

# IMPLEMENTATION OF TRADITIONAL MARKET MANAGEMENT POLICY IN NORTH KEPUTRAN MARKET, SURABAYA CITY

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**Article history:** received 10 January 2024; revised 12 February 2024; accepted 30 March 2024

**DOI:** <https://doi.org/10.33751/jhss.v8i2.10708>

**Abstract.** This study aims to analyze the implementation of traditional market management policies in North Keputran Market, Surabaya in realizing a clean, safe, comfortable, and fair market. Using the George C. Edward III policy implementation model, this study evaluates four key variables: communication, resources, disposition, and bureaucratic structure. The method used is qualitative descriptive with data collection techniques through interviews, observations, and document analysis. The results show that despite efforts to implement policies, there are still challenges in terms of communication, resource allocation, and bureaucratic coordination. The conclusion of this study is that the achievement of a clean, safe, comfortable, and fair market still faces obstacles, so more consistent policy enforcement and better resource management are needed

**Keywords:** Policy Implementation, Market Management, Traditional Market

## I. INTRODUCTION

The traditional market is one of the main foundations in the structure of the people's economy in Indonesia. Its existence not only plays an important role in providing basic needs of the community, especially food, but also becomes a place of social interaction and the center of the local economy [1]. Traditional markets generally offer more affordable prices and create jobs for the lower middle class, including small traders, farmers, and fishermen. However, along with the advancement of the times and the emergence of modern markets, traditional markets began to lose competitiveness, especially in aspects of management, cleanliness, safety, and convenience [2]. This problem often occurs in traditional markets, causing the impression of slums, chaos, and disorder, there by reducing people's interest in shopping at traditional markets.

In the midst of the government's efforts to maintain the existence of the traditional market, various policy implementations have been issued to improve the management and competitiveness of traditional markets. The policy is contained in the Regional Regulation of the City of Surabaya Number 1 of 2015 concerning the Management and Empowerment of the Traditional Market. This regulation aims to create a clean, safe, comfortable, and fair market, as well as support the local economy by increasing the income of local communities [3]. However, the implementation of this policy often faces challenges in the field. One example is in the North Keputran Market, Surabaya, which until now still faces various problems in its management, including in terms of cleanliness, security, and arrangement of traders.

North Keputran Market is one of the largest and oldest traditional markets in the city of Surabaya. Established in 1918, this market serves as a distribution center for vegetables and various other basic necessities. However, in recent years, the condition of this market has experienced a decline in quality, both in terms of infrastructure and management. Hygiene issues, such as poorly managed waste, are a common sight in this market. In addition, the misuse of parking lots by illegal traders and the irregular arrangement of traders add to the complexity of the problems faced [4]. Although the North Keputran Market is under the management of the Pasar Surya Regional Company, the realization of the traditional market management policy does not seem to be running as expected.

The main issue in the implementation of market management policies in the North Keputran Market is ineffective communication between the market management and traders. Many traders do not fully understand the rules that are enforced, resulting in non-compliance that results in chaos in market governance [5]. In addition, the available resources, both human resources and infrastructure, are not enough to support the implementation of policies optimally. For example, the lack of cleaners and security in the market causes market conditions that are not well organized and vulnerable in terms of security. This is further exacerbated by the weak bureaucratic coordination in the enforcement of applicable rules.

In addition to communication and resource factors, the disposition or attitude of policy implementers is also an important factor in the success of policy implementation. In fact, not all policy implementers have a high commitment to the success of the policy [6]. Enforcement of rules that should be applied consistently is often not carried out, causing

dissatisfaction among traders who follow the rules. For example, some traders who sell in parking lots often escape control, while other traders are required to sell in predetermined places. This selective felling attitude causes injustice and affects the overall success of the policy.

This study aims to analyze the implementation of the North Keputran Market management policy using the George C. Edward III policy implementation model. This model includes four main variables, namely communication, resources, disposition, and bureaucratic structure, which are considered to be the determining factors for the success of policy implementation [7]. With this approach, this study is expected to provide a more comprehensive picture of the challenges faced in implementing policies in traditional markets, especially in North Keputran Market. In addition, this research also aims to provide recommendations for improvement that can help the government and market managers in improving the quality of traditional market management so that they can compete with modern markets and still contribute to the local economy.

