

The implementation of Modern Shop Structuring Policy in Mamajang District, Makassar City

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Abstract— The rapid growth of modern trade businesses sometimes makes the traditional markets less desirable so that many of the traditional traders are turned to modern trade setting. This study aims to explore the modern shop structuring policy implementation in the District of Mamajang, Makassar City. This type of research is descriptive qualitative. Data collection techniques are done through interviews, observations and documentation. Data are analyzed using qualitative analysis methods, namely data analysis techniques using data reduction, presentation of data, as well as drawing conclusions. The results of the study based on the indicators studied showed that the implementation of a modern store management policy in the Mamajang District of Makassar City still needs to be optimized. The results show that the effectiveness of implementation only occurred in the characteristics of the policy, namely the clarity of policy content and the extent to which the policy had theoretical support, while other indicators showed ineffective results. Therefore, some suggestions are given as a reference to increase the effectiveness of the implementation of modern shop management policies in the District of Mamajang, Makassar City.

Keywords— *Policy Implementation, Modern Store Arrangement.*

I. INTRODUCTION

The rapid development of the retail industry in Indonesia has greatly helped the community in meeting their daily basic needs. Moreover, local workers will also be absorbed a lot. The rapid growth of modern trading businesses sometimes makes trade or traditional markets less desirable so that many of them are switched to modern trade setting, and this can allow the monopoly of modern trade and can also lead to unfair business competition. The number of minimarkets located close to small shops or traditional markets can lead to unfair business competition and can kill these small businesses. Certainly this is caused by a consumptive society that tends to sometimes prefer to shop in a new place that is more luxurious and attractive, of course.

Makassar City as one of the big cities in Indonesia has become an easy target for local and foreign business people. This is evidenced by the many modern markets that are now spread out everywhere, both in residential areas to residential areas. One of the modern markets that are now mushrooming is the presence of several minimarket outlets. Since the beginning of 2009, the city of Makassar began to be crowded with the presence of minimarkets in several areas in the city. Starting from what was developed by local

entrepreneurs personally, and also developed through a franchise system (modern).

Industrial companies in determining the feasibility of a location for a minimarket consider several things including population density or the number of households in the area, the density of traffic traversed around a minimarket, the right target segment and the supporting social environment. Based on the data from the Makassar City Industry and Trade Office, as of January 2018 there were 39 traditional market units as well as 400 Indomaret and Alfamart minimarkets scattered in several locations in Makassar, whose numbers are expected to continue to increase.

Mamajang is a sub-district in Makassar city with an area of 2.25 km² which has 193 RTs and 35 RWs and a population of 71,935 people. In Mamajang sub-district, the franchise business is developing quite rapidly, namely franchises for the type of modern shop business in the form of Indomaret and Alfamart seen almost every entrusted in the sub-district of Mamajang, Makassar City. Based on data from the Department of Industry and Trade Makassar City until January 2018 there are 12 units of minimarkets or shopping groups in Mamajang District.

A. Public Policy Concepts

The scope of the study of public policy has a very broad scope and seen from the hierarchy, public policy can be national, regional or local such as laws, government regulations, presidential regulations, ministerial regulations, regional / provincial government regulations, governor's decisions, district regulations / city, and the decision of the regent / mayor.

Woll in [1] states that public policy is a number of government activities to solve problems in the community, both directly and through various institutions that affect people's lives.

Dye in [2] explains that public policy is whatever the government's choice to do or not do. So, from the explanation of the understanding of public policy, it can be concluded that public policy is the government's action to overcome problems that arise in the midst of society.

B. Stages of Public Policy

Starling in [3] explains the five stages of the process of public policy, namely:

1. Identification of needs, namely identifying community needs in development by following several criteria, namely analyzing data, samples,

statistical data, simulation models, causal analysis and forecasting techniques.

2. Formulation of policy proposals which include strategic factors, general alternatives, technological stability and environmental impact analysis.
3. Adoption which includes a political feasibility analysis, a combination of several political theories and the use of unemployment techniques.
4. Implementation of the program which includes forms of organization, scheduling models, elaboration of decisions, pricing decisions, and scenarios for implementation.
5. Evaluation which includes the use of experimental methods, information systems, auditing, and sudden evaluation.

a. The Concept of Public Policy Implementation

Policy implementation is the most important key in a public policy process. Implementation of policies in principle is a way for a policy to achieve its objectives.

