptions that do not have an empirical form, because local government as a public service institution requires the accuracy of data from social facts that occurred. It is impossible for government officials to change people's attitudes effectively, without knowing the real feelings and attitudes that occur in their society. Therefore, understanding public attitudes is an important part of government officials in policy communication.

The street vendors' relocation policy by Yogyakarta government from 2004 to 2017 requires full communication energy because of the policy before 2004 experienced failures. This happened because of the many communication barriers that caused the street vendors to be unwilling to be relocated by the Yogyakarta City government.

Regarding the relocation of street vendors done by Yogyakarta government,

intensive communication factor has a big contribution for reducing crisis and conflict escalation. In the relocation of street vendors by Yogyakarta government, the success of policy communication involves several important elements, such as actors, media, models and design nature of the policy.

The Actor in Policy Communication of Street Vendors' Relocation

All communication events involve communicators that act as the source of the message. In communication between people, the source can consist of one person, but it can also be in the form of groups, institutions or organizations.

Each communicator in conveying the message is initiated by certain expectations, both planned and unplanned. Similarly, every government policy has expectations that target audiences can consciously accept without refusing, but in fact, a policy often experiences oppositions that sometimes lead to conflict or violence.

The consequences of a democratic state, which upheld by the freedom of expression including negotiating policies made by the government, is resulting in the similarity of views, balance, representation, and accommodation interests of various stakeholders involved. Therefore, for the creation of equilibrium and equality of thought, it is necessary to have intensive communication and negotiation between the decision maker to the public or the target society.

Local government as a system, in its performance always runs collaboratively between subsystems, especially on social problems and public policy that come into contact with many fields in the institutional structure of government. The street vendor is a social fact that becomes an urban problem in developing countries including Indonesia in general and Yogyakarta in particular.

The relocation of street vendors is not only about physical and goods movement. It is also about the condition of the street vendors after the relocation that has transfor-

med their identity, from informal to formal traders, from illegal to legal status. Then the formality is followed by future guarantee with the empowerment of street vendors.

The relocation of street vendors in Yogyakarta has a very noble purpose, as it is explained before the purpose is to transform the identity of street vendors, but in the process involves a complex communicator. Mechanically and organically, the communicator of relocation policy of street vendors in Yogyakarta is attached to parties or stakeholders involved in the communication and negotiation process before the relocation.

The relocation process of street vendors in Yogyakarta involved actors of almost all elements of Local Government Agencies and Yogyakarta government institutional structure, either directly or indirectly. However, those who have the greatest presence in pre-relocation communications and negotiations are Department of Industry, Trade, and Cooperative as the leading sector, as well as sub-district, village, and neighborhood association and community association.

In particular, the actor of pre-relocation of street vendors in Yogyakarta has specific task and important role. The roles are communicating and negotiating, planning and implementing, and building main and support infrastructures at the new place or rehabilitation of the old place, then the arrangement of parking facilities, toilet, security and ceremonial events during relocation.

The implementation of street vendors' relocation in Yogyakarta City government is divided into four divisions:

First is Physical Division. Physical division is planning and executing physical development at new location and planning the utilization of old location of street vendors.

Second is Fostering Merchant Division. The task is planning and implementing legal product improvement related to street vendors and market, conditioning, socializing, cross-check data, selecting, lottery, and other tasks related to street vendors during pre-relocation.

Third is Parking and Toilet Arrangement Division. This division is planning the concept of arranging and managing parking and toilet at the new location.

Fourth is Security Division. The security division is building the security post in the relocation area by sterilizing the old location and maintaining it until the realization of a new program to close the existing space in the old location. So, the street vendors have no place to sell again. Relevant agencies within the security group are Order Service and District Head at the old location.

From the modern organization management perspective, the division of functions and roles of each agency in handling the relocation of street vendors in Yogyakarta shows a clear division of duties and roles, and authority and responsibility. So, the work effectiveness and productivity of the institution is measurable and can be identified. This condition was mentioned by Fayol (Rodrigues, 2001) in the first principle of management principles, namely division of work, and authority and responsibility.

The Message Design in the Street Vendor's Relocation Policy

The research result about communications of street vendors' relocation policy in Yogyakarta showed that there are four strategies of policy message design performed by Yogyakarta City government.