## II. RESEARCH METHOD

This research uses a qualitative descriptive approach. This means that the research focuses on an in-depth understanding of social phenomena or symptoms in their natural context. The research location is located at North Keputran Market, Surabaya City. The research location was chosen based on considerations and objectives to obtain an overview of the implementation of traditional market management policies in North Keputran Market, Surabaya City. The qualitative approach was chosen due to the nature of the phenomenon under study, which is related to policy processes and contexts that cannot be measured quantitatively. In this study, researchers focused on an in-depth analysis of policy implementation using the George C. Edward III model, which involves four main components: communication, resources, disposition, and bureaucratic structure. Through this approach, the research seeks to explore various obstacles and supporting factors in the implementation of traditional market policies, especially in the context of cleanliness, safety, comfort, and fairness. The data sources of this research are primary data sources which are obtained directly through interviews with informants and secondary data sources which are obtained indirectly through books, journals, and documents related to this research. Then the data collection techniques used in this research are interviews with purposive sampling method, direct observation (non-participants), and documentation with related data [9]. In addition, the data analysis technique used is using interactive data analysis Miles, Huberman & Saldana (2014), including Data Collection, Data Condensation, Data Presentation, and Conclusion Drawing [10]. And the data validity test used in this qualitative research must have criteria, namely Credibility, Transferability, Dependable Testing, Confirmability Testing [11].

## III. RESULTS AND DISCUSSION

Based on the title of the research, namely the Implementation of the Traditional Market Management Policy in the North Keputran Market, Surabaya City which is guided by the first objective of the Regional Regulation of the City of Surabaya Number 1 of 2015, the data collection that is the result of this research is obtained through interviews, observations, and documentation. The research data collection process is adjusted to the research plan to be presented in accordance with the focus of the research according to George C. Edward III, namely 4 variables that greatly determine the success of a policy.



Figure 1 North Keputran Market, Surabaya City

### 1. Communication

The results of the study that focused on transmission indicators showed that communication in the management of the North Keputran Market had been carried out through various methods, such as face-to-face, meetings, leaflets, brochures, banners, placards, and WhatsApp for additional information. The transmission of information which includes hygiene appeals, security, and other market policies is generally effectively received by traders. However, this communication has not taken place continuously because new information is conveyed when there are new rules, without regular follow-up. In addition, socialization to buyers related to cleanliness and security is still lacking, so there needs to be an improvement so that the market can be realized into a clean, safe, comfortable, and fair place gradually and consistently.

Furthermore, the results of the study with clarity indicators show that the communication received by policy implementers in the North Keputran Market in realizing a clean, safe, comfortable, and fair market has been carried out clearly. Information about the cleanliness, safety, and standards of use of booths is conveyed through various media such as official letters, brochures, leaflets, and banners placed in the market. The delivery of information is also carried out directly by market officers to traders, both when opening booths and through face-to-face meetings. The traders generally felt that this communication was going well and that they understood the information provided, as confirmed by the traders named Sofia and Sutyem. Even so, this study found that the clarity of communication has not taken place continuously. New information is submitted when there are new regulations, and there is no regular affirmation or follow-up evaluation. Some traders also admitted that they had never

received direct communication regarding the latest policy information. Therefore, even though communication is going well, the information delivery system still needs to be improved to be more sustainable and inclusive of all parties. Communication is inconsistent, only carried out when there is a policy change without adequate follow-up. This causes traders to often not understand or violate applicable regulations, such as using market areas for personal gain, which has an impact on non-compliance with the policies implemented. This is strengthened by the results of the following interview.

The results of the study on the consistency indicator show that communication related to the management policy of the North Keputran Market, especially regarding cleanliness, security, comfort, and fairness, has been carried out consistently through face-to-face meetings every time there is a new policy. Market heads and officers routinely convey information to traders through meetings and leaflets, so that traders can understand the new rules related to levies, fees, as well as cleanliness and security. Traders such as Diyah and Riyono confirmed that the communication was routinely carried out and provided clarity. However, this consistency is not fully sustainable because new information is conveyed only when there is a policy change. In addition, some traders are not always present at the meeting, so the delivery of information is sometimes through other traders' intermediaries or leaflets. Although this communication is effective in conveying important information, there are still traders who do not fully comply with the rules, and additional reminders from market officials have not been carried out regularly. Thus, even though communication has been running well and consistently, efforts to make it more sustainable are still needed.

