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ARTICLE

IMPLEMENTATION OF MINISTER OF TRADE REGULATION NO. 21 OF 2021 CONCERNING GUIDELINES FOR MANAGEMENT OF TRADE FACILITIES STUDY AT MALAHA MARKET, MALAHA VILLAGE, SAMATURU DISTRICT, KOLAKA REGENCY

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Abstract

The results of this study indicate that the implementation of the Minister of Trade Regulation No. 21 of 2021 concerning the Management of Trading Facilities at Malaha Market has generally been quite successful. In terms of communication, the government and market managers have utilized various communication media such as regular meetings, WhatsApp groups, banners, posters, and market loudspeakers. However, obstacles remain, including limited access to information for some vendors and suboptimal information dissemination to the public. In terms of resources, market management is supported by adequate human resources, facilities, and infrastructure following the market relocation in 2024, although the number of management staff remains limited compared to the number of vendors. In terms of disposition, market managers demonstrate commitment, responsibility, and openness in accepting community aspirations, but follow-up on several issues, such as parking arrangements, remains suboptimal. Meanwhile, the bureaucratic structure is the most supportive factor for policy implementation due to the clear division of tasks, good coordination between relevant parties, and community involvement in the market management process. This indicates that the implementation of the Malaha Market management policy has been quite effective, in accordance with the indicators of George C. Edward III's theory. However, improvements in communication, resource optimization, and policy implementation responsiveness are still needed to ensure more effective, efficient, and sustainable market management.

Keywords: Implementation; Policy; Management; Market; Government

A. INTRODUCTION

People's markets are one of the centers of community economic activities that play an important role in meeting daily needs and providing livelihoods for small and medium-scale traders. In addition to serving as places for buying and selling transactions, people's markets also contribute to increasing Regional Original Revenue (PAD) and promoting local economic growth. However, effective market management is essential to ensure that markets remain orderly, safe, clean, and comfortable for the public.

Based on the research data, Malaha Market in Malaha Village, Samaturu District, Kolaka Regency, which is managed by the Regional Government through the Department of Industry and Trade of Kolaka Regency, continues to face various management challenges, particularly following the market's relocation in 2024. The identified issues include the lack of proper organization of merchandise according to product categories and the disorganized parking area, which have resulted in suboptimal customer service and ineffective enforcement of market regulations. These conditions highlight the importance of implementing Minister of Trade Regulation (Permendag) No. 21 of 2021 concerning Guidelines for the Management of Trade Facilities as a framework for achieving a more structured and professional market management system.

Previous studies have shown that traditional market management continues to encounter various challenges. Research by N. Azizah (2025) found that the absence of written regulations and supporting facilities hindered efforts to improve traders' welfare. Research conducted by Farida Riani and Syafruddin (2024) emphasized the importance of revitalizing market infrastructure and facilities to strengthen local economic development. Meanwhile, Melda Safitri (2025) and Vina Nurramadania Putri (2024) revealed that market management policy implementation had not been fully optimized due to limited resources, weak coordination, and ineffective bureaucratic structures. The similarity among these studies lies in their examination of market management and policy implementation in traditional markets, while their differences are found in the research objects, regulatory frameworks, and specific areas of focus.

The novelty of this study lies in its specific focus on analyzing the implementation of Minister of Trade Regulation No. 21 of 2021 concerning Guidelines for the Management of Trade Facilities at Malaha Market, located in Malaha Village, Samaturu District, Kolaka Regency. Unlike previous studies that primarily focused on management strategies, market revitalization, or the implementation of different regulations, this study examines the implementation of the latest policy governing trade facility management using George C. Edward III's policy implementation theory, which includes the dimensions of communication, resources, disposition, and bureaucratic structure.

This research is based on the importance of effective people's market management in supporting community economic activities and improving the quality of public services. If the various market management issues are not addressed promptly, they may reduce consumer comfort, decrease service effectiveness, and hinder the economic development of the surrounding community. Therefore, this study is necessary as an evaluation of market management policy implementation and as a basis for formulating more targeted improvement measures.