First is informative policy. Informative communication design is the first and important part done by Yogyakarta government before the government implements the relocation policy. It is because the street vendors must know the reason for government policy, objectively and specifically. This informative communication is disseminated by Yogyakarta government through circular letter, public media, and mass media (television, radio, and newspapers).

Informative communication is aimed for street vendors to know the initial background that encourages the government to relocate street vendors and what solutions offered by the government after the relocation. Informative communication within the

context of street vendors' relocation policy is embodied by Yogyakarta government in the form of socialization, either directly or through the mass media.

Second is persuasive policy. Persuasive communication emphasis on interpersonal communication, it can be concluded that persuasive communication can be face to face. In the communication of street vendors' relocation policy in Yogyakarta, persuasive communication done in three form that are discussion, and informally intensive dialogue, both by apparatus of Department of Economic, city-owned market operator, sub-district apparatus, village apparatus, and neighborhood association/community association.

Third is educative policy. Educative policies in essence provide and teach science how one behaves in accordance with existing values. Education can open opportunity to gain knowledge widely, both for formal education at school and outside school. In connection with communicating the street vendor relocation policy in the Yogyakarta City, the intended education includes all dimension related to relocation activities, starting to raising the awareness and knowledge of the implications of street vendors relocation policies, both in terms of transformation status of street vendors from illegal to legal, economic, environmental, and urban structure.

Fourth is mobilitative policy. Mobilization is a systematic effort to actively involve society in taking part in the resolution of government policy issues, through means and methods of communication. This approach aims to bring together the whole community to work together in achieving something that benefits all parties. Mobilization in the communication of government policy can be done when most of audiences or society have accepted and supported policy. In other words, mobilization approach can be used in homophile society and a society that has a high consonant on government discourse policy. Mobilization cannot be used for the society that tends to be high dissonance. Regarding the relocation of street vendors, Yogyakarta government uses

a mobilization approach when the government informs that all market in Yogyakarta must create an association. So, communication and coordination that related to the new policy will be communicated through the association to be quickly diffused to all street vendors.

Fifth is coercive policy. Coercive policies in practice are carried out in the form of sanctions, threats, intimidation, extortion, boycotts, terror, etc., so that people who are targeted feel compelled, anxious, afraid, and so on.

The consequences of persuasive communication regarding changing attitudes, opinions, and behaviors are built on awareness and pleasure; whereas coercive communication in the form of attitude change, opinion, and behavior is built on compulsion and accompanied by a sense of displeasure.

For local government, the coercive communication needs a close examination because sometimes the consequences arise not only of displeasure but also can increase violence or manifest conflict. This condition means that coercive communication can be dysfunctional if the mechanism of communication is not appropriate. Then, it will arise question whether coercive communication is an unlawful approach and should be avoided. The answer is when all communication approaches and peace negotiations are deadlocked then the government has the authority to be coercive. The authority is permitted in the city's democracy, and Gordon White (Susan, 2012) called it as penetrative authority. Penetrative authority can use public order apparatus such as Indonesian Army (TNI)/Indonesian Police Force (POLRI), and Civil Service in implementing city development policy. Coercive policy can not be used as a primary instrument in urban structure before it is preceded by communication, negotiation, and cultural-based persuasion.

People should be aware that government institution has rules that must be obeyed. This has a coercive meaning because if a member of the institution or society does not obey the rule, they will get sanctions or threats. Every person as a citizen is not free

from the rules set by the government as the state manager. All things are coercive, such as compulsory to pay taxes, have a resident card, and others that are coercive.

Sixth is advocacy policy. Advocacy is to seek the support of decision makers within and outside of a community. This approach is usually taken to create a conducive environment that can lead to issues-sensitive policy. It can also be directed to non-governmental organizations (NGOs), international donor departments or agencies to initiate or obtain funds to initiate development on an important issue. It aims to influence development policy and to obtain financial and legitimate support. Advocacy approach can be used not only for bottom-up but also horizontal to facilitate or manage a pleasant environment.

In the case of the communication of street vendors' relocation policy in Yogyakarta, it was realized in the form of search support outside the structural government, such as the bank. The involvement of the bank has several goals. Those goals are as a tool of negotiation and persuasion and as a source of financial support for street vendors. With the bank involvement, street vendors can have easy access, such as they simply hand over their *Kartu Bukti Pedagang* (the license that proof the merchant identity) from city-owned market operator and merchants have been able to obtain financial assistance for their business development or goods.