Sharkansky in [4] explains the implementation of public policy as one of the activities of public administration of an institution, which is intended as one of the processes of activities carried out by administrative units or bureaucratic units.

Mazmanian and Sabatier in [5] define policy implementation as the implementation of decisions in the form of laws, but can also take the form of orders or important executive decisions or judicial body decisions.

From the explanation of the definition of implementation according to some of these experts, it can be concluded that implementation is an implementation of the policy both in the form of laws, orders and executive decisions made by individuals, officials or groups of government or private to achieve the goals that have been determined in a policy.

b. Market Concepts

The term market is often known in ordinary people as a place where buyers and sellers meet in the process of buying and selling goods or services for their daily needs. Understanding the market is narrowly interpreted as a meeting place between sellers and buyers to transact both goods and services.

The market can indeed take place anywhere and anytime. However, to form a market there must be several conditions that must be met. These conditions include a place, availability of goods or services, a seller and a buyer. The function of the market is as product distribution, price or value determination, promotion, employment, providing goods and services for the future. Markets are classified into two parts according to the way they are transacted, namely traditional markets and modern markets.

Traditional markets are markets that are managed in a traditional form that implements a direct bargaining transaction system that has the main function to serve the needs of the community both in the village, sub-district, and others. The price in this traditional market has an uncertain nature; therefore it can be done bargaining. When viewed

from the level of comfort, traditional markets tend to be slum with a location that is not neat.

Traditional markets have advantages, namely: 1) Competition in natural markets, 2) Strategic location, 3) There is a bargaining process between buyers and sellers, 4) One of the economic boosters of the middle class and below. The weaknesses of traditional markets are: 1) Unclean and dirty locations, 2) Unreliable goods sold by unscrupulous sellers, 3) Areas that are naturally open and not air-conditioned.

Modern market is a market that is managed with modern management, generally in urban areas, as a provider of goods and services with good quality of service to consumers who are generally members of the upper middle class community. Modern markets include malls, supermarkets, department stores, shopping centers, franchises, convenience stores, convenience stores, convenience stores, and so on.

Modern markets have characteristics, namely: 1) There is no bargaining, 2) Prices are listed in the prohibited goods and are generally given a barcode, 3) Goods that are sold are diverse and usually have good quality, 4) Being in a building or room and its services done by yourself (self service), 5) Good and usually satisfying service, 6) The place is clean and comfortable, air-conditioned room, 7) Tidy layout so that consumers or buyers can easily find the items to be bought, 8) The payment is made by bringing goods to the cashier and certainly no more bargaining.

Modern markets have advantages, namely: 1) A convenient shopping place, 2) Health goods are sold more guaranteed, 3) More diversity of goods available, 4) Packaging of goods that attracts consumers' attention compared to goods sold in traditional markets, 5) Offers various payments. The weakness of modern markets is that there are no buying and selling practices where buyers cannot bargain the price of goods sold.

c. The Regulation of Modern Shop Based on Makassar City Regulation Number 15 Year 2009.

The location of the establishment of a modern market must refer to the urban spatial plan, and the city spatial plan, including its zoning regulations. The operation and establishment of modern markets and modern stores must meet the following provisions:

- 1) Taking into account the socio-economic conditions of the community and the existence of traditional markets, small businesses, and medium-sized businesses in the area concerned,
- 2) Pay attention to the distance from traditional markets, so as not to kill or marginalize economic actors in traditional markets,
- 3) Providing facilities that guarantee a clean, healthy, hygienic, safe, orderly, and comfortable public market,
- 4) Provide business facilities for small and medium businesses, in a position that is equally profitable,
- 5) Provide adequate motorized and non-motorized parking facilities within the building area,

- 6) provide fire fighting facilities and safety lanes for officers and users of modern markets and modern stores, and
- 7) Providing public facilities such as public toilets, rubbish bins, mushallah, breastfeeding places for mothers and children, and other facilities [6]

Big markets can only be located on the access system of the arterial road network or primary or secondary arterial collector. As for the arterial road, it is a public road that serves to serve the main transportation with the characteristics of long distance travel, high average speed, and the number of access roads is efficiently limited. Collector road is a public road that serves the function of collecting or dividing transportation with the characteristics of medium distance travel, average average speed, and the number of entry roads is limited. Primary road network system is a road network system with the role of service distribution of goods and services for the development of all regions at the national level, by linking all distribution service nodes in the form of activity centers. While the secondary road network system is a road network system with the role of service distribution of goods and services to the community in urban areas.