The discussion on communication at the North Keputran Market showed that the distribution of information related to market policies had been done quite well, especially to traders. Media such as leaflets, circulars, and banners are used effectively to convey the rules about the cleanliness, safety, and convenience of the market. Although the distribution of this communication is carried out gradually and can reach most traders, there is not enough communication for buyers, such as appeals to maintain cleanliness and safety. In addition, communication is more often carried out when there are new regulations and are not yet sustainable. Therefore, it is necessary to increase the continuous distribution of information to traders and buyers so that the goal of a clean, safe, comfortable, and fair market can be fully achieved.

The discussion on the clarity and consistency of communication in the North Keputran Market shows that efforts to distribute information related to policies have been carried out, but there are still several obstacles. The clarity of information, especially related to cleanliness, security, and comfort, is conveyed through media such as circulars, leaflets, and banners, but it has not been sustainable. This clarity of communication is important so that the policy can be understood and implemented properly by traders, but its application is still limited to certain moments, especially

when there is a new policy. Likewise, the consistency of communication only runs during face-to-face meetings, without continuous follow-up. Although face-to-face meetings are effective in providing information, there is still a lack of efforts to remind traders of existing policies. To achieve the goal of better market management, more consistent and continuous communication is needed, by providing additional information periodically to ensure that the implementation of policies runs effectively and in accordance with the goals that have been set.



Figure 2 Example of a Circular Letter Appealing to Maintain Security in the North Keputran Market

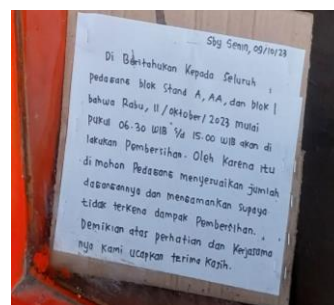


Figure 3 Announcement Regarding Cleaning Attached to the Wall in the Keputran Market Area

## 2. Resources

The results of the research on the staff indicators regarding human resources (HR) of the North Keputran Market management show that in terms of cleanliness, the number of existing officers is adequate, namely as many as 29 people from CV Rizki, with a fair division of duties for each market block. However, there are obstacles in the continuity of work because some officers often take holidays that interfere with cleaning operations consistently. Meanwhile, in terms of security, the number of officers is considered insufficient. Although there are 12 security officers consisting of officers from PT Cahaya Pagi Berlian, marines, and PD

Pasar Surya, this number is not enough to secure the large market area with 763 booths. In addition, even though the officers are considered competent, the number of security staff needs to be increased to create a safer and more comfortable environment. Overall, human resources at North Keputran Market have met the competency standards, but improvements are still needed in terms of work continuity, especially in the field of cleanliness and the addition of security officers.

The next research result is an information indicator showing that the implementation of the North Keputran Market management policy in realizing a clean, safe, comfortable, and fair market has gone well, although there are still several challenges. The cleanliness policy is implemented in accordance with the Regulation of the Board of Directors of PD Pasar Surya No. PER-08/01/XI/2017, although there are no specific technical instructions. However, hygiene issues still arise, especially after 12 noon, and the proposed increase in cleaning time as well as the cost of the hygiene levy is suggested. From the security aspect, market managers maintain 24-hour security according to the needs of markets that operate full-time, even though the rules for operating hours have not been fully complied with. The dialogue approach with traders is also effective in maintaining comfort and control in the use of booths. The control process is carried out in stages, and sanctions are given with prior notice. However, the level of merchant compliance still needs to be improved so that the policy can run sustainably. Overall, the policy has been implemented gradually, although its continuity still needs to be improved, especially in terms of traders' compliance with existing rules.

The results of the research on the information indicators show that the managers and officers of the North Keputran Market in implementing the market management policy refer to the Regulation of the Board of Directors of the Pasar Surya Regional Company No. PER-08/01/XI/2017 without any additional technical instructions. Although information regarding the cleanliness, safety and convenience of the market has been clearly communicated, traders' compliance with the policy is still a challenge. Many traders do not comply with regulations, so that clean, safe, and comfortable market conditions have not been fully achieved on an ongoing basis. Although managers and officers have carried out their duties well, the harsh character of traders hinders the effective implementation of policies.