Media in Policy Communication of Street Vendors' Relocation

Media is a tool or means to deliver messages from sources to audiences. Regarding the relocation policy of street vendors in Yogyakarta from 2004 to 2017, the media to communicate the policy are:

First is the communication through interpersonal media. Regarding all street vendors' relocation in Yogyakarta, before the relocation, the government directly communicated to street vendors. Communication of street vendor's relocation policy in Yogyakarta is mostly through face-to-face communication in a non-formal situation,

where the government directly visited the street vendor.

The objective of Yogyakarta City government using interpersonal media is as a means for government and street vendors to know the purpose of the policy, and to make confirmation and clarification of unclear messages (policies). Also, interpersonal media can also play a role to reduce doubts and prejudices of all stakeholders who want clarity of this relocation policy.

Besides communication of relocation policy that presented by Department of Industry, Trade, and Cooperatives, city-owned market operator, and sub-district apparatus who visited the street vendors place, the mayor as the regional leader has approach in communicating with street vendors. The Yogyakarta Mayor used interpersonal communication by inviting sellers and having light discussions in a relaxed atmosphere. In this position, the Mayor of Yogyakarta places himself as an ordinary citizen and does not position himself as a government. With this position, there is a personal relationship between the Mayor of Yogyakarta and the sellers. After that, the Mayor of Yogyakarta conveyed his idea and not exposing his policy. Finally, the sellers are confident and willing to accept the relocation policy from the government.

Second, the communication through social media. Public communication media is communication provided by Yogyakarta government and can be publicly accessed to convey message from and to broader society related to issues by the government. Public communication media is under the control of Public Relations and Information Department which is the gateway or message channel relating to various policies and events within the scope of government and society in Yogyakarta.

Public Relations and Information Department of Yogyakarta government focuses on information function whether information from the government to the society or vice versa (in the form of complaints, aspirations, and demands from the public). So, the point is the use and provision of public media serves as the bridge for information

that required by both parties, street vendors and Yogyakarta government.

The provision of public communication channel is to provide same space and opportunity to public to participate the policy of Yogyakarta government. Also, the granting of access to the public shows that public positions have a symmetrical relationship with the government in negotiating their interests and aspirations. Thus, it shows that government's decision related to street vendors' relocation policy is a representation of public's will and aspirations.

Third, the communication through group media. A group becomes media that often used in the negotiation process of street vendors' relocation in Yogyakarta. The utilization of group by the Mayor of Yogyakarta was seen when the government invited the administrator of street vendor association to discuss government ideas about relocation. Through group communication, the government and street vendors can express their arguments and views on the relocation policy from Yogyakarta government.

As relocation in other areas, the relocation in Yogyakarta also faced rejection. However, because of the humanist and intensive communication approach, the relocation is successfully realized. Then, the group communication approach done through the street vendor association can give implication to the effectiveness of the delivery of government policy to most of the street vendors.

The relation and interaction between Yogyakarta, the association, and street vendors, if it is connected to the interpersonal, group, and public media, the three media are used interchangeably by government according to message type and the number of street vendors involved. The used of those three media can raise awareness and provide an understanding to the street vendors so that they are willing to be relocated. Although there might be some street vendors who resist the relocation policy, eventually they were forced to relocate because most of street vendors have signed up to be transferred to the new location.

Fourth, the communication

through mass media. The use of mass media in street vendors' relocation policy communication is under the control of the Public Relations and Information Department of Yogyakarta government. The public relations department is a public policy tool, in the form of mediation, facilitation, education, and socialization.

Regarding the function and role of Public Relation Department of Yogyakarta government, mass media is used to inform, explain, and give understanding to the public, and more specifically to the street vendors that become the policy target. News coverage about Yogyakarta government policy is often published in the daily news such as *Kompas*, *Kedaulatan Rakyat (KR-News Paper)*, *Info Kota* in Jogjakarta Television and *TVRI Jogjakarta*. The use of mass media, both print and electronic, as a means of information to broader audience because it is considered the street vendors have enough literacy level to read newspapers.

Model of Policy Communication

The description of model of communication in street vendors' relocation policy is intended to identify relation forms between street vendors and Yogyakarta government in building similarity of meaning of relocation policy. The important part of street vendors' relocation in Yogyakarta is the long process of communication, negotiation, and socialization. The longtime interval provides an opportunity for street vendors to consider the positive side of government policy, and finally, the street vendors realize that relocation has many advantages.