Hypermarkets and shopping centers can only be located on the access system of arterial or collector roads and cannot be located in local service areas or neighborhoods in cities / cities. Local roads are public roads that serve the local transportation with characteristics of short distance travel, low average speed , and the number of access roads is not limited. Supermarkets and department stores cannot be located on a neighborhood road network system and cannot be in an environmental service area within a city / urban environment. An environmental road is a public road that serves to serve environmental transportation with short-range and speed service characteristics low average.

Minimarkets can be located on any road network system, including the environmental road network system in an environmental service area (housing) within a city or city. Traditional markets can be located on any road network system, including local road network systems or neighborhood roads in the service areas of the city / district or local or neighborhood (housing) areas within the city or district.

Based on Regional Regulation No. 15 of 2009 concerning Protection, Empowerment of Traditional Markets and Structuring of Modern Markets in Makassar City, that modern stores have floor restrictions in their places of sale, namely minimarket less than 400 m², supermarkets 400 m² to 5,000 m², hypermarkets more than 5,000 m², as well as department stores more than 400 m² [6].

Traditional market business actors must have IUP2T (Traditional Market Management Business License), IUPP (Shopping Center Business License) for shops, malls, plazas, and trade centers, and IUTM (Modern Store Business Licenses) for minimarkets, supermarkets, department stores, hypermarkets, and grocery stores. The documents attached to the IUP2T making requirements are:

- 1) The copy of principle permission from the mayor,

- 2) The results of the analysis of the socio-economic conditions of the community and recommendations from the authorized agencies,
- 3) The copy of location License from the National Land Agency (BPN),
- 4) The copy of disturbance law License (HO),
- 5) The copy of building License (IMB),
- 6) The copy of certificate of incorporation and ratification, and
- 7) The declaration of ability to implement and comply with applicable regulations.

Then the documents attached to the requirements for making IUPP and IUTM are:

- a. The copy of permission from the mayor,
- b. The results of the analysis of the socio-economic conditions of the community and recommendations from the authorized agencies,
- c. The copy of location License from the National Land Agency (BPN),
- d. Copy of disturbance law License (HO),
- e. The copy of building License (IMB),
- f. The copy of certificate of incorporation and ratification,
- g. Partnership plans with micro and small businesses,
- h. Declaration of ability to implement and comply with applicable regulations.

d. The Concept of Indomaret

Indomaret is a minimarket network that provides basic and daily necessities with a store area of around 200 M2. Currently, almost all Indomaret stores in Makassar city provide ready-to-eat food and beverages and there are also places to sit in front of the store for consumers to consume their groceries such as convenience stores.

e. The Concept of Alfamart

Alfamart provides affordable prices, high-quality daily necessities with friendly service, clean, comfortable atmosphere, and an easily accessible shopping location. With more than 70,000 employees, Alfamart is one of the largest companies in Indonesia. Alfamart's mission is to become a network which empowers the largest and most globally competitive small businessman in Indonesia which is widely owned by retail distribution and meets the needs and expectations of customers.

II. METHOD

The approach used in this study is a qualitative approach with the assumption that the qualitative approach can be easily adjusted if faced with the reality that occurs in the field because it is dynamic. As for the stages in this study, namely: In the pre-research stage, initial data collection was conducted on the indomart and Alfamart minimartets at the Trade and Industry Office in Makassar City, as well as preliminary observations and interviews in the community

to be able to find out the problems to be studied. After that, researchers compile a research proposal to be submitted as a requirement for conducting research. As for the proposal that has been approved by the department, it is used to administer licenses to the relevant institutions to conduct research in Makassar City. In the research phase, data collection was carried out in the form of interviews, observations and documentation which are data collection techniques used as a reference in analyzing conclusions. In the final stage, the data that has been collected will be processed and analyzed and conclusions drawn. From these results, a report was prepared based on the writing rules set by the State Administration Study Program, Faculty of Social Sciences, State University of Makassar.

[7] primary data sources are data sources that directly provide data to data collectors. The observation activities in this study were carried out directly by the researcher while the research was taking place in the Mamajang District of Makassar City in order to obtain a more accurate data description of the things being investigated related to the implementation of the interview technique carried out in this study referring to the interview guidelines the author collated in order to answer the problem formulation provided and documentation to strengthen this research. In this study, triangulation of sources is used where the validity of the data is checked by checking the data that has been obtained through several sources using the same source. The data obtained from the informants are then analyzed and seen for its compatibility with the information provided.