This study aims to identify and analyze the implementation of Minister of Trade Regulation No. 21 of 2021 concerning Guidelines for the Management of Trade Facilities at Malaha Market, Malaha Village, Samaturu District, Kolaka Regency. The expected contribution of this research is twofold. Theoretically, it is expected to contribute to the development of public administration studies, particularly in the fields of policy implementation and people's market management. Practically, it is expected to provide recommendations for local governments and market managers in improving market governance so that it becomes more orderly, effective, efficient, and sustainable.

B. LITERATURE REVIEW

Public policy refers to decisions made by the government to undertake a series of actions in response to problems occurring within society. Once a policy has been established, the next crucial stage is policy implementation. This stage aims to determine whether the policy chosen by the government is appropriate for addressing societal problems. In essence, policy implementation is the means through which a policy achieves its intended objectives (Mulyadi, 2016).

According to George C. Edward III (as cited in Subarsono, 2011), policy implementation is influenced by four key variables:

- Communication

  The success of policy implementation requires that implementers clearly understand what must be done. Policy goals and objectives must be effectively communicated to the target group so that implementation distortions can be minimized.
- Resources

  Even when policy content has been communicated clearly and consistently, implementation will not be effective if implementers lack the necessary resources. These resources may include human resources, such as the competence of implementers, as well as financial resources.
- Disposition

  Disposition refers to the character and characteristics possessed by implementers, such as commitment, honesty, and democratic attitudes. When implementers have a positive disposition, they are more likely to carry out the policy in accordance with the intentions of policymakers. However, if implementers hold attitudes or perspectives that differ from those of policymakers, the implementation process may become ineffective.
- Bureaucratic Structure

  The organizational structure responsible for implementing a policy has a significant influence on its implementation. Important aspects of organizational structure include Standard Operating Procedures (SOPs) and fragmentation. An excessively long organizational structure tends to weaken supervision and create red tape, namely complicated and complex bureaucratic procedures that reduce organizational flexibility and hinder effective implementation.

C. RESEARCH METHODOLOGY

This study employed a qualitative approach with a descriptive approach. The study was conducted in Malaha Village, Samaturu District, Kolaka Regency. In data collection, the researchers employed observation, interviews, and documentation techniques. Data analysis was conducted using the interactive model of Miles and Huberman (1994), which describes data analysis as a cyclical and interactive process with three main components: data reduction, data presentation, and conclusion drawing/verification.

D. RESULT AND DISCUSSION

Based on research conducted through observation, interviews, and documentation, the implementation of the Malaha Market management policy demonstrates various conditions that illustrate how the four variables operate in the practice of traditional market management.

Communication

Based on the research findings, communication in the management of Malaha Market has been carried out through various communication channels used by the Kolaka Regency Industry and Trade Office and market managers. Information is disseminated through routine monthly meetings, quarterly meetings, WhatsApp groups, the installation of banners and posters, and announcements using market loudspeakers. These various media are used by the government to ensure that all vendors have access to information regarding market management policies.

The research findings indicate that communication between the local government and market managers is running well. The market head acts as an intermediary, conveying every policy from the Industry and Trade Office to vendors. This indicates that the transmission element in Edward III's theory has been implemented because there is a clear information delivery mechanism from the policy-making level to the target group.

However, the research identified several obstacles in the communication aspect. One of the most common obstacles is that some vendors still lack smartphones and therefore cannot receive information through WhatsApp groups. Furthermore, the large number of traders means that information is sometimes not conveyed evenly to all traders. Another obstacle is the use of overly formal language in conveying information, which leads to misunderstandings among traders.

This situation indicates that the clarity and consistency of communication still need to be improved. Although the government has attempted to use various communication media, the effectiveness of information delivery has not fully reached all target groups. From Edward III's perspective, unclear information can lead to implementation distortions, which impact low levels of compliance with policies..