This research illustrated three models that adapted and modified from the Lasswell, Osgood, Shannon and Weaver, and Kincaid and Rogers model. Based on research results, communication model that have the communication process of street vendors' relocation policy in Yogyakarta is described in three forms, namely:

First, Linear Model of Communication. Linear communication is the communication process of street vendors' relocation policy conducted by government in the same direction. In linear communication,

there is little possibility for direct feedback from public. Linear communication is manifested in the form of policy socialization and instruction to street vendors.

Socialization and instruction in communication perspective are practically manifested in a one-way communication model. The one-way communication is unlikely to be a common understanding between street vendors and Yogyakarta government because there the feedback will hardly occur. Sometimes the socialization is manifested in the form of written circular letter or in the form of appeal to government policy to be obeyed by public.

The socialization of policy from the Yogyakarta City is also delivered through printed mass media and electronic mass media in program “*Walikota Menyapa*” (Mayor’s Greeting) and “*Obrolan Balai Kota*” (City Hall Chat). Linear communication, primarily through the mass media, is under the responsibility of public relations in collaboration with the Protocol Department.

Second, Circular Communication. Circular communication is a message delivery model where each party that involved in the communication process can change roles. Initially acting as a communicator, then became a communicant. In this model, communicators and communicants always change roles during the communication process.

Since the beginning of street vendors’ relocation policy in Yogyakarta, the first party to start the communication is the

sub-district and village that have the area in which the street vendor will be relocated. Then, the sub-district and village collected the data of the existing street vendors so that it will facilitate the plan and action as well as those who will be responsible as the leading sector of facts that were found.

The research result indicated that the communication and negotiation process done by Yogyakarta government has high intensity. In circular communication, no one becomes a single source of communication, the government as a communicator as well as a communicant, and also street vendors that not only become the target message or policy but also can act as communicator, especially in conveying the proposal or aspiration to Yogyakarta government.

Yogyakarta government performs circular communication in two mechanisms. First, interpersonal communication and group communication are played by Department of Commerce, Industry, Cooperation and Transmigration. Second, public communication is played by the Public Relations and Information Department. Circular communication is done directly (face-to-face) in an informal context. Yogyakarta Government provides services for submission of complaints, suggestions, criticisms, and aspirations from street vendors through Sub Division of Information and Complaint in Public Relations and Information Department in the formal context.

Third, Participatory Communication. Communication is as a communication process that leads to the formation of kno-

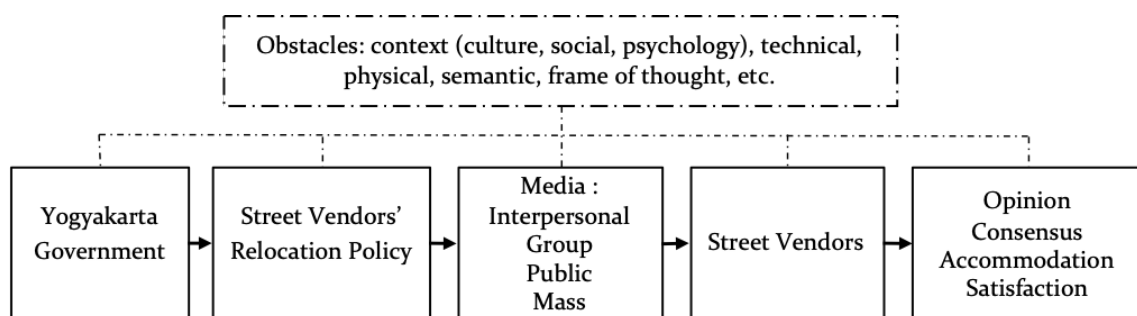


Figure 1. The Illustration of Linear Communication of Street Vendors’ Relocation Policy in Yogyakarta City

