Abstract
The aim of this study is to describe the implementation of the management policy on the traditional markets and the modern markets, and the implementation of the development policies and the empowerment of the traditional markets and the modern market as well in Makassar city.

The qualitative method is, in a case study, appropriately used with in-depth interviews to the primary informants, such as the commission chairmen of Makassar Council, the Department of Industry, the Trading & Investment, the Director of PD Pasar Raya, the Head of the Terong Traditional Market, the Head of Niaga Daya Market and the Traders, and with the Head of Modern Markets such as the Leader of Carrefour Makassar, and the head of Ramayana Makassar.

Based on the collected data, it reveals how the implementation of the Regulation policy of No. 15, 2009 of Makassar city is applied. It appeared in both the traditional markets found, like in the Daya and the Terong Markets, that there were nobody knows about the Regulation of No. 15 of 2009 of Makassar city. They evidently didn't understand yet about that regulation and they only understood about their daily habitual experiences. Therefore, the only ones who know are the government and his staff, included the regulators such as the Parliament, the Department of Trading and Industry of Makassar, PD. Pasar Raya Makassar. In fact, the regulation is the management policy on the traditional markets and the modern markets, and the development policies and the empowerment of the traditional markets and the modern market as well in Makassar city.
Keywords: Implementation, Makassar, Policy, Traditional market, and Modern Market.

1. Introduction

1.1 Background

Economically, various analysis presented that traditional market development must be done to improve the marketability. There are two common steps taken to develop the market, namely the renovation and revitalization. Renovation is activities related to the improvement of the physical quality of the building, while the revitalization is re-drafting of building systems, both internal and external sides. The main focus is the revitalization of the re-drafting of building systems. In addition to the internal market, revitalization is directed to integrate with the scope of the external market, (Djatmiko, 2011).

The evidence shows that the government gives more attention to the location of the modern market than traditional markets by providing a number of facilities and infrastructure development in order to maintain and preserve the aspects of efficiency and higher growth. Therefore, the impact is generally the process of eviction, seizure of land and the resource ownership that were once occupied and enjoyed by small businesses. But, in the current situation, most of the land and the resources, locations, have been enjoyed, dominated and controlled by the big business sector and the modern market on behalf of the state. As a consequence, it occurred a development gap between the traditional and the modern markets that tend to result in injustice effort in Makassar as a center of economic growth in the eastern part of Indonesia. This was reported as the various progress reports in some newspapers.

Another relevant problem is the expansion of the modern markets such as Glael, Macro, Hypermart, Diamond, Carrefour begin to threaten the existence of local markets in Makassar. Even the perceived decline in turnover of the traders is that between 30-40% each month. Data from AC Nielsen Research (2009) shows that modern markets in Indonesia grew 31.4% per year, while the traditional market shrank 8% per year. If this condition is left unchecked, thousands and even millions of small traders might lose their livelihood. The traditional markets will sink along with the increasing and the developing of the world retail today that dominate the market area in Makassar, (Institute, 2007).

A policy is, in principle, a government intervention which seeks the ways to support the problem solving process into a better management. Policy is an effort and the government's approach to achieve the goals that have been formulated. Policy can be a government effort to introduce how to cope with failure in the development process, both the failure of the policy itself, the failure of government, institutional failures, and failures in the management of a modern market. Therefore, any public policy must be socialized as often as possible to the public so they may know, understand, and accept it.

1.2 Research Questions

- How are the policy implementation of the traditional markets management and the structuring of the modern market applied in Makassar?
- What is the implication of the implementation process of the policy development and empowerment of traditional markets and modern market arrangement in Makassar?

1.3 Research Objectives

This study aims to:
- Analyze and describe the implementation of the traditional market management policies and the structuring of the modern market in Makassar.
- Analyze and describe the implications of the implementation of the development policies and the empowerment of the traditional markets and the modern market arrangement in Makassar.

2. Methodology

2.1 Types of Research

The approach used in this research is a case study with emphasis on the case of the development of traditional markets and modern market in Makassar in the context of the study of public policy implementation. Case selection is motivated by the objective conditions that both the development of the business entities have their differences both in terms of business development, access to government facilities as well as turnover and its infrastructure. Though the policy instruments through Makassar city has issued regulations to bridge these differences. It is a part in the case studies.