The results of the authority indicator research show that the managers and officers of the North Keputran Market have a significant impact in realizing clean, safe, comfortable, and fair market conditions. The cleaning of the market was carried out in the morning, but it was less effective because the market was dirty again after 12 noon. This problem was highlighted by buyers who wanted afternoon cleaning as well. The authority to increase the cost of the hygiene levy has not been fully implemented, which affects the quality of cleanliness. Officers transport garbage once a day and manage waste through a composting program, but the problem of garbage accumulation still exists. On the security side, officers are on duty 24 hours a day to guard the market,

although there have been fires caused by electrical cables that are prone to short circuits. To create convenience, the manager approached directly with traders regarding the use of booths and operating hours, as well as imposing gradual control for violators. Overall, the authority applied showed positive results with some continuous improvements still needed to achieve optimal results.

The results of the study on facility indicators show that the physical in the North Keputran Market has significant shortcomings that affect the implementation of market management policies. Hygiene facilities such as garbage cans are limited and inadequate to accommodate garbage properly, while the types of garbage cans that exist are not in accordance with the type of waste produced. Security facilities, despite the presence of fire extinguishers, are still inadequate due to the absence of CCTV and fencing. Bathrooms also have problems, with a limited number and less than optimal hygiene conditions. The distance between toilets is considered to be far, and other facilities such as prayer rooms also require attention. In addition, a comparison with the Surabaya City Regulation shows that some facilities such as waste management sites, security posts, and cargo loading and unloading areas are still not available. However, some aspects of the facility have been in accordance with the provisions of the Regional Regulation, and several improvements have been made in stages. Overall, the facilities at the North Keputran Market still need improvement and improvement in order to better support the realization of a clean, safe, comfortable, and fair market.

So that it can be discussed in an effort to realize the North Keputran Market as a clean, safe, comfortable, and fair market, there are several main challenges related to resources that need to be considered. First, in terms of staff, although the number of market managers and cleaners and security officers is sufficient, there are problems in terms of consistency and competence. The number of existing security personnel is considered to be insufficient, especially to deal with the possibility of fires, while the instability of the presence of cleaners disrupts the overall cleanliness of the market.

Second, information related to the implementation of policies and merchant compliance is not fully in accordance with applicable regulations. Despite the guidance of the Regional Regulations and the Board of Directors Regulations, implementation on the ground shows that some policies, such as market operating hours and trader compliance, are not always well followed. Improvements in information delivery and policy enforcement are needed to improve compliance and effectiveness. Third, the authority possessed by policy implementers is in accordance with the objectives, but challenges arise in the enforcement of regulations. Traders' discipline is often inconsistent, causing injustice and inconvenience. There is a need to improve the application of authority to be fairer and more effective in maintaining the cleanliness, safety, and convenience of the market.

Fourth, the facilities at the North Keputran Market are still inadequate. The quality and number of garbage cans, security facilities such as CCTV, as well as the condition of

hygiene and comfort facilities such as bathrooms and prayer rooms need to be improved. Some facilities do not meet the standards set forth in the Regional Regulations, and there are still many that need to be improved or added to meet the applicable provisions. Overall, to achieve the goal of a clean, safe, convenient, and fair market, systematic and consistent improvements are needed in terms of staff, information, authority, and facilities.

### 3. Disposition

The results of the research on the attitude indicators of policy implementers show that the attitude of traders in the North Keputran Market is still the main obstacle in the implementation of clean, safe, comfortable, and fair market management policies. Many traders do not comply with rules related to cleanliness and safety, such as littering, selling in the staircase and parking areas, and making the second floor a place to live. Although officers have given reprimands and sanctions gradually, there are still many violations that continue to be repeated. This attitude of traders slows down efforts to create ideal market conditions, even though market officials have carried out their duties consistently.