III. RESULTS AND DISCUSSION

Based on the research results that have been described, it can be discussed and explained several things in the Implementation of Modern Shop Structuring Policy in the District of Mamajang, Makassar City.

A. Characteristics of Problem

In the implementation of structuring modern shops, especially in the city of Makassar, it is not easy because the Mayor Regulation has not yet been implemented, which details the arrangement and training of traditional and modern market technicians as well as other obstacles. The public interest in shopping in modern stores is still dominant when compared to grocery shops. This is in accordance with the theories of Daniel A. Mazmanian and Paul A. Sabatier who explained that in the level of technical difficulty of the problem in question, the nature of the problem itself will affect whether or not a program is implemented easily. the retail industry to empower small shops meant by empowerment there are no more disadvantaged parties due to the rapid development of retail.

B. Characteristics of Policy

The arrangement of modern shops in the Mamajang District of Makassar City is based on Regional Regulation No. 15 of 2009. The government also cooperates with related agencies namely the trade office, spatial planning service, licensing service, municipal police and other related institutions in terms of structuring modern shops based on their respective duties and functions. This is in accordance with Mazmanian and Sabatier theories that reveal, clearly

and in detail a policy will facilitate the implementation of a policy because the implementor can easily translate into real action.

The government already has rules in carrying out its duties and authorities, as well as coordination with related agencies is running well. The activeness and participation of the community also greatly helps the government in carrying out its duties and responsibilities.

There is a commitment from the city government which is seen from the seriousness in carrying out its duties and responsibilities in accordance with the Mazmanian and Sabatier concepts which reveal that distortions can occur when policy implementers lack strong commitment. Judging from the characteristics of the policy, the implementation of structuring a modern store is considered to be good but it still needs to be maximized.

Other views on the implementation of space utilization policies by street vendors are caused by differences in interpretation in the policy rules and the lack of consistency of the Makassar City Government in every policy of granting land use Licenses by street vendors so that these changes affect policy output [8]. the government must maintain the development and implementation of policies to empower street vendors continuously in improving the quality of life and performance of entrepreneurs [9].

C. Environment of Policy

The community fully supports and participates in government programs in terms of empowering traditional markets. One of the programs of the District Government of Mamajang in empowering grocery stores is through integrated Business Unit activities.

The policy implementation will be successful or not, of course it is very closely related to the ability of the implementers to be responsible for completing their tasks. This is in accordance with the theories of Daniel A. Mazmanian and Paul A. Sabatier who explained that the commitment of the implementing apparatus to realize the goals set forth in the policy is the most crucial variable. For that reason, it is necessary to implement the skills of the implementing agency in prioritizing the objectives to further realize priorities that goal.

D. Inhibiting and Supporting Factors for Implementing Modern Shop Structuring Policies in the Mamajang District, Makassar City

The inhibiting factor in the structuring of modern stores in the District of Mamajang in Makassar City is the Mayor Regulation which contains more details on the arrangement of a modern store that is still in the preparation stage so that it cannot be implemented and the community's interest is still very high for shopping at a modern store compared to shopping at a grocery store. Another view also according to [10] suggests that family businesses remain as pillars of economic conditions that contribute to the economy at various levels, it is necessary to evaluate the achievements of markets served according to their business environment such as traditional shops .

A supporting factor in the structuring of modern stores in the District of Mamajang, Makassar City is that the community responds well by participating in government programs aimed at empowering grocery stores so that no party is disadvantaged due to the rapid development of the retail industry.

IV. CONCLUSION

From the results of research and discussion that have been described, the following conclusions can be drawn:

1. The implementation of structuring modern stores still needs to be considered again given the increasingly rapid development of the retail industry. Therefore, it is necessary to formulate policies that are tailored to the existing problem.

2. Existing regulations are very clear and maximization has been carried out by the city government. The implementation of programs or policies issued by the government so far has been felt directly by the community.

3. In addition to socio-economic factors that have a major influence on the implementation of a policy, the ability of the policy implementer to complete its tasks is a determinant of the success of a policy.

4. So far, which has become an obstacle in the implementation of structuring of modern stores around the Mayor's Regulation which in detail regulates the arrangement of modern stores is still in the preparation stage as well as public interest which is still very dominant in shopping in modern stores.

5. The participation of the retail industry with the government in the matter of empowering small shops and the active participation of the community in programs issued by the government is a support in the implementation of modern store management in the Mamajang District, Makassar City.

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