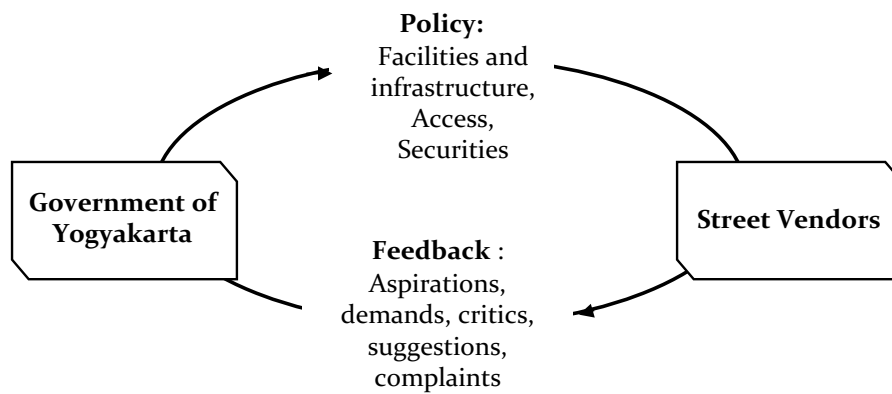


Figure 2. Circular communication of Street Vendors’ Relocation Policy in Yogyakarta City

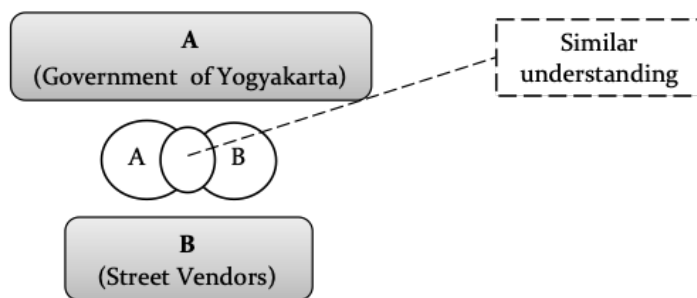


Figure 3. Participatory Communication of Street Vendors’ Relocation Policy in Yogyakarta City

wledge and mutual understanding. This is because two people never have the same knowledge completely. Therefore, between people can achieve common sense through a better approach with good tolerance. Participatory communication is manifested in the mechanism when the idea of relocation is communicated to the street vendors, then the position of street vendors are treated symmetrically by Yogyakarta government. The result showed that in the relocation process, street vendors are not only as policy’s target but also until the communication process and new location development planning. The involvement of street vendors in the whole relocation process gives an overview that the relation of street vendors and Yogyakarta government is symmetrical. This situation means that street vendors have the same existence in relocation and street vendors are not only as policy consumer but also as policy producers.

Government’s ability in implementing a policy is not only determined by one strategy, but also an accumulation of va-

rious communication strategies and model of communication. Government development policies sometimes fail, especially in developing countries because of improper communication approaches. Therefore, the position of communication in the policy can be used as a significant factor so that the government can reduce the cause of violence and conflict.

CONCLUSION

The success of diffusion of local government policy is the accumulation of various forms of communication strategy and approach. The government’s ability to communicate policies and reduce execution of conflicts depends on the ability to locate actors, media selectivity, model appropriateness and design of message properties from street vendors’ relocation policy.

Yogyakarta government as a system, in communicating the policy of street vendors’ relocation involves actor in collaborative and integrative manner, which is all

elements related to policy. This is motivated by the past failure (before 2004) of policy communication of street vendors' relocation policy because the treatment of policies is sectoral and partial.

Participatory communication is a dominant model of communication that used by Yogyakarta City government to diffuse street vendors' relocation policy. The involvement of street vendors in all process related to relocation gives an overview that the relation of street vendors and Yogyakarta government is symmetrical. This situation means that street vendors have the same existence in the relocation policy.

Interpersonal communication media becomes the primary choice for Yogyakarta City government to communicate the street vendors' relocation policy. The use of interpersonal media allows the communication between street vendors and government that direct, close, and dialogical. So, each party can confirm policy dimensions that require explanation and affirmation. Although the medium of interpersonal communication is dominant in its use, the position of public communication media, the group media, and mass media is still used to support and reach broad audiences that in contact with the policy of street vendors' relocation in Yogyakarta City.

Each message design of the policy has different powers of pressure and influence, then Yogyakarta government designs its

policy with informative, persuasive, mobilizing, and coercive methods used simultaneously following the context and purpose of policy communication.

In conclusion, as a recommendation for government regarding the communication of street vendors' relocation, integrative and participatory approach is an important part to be considered in policy diffusion. Then, in the process of policy diffusion should prioritize dialogic, negotiative, and participative communication. The use of coercive communication in the communication of street vendors' relocation policy will have implications for the birth of public's antipathy toward the government and even lead to conflict and violence.

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