The results of the research on *the Staffing the bureaucracy* indicator regarding bureaucratic arrangements in the North Keputran Market show that the management of this market has followed the competency standards set by the relevant institutions. The appointment of staff, including cleaners from CV Rizki and security officers from PT Cahaya Pagi Berlian, is carried out based on capabilities and capabilities that are in accordance with market needs. However, there is still a lack of training for traders on hygiene and safety, which suggests there is room for improvement in this regard. The cleaners and security officers, based on the interviews, were rated competent in carrying out their duties, despite reports of inconsistencies in security training for traders. In terms of convenience, market officers are considered responsive and friendly in handling problems, while in terms of fairness, sanctions are applied consistently despite some problems related to rule violations. The bureaucratic arrangements implemented include responsibilities from the Head of the North Keputran Market to the Board of Directors of PD Pasar Surya, with gradual and continuous supervision. However, the lack of continuous training for staff, especially in terms of computer training, indicates the need to improve this aspect in order to improve the effectiveness of market management. Overall, while progress has been made in realizing a clean, safe, convenient, and fair market, additional efforts are still needed to address some existing obstacles and ensure more consistent and effective policy implementation.

The results of the research on incentive indicators in the management of the North Keputran Market revealed that the absence of special awards or incentives for cleaners, security, and traders has become an obstacle in motivating their performance. Interviews with the Head of the North Keputran Market as well as traders showed that although officers and traders understood and carried out orders well, the lack of incentives had the potential to reduce their motivation and effectiveness. The study highlights that

internal training is also minimal, which reduces opportunities for regular improvement of officers' competencies. As such, effective rewards or incentives have not been implemented to support the successful achievement of a clean, safe, comfortable, and fair market on a sustainable basis.



Figure 4 Traders Peel Onion Skins Carelessly, Causing the Market to Become Dirty Again

The discussion on the implementation of policies in the North Keputran Market shows that there are several significant challenges in achieving clean, safe, comfortable, and fair market conditions. According to George C. Edward III, the three key indicators of policy implementation—disposition, bureaucratic regulation, and incentives—have different impacts on policy effectiveness in those markets. The disposition or attitude of policy implementers plays an important role in policy implementation. In North Keputran Market, there are several obstacles due to the negative disposition of traders, such as littering, selling in dangerous areas, and making booths a place to live. The indifferent attitude of these traders hinders the achievement of the goals of cleanliness, safety, and comfort of the market. This poor disposition requires special attention to increase traders' awareness and compliance through better training and information on the importance of sanitation and market safety.

The bureaucratic arrangement in the North Keputran Market, which involves the placement of staff with appropriate competencies, has gone quite well. Cleaners and security officers come from outsourcing companies that have responsibility for their training and competence. However, training for traders on cleanliness and security is still minimal, which has the potential to reduce the effectiveness of market management. Although bureaucratic arrangements and training have been carried out, there is a need to expand training to traders so that they also understand and implement policies better. Incentives as motivation for policy implementers and traders in the North Keputran Market have not been applied optimally. The absence of special rewards or incentives for officers or traders who comply with the policy negatively impacts their motivation and performance. Research shows that incentives can improve performance and motivation. Therefore, providing incentives or awards can be a solution to encourage policy implementers and traders to better implement market policies. Overall, despite some positive steps in bureaucratic regulation and disposition, the North Keputran Market still faces challenges in creating a clean, safe, comfortable, and fair market. There needs to be improvements in the management of traders' dispositions,

expansion of training, and the implementation of incentive systems to achieve the desired policy goals.

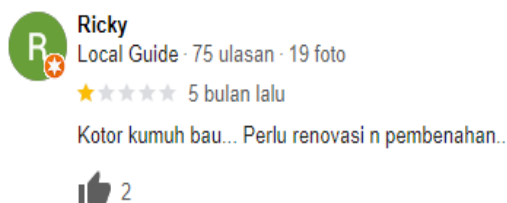


Figure 5 Buyer Reviews on Google Reviews on Dirty and Shabby Market Conditions

### 5. Bureaucratic Structure

The results of the research on indicators to make Standard Operating Procedures (SOPs) more flexible in the North Keputran Market show that the implementation of SOPs has been carried out well but there are differences in their implementation. The cleaning staff at the North Keputran Market followed the SOP set by CV Rizki, while the security officers followed the standard rules from the Pasar Surya PD. Although SOPs for cleaners and security workers are different, both types of SOPs are designed to ensure good service and support the achievement of a clean, safe, comfortable, and fair market. Routine monitoring is carried out by the internal supervisory unit to ensure that the implementation of the work is in accordance with the SOPs that have been set. Overall, although the existing SOPs have been arranged according to their respective competencies, the more flexible implementation of SOPs can improve work effectiveness and support the successful implementation of the desired market policy.