Resources

Based on research findings, the resources available for the management of Malaha Market are generally sufficient. This is evident in the availability of human resources responsible for market management: the market head and two management officers, each with their own duties and functions.

The market head is responsible for coordinating with the Kolaka Regency Industry and Trade Office, while other officers are responsible for managing parking fees and managing market stall rentals. This clear division of duties demonstrates that the available human resources have structured roles and responsibilities.

In terms of facilities and infrastructure, research results indicate that the condition of Malaha Market has improved following the relocation and revitalization in 2024. The

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availability of open stalls, covered stalls, parking facilities, and other supporting facilities demonstrates the adequate support for trading activities.

However, several issues remain, indicating that resource utilization is not optimal. One such issue is poorly organized vehicle parking. This situation causes congestion and reduces the comfort of market visitors, especially during peak market times leading up to religious holidays.

The parking issue shows that even though facilities are available, their management and oversight still need to be improved. From Edward III's perspective, resources are not only about availability, but also about how they are used effectively to achieve policy objectives.

Disposition

Based on the research results, the disposition of policy implementers in the management of Malaha Market shows a positive trend. This is evident in the market management's commitment to receiving and following up on various complaints submitted by traders and the public.

Market managers demonstrate an open attitude to various problems occurring in the market. Each complaint is not immediately ignored, but rather consulted with the local government to find an appropriate solution. This attitude demonstrates the responsibility and sincerity of the implementers in carrying out their duties.

Interview results also indicate that traders perceive market managers as being willing to help resolve the problems they face. This reflects a relatively good relationship between the government, market managers, and the community as the target group for the policy.

However, the research also found a discrepancy between commitment and actual action on several specific issues. One prominent example is the issue of vehicle parking, which remains unresolved. Traders and shoppers admitted to having repeatedly complained about the chaotic parking conditions, but there has been no significant change.

Bureaucratic Structure

Based on the research findings, the bureaucratic structure for managing Malaha Market is clearly and systematically structured. The Kolaka Regency Department of Industry and Trade is the primary agency responsible for managing the traditional market. In its implementation, the department is assisted by the Head of Trade Development, functional position groups, the Regional Original Revenue (PAD) coordinator, the market head, and market management officers.

The clear division of duties within each bureaucratic element demonstrates that policy implementation has a strong organizational foundation. The Head of the Department is responsible for overall market management policies, the Head of Trade Development is tasked with formulating technical policies, the PAD coordinator manages market levy revenues, and the market head is responsible for day-to-day market operations.

Furthermore, the bureaucratic structure for managing Malaha Market involves not only government officials but also traders, the surrounding community, and security forces. This multi-stakeholder involvement demonstrates a collaborative approach to market management.

Research findings also indicate that the community is given the opportunity to participate in decision-making processes, such as regarding the market's relocation in 2024. Community involvement in policy planning and implementation reflects a participatory and responsive bureaucracy.

E. CONCLUSION

Based on the research results, the implementation of the Malaha Market management policy in Kolaka Regency based on George C. Edward III's theory has been running quite well. From a communication aspect, policy information has been disseminated through various media, but there are still some traders and the public who have not understood the information optimally. Then for the resource variable, the availability of human resources, infrastructure, and community participation are quite supportive, although the number of officers and management of parking facilities still need to be improved. And in the disposition variable, market managers demonstrate commitment, responsibility, and openness in carrying out their duties, but the resolution of several problems, especially related to parking, is still not optimal. Meanwhile, the bureaucratic structure variable is a major supporting factor due to the clear division of tasks, good coordination between related parties, and community involvement in decision-making. Overall, the implementation of the Malaha Market management policy has been carried out quite well because it is supported by communication, resources, disposition, and a relatively effective bureaucratic structure. However, improvements are needed in the aspects of communication, resource optimization, and manager responsiveness so that the goal of orderly, comfortable, effective, and sustainable market management can be optimally achieved.

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