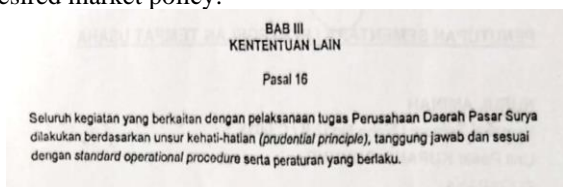


Figure 6 provisions on PD Pasar Surya in the Regulation of the Board of Directors of Pasar Surya Regional Company No. PER-08/01/XI/2017 of 2017

The results of the research on the indicators of fragmentation in the bureaucratic structure in the North Keputran Market show that the division of responsibilities and reporting have been carried out effectively in accordance with the Regulation of the Board of Directors of the Pasar Surya Regional Company No. PER-08/01/XI/2017. This fragmentation allows each work unit, both in the field of hygiene and safety, to focus on its respective duties and responsibilities, thus increasing their competence and capabilities. Coordination between officers, both with other units and with traders, went well even though some traders did not know the organizational structure of the market. A fair division of responsibilities and gradual reporting from the bottom up ensures structured and policy-compliant market management. Therefore, this fragmentation model is effective in achieving a clean, safe, convenient, and fair market, and it is recommended to be maintained and improved in the future.

The discussion on the implementation of the Traditional Market management policy in the North Keputran Market shows that although there is some progress, there are still aspects that need to be improved to achieve optimal results. Based on the analysis using the George C. Edward III method, several variables have been successfully applied. Bureaucratic structures, particularly in the creation of SOPs and the fragmentation of responsibilities, have shown significant progress, contributing to more structured and effective market management. However, other variables such as communication, resources, and disposition indicate challenges that must be overcome. Communication and resources have not fully supported the implementation of the policy, while the disposition has not been optimal in motivating and influencing the implementation of the policy. For this reason, improvements are needed in these aspects so that the management of the North Keputran Market can be better in accordance with the Surabaya City Regional Regulation No. 1 of 2015, so that the market can function optimally as a clean, safe, comfortable, and fair market.

### IV. KESIMPULAN

The results of the study show that the implementation of the management policy of the North Keputran Market in Surabaya still faces various significant challenges. In terms of communication, the transmission of policy information from managers to traders is still not effective, causing a lack of understanding among traders regarding the applicable rules. Limited resources, such as a lack of cleaning and security staff, as well as a lack of adequate public facilities, have also hampered efforts to create a clean, safe, and comfortable market. In addition, the disposition or attitude of inconsistent policy implementers, especially in enforcing rules, further worsens market management conditions. The enforcement of unstrict rules against violating traders, such as illegal traders selling in parking areas, causes injustice and chaos. The existing bureaucratic structure, although it has been regulated through standard operating procedures (SOPs), is still weak in terms of coordination and implementation in the field, which causes policies not to be implemented optimally. In conclusion, although there are policies designed to create a clean, safe, comfortable, and fair market, their implementation is still far from optimal. To achieve these policy goals, improvements are needed in various aspects, including improving policy communication, increasing resource allocation, strengthening the firm attitude of policy implementers, and improving the bureaucratic structure to be more responsive and effective in its implementation in the field. To improve the implementation of the North Keputran Market management policy, it is necessary to strengthen more effective communication between the market management and traders. This can be done by providing clear communication media such as brochures or posters to maintain cleanliness and safety for buyers pasted on the walls of the market area, as well as conveying information clearly every week as a form of regular reminder. In addition, better allocation of resources is needed, both in the form of

supporting facilities and workforce management, to ensure that policies can be implemented consistently. Finally, coordination between various parties involved in market management needs to be improved, especially in terms of law enforcement and division of responsibilities, such as giving stricter sanctions by sealing booths for traders who violate the rules of selling in parking areas and incentivizing employees and traders who can carry out good policies so that they are enthusiastic about competing in realizing a clean market. safe, comfortable, and fair in accordance with policy objectives.

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