2.2 Location Research

Location of the study conducted in the city of Makassar in South Sulawesi. Therefore, this study is a qualitative study on the location of the traditional market Maricaaya Markets and Market Power and the modern market of Ramayana and Carrefour then that becomes the location of this study is Eggplant Markets and Market Power.
2.3 Informants
The key informants of this study are as follows:
- The Chairman of the Parliament and the Commission on the economic field
- The Director of Department of Industry and Investment Makassar
- The Head of Market and Traditional Market Traders
- The Leader of PT. Carrefour Makassar
- The Leader of PT. Ramayana Makassar

3. Literature Review
3.1 Public Policy
Definition of public policy varies according to experts. One of the definitions of the public policy said, according to Faeestone (1965), that "broadly" public policy can be defined as "a relationship (one unit) of the government with its environment". Anderson (1979) then continues by stating that the policy has the sole course of action set by an actor or actors in dealing with a problem or an issue.

The policy studies are the results of the contributions from the four major characters, namely: Laswell (1956) explained that to establish, "think-tank", and approached the problem using a multidisciplinary approach through the stages in the process of public policy. Simon was, with his emphasis on the decision-making process, centered on the idea of rationality. While Lindblom (1959) supports the approach of "incrementalism", and Easton (1965) who conceptualized the relationship between inputs, policy-making, policy contribution and the wider environment. Allison further describes four policy models, namely: (1) Synoptic model, it is an ideal model to look at the policy process as a very rational process in which policy makers or actors involved in the policy process that considered to have a clear perception of the purpose to be achieved (Levitt, Peters, & Thompson; 1990: 82); (2) Incremental model is a policy that began with a look at existing policies, what are the challenges of the future, what policies need to be revised or reformed. The policy process often does not start from zero because it always starts with the existing policy so that its standard operating procedure is too strong; (3) Garbage Can Model, it is a policy seeking a definite goal, but the relationship between the objectives and the key policies are not always clear.

3.2 The Implementation of the Public Policy and its Approach
Policy implementation as an object of study or a discipline was first introduced by Pressman and Wildavsky (Parson; 1995; Hill; 1997). He found the incoherence in the implementation of the activities which formulated by the federal state. It then developed into several elements of research and studies that do not just look at the structural aspects or to a better known as the top-down aspect. But the experts also see a bottom-up perspective that considers the success of the policy is also determined by its implementation in the field, (Lipsky; 1980: Lane; 1987).

On the other hand, Meter and Horn (1975: 70) give the meaning that the implementation of the policy is an action — the action undertaken by individuals – the individuals and groups — the groups in the government and the private sectors that aimed at achieving the objectives and the targets. These actions, at one point, try to transform the decisions into the operational patterns, as well as the continuing efforts to achieve the changes, both large and small, which are mandated by the policy decisions.

Implementability of a policy is, according to Grindle (1980: 8-12), determined by the policy content (content of a policy) and the policy context (context of a policy). The contents of a policy include (a) the interests affected by the policy, (b) the type of benefits that will be generated, (c) the degree of change that would be desired, (d) the position of policy makers, (e) who is implementing the program, and (f) the resources deployed. Mazmanian and Sabatier (1983:3-6) then mention that the existence of two points of view in the study implementation derived from the point of view of public administration and the political science notion. From the point of view of the state administration, the implementation was initially only seen as mere policy implementation effectively and efficiently.

4. The Results and its Discussion
4.1 Implementation of Policy Analysis and Management of the Traditional Market and Modern Market in Makassar
The policy implementation and the management of the traditional and modern markets are, as outlined in the Local Regulation No. 15, 2009, about the principle of value and orientation of the public policy which in essence will be able to empower the pattern of activities of two different typologies of markets and continue to grow in the society nowadays.
Almost all elements of the implementing public policy has had a uniform reference in implementing the policy. Although in practice, this often occurs in the interpretation of the policy implementers themselves which is caused by problems in the factual condition of the field at the time of implementation. The policy implementation process itself are some of the views and perspectives of implementation, at the start of the discussion about the values and the aspects related to the philosophy of the policy associated with the traditional and modern markets to the productivity of the policy issues in achieving the predetermined outcomes.

4.2 Policy Implementation Mechanism Perspective

In this case which relates to the implementation of the policy through the legislation of the Mayor of Makassar No. 15 of 2009 as described above, the practical value of the regulation is the best around in terms of thumb is that there should be legislation in this area came from the mayor who later became a reference. The Mayor regulation formulation basically should not be done in a hurry where later if so will cause new problems that will ultimately affect the implementation process. This is related to the fact that it was found that by the time the Department for Trade and Industry through the previous rules formulated in a hurry, causing a blunder on the part of the mayor, so be very detrimental. It can be a reference in the process of the policy implementation and the management of the traditional markets and the structuring of the modern market in Makassar city.

From the other side of the facts, in relation to errors, in the process of the policy formulation and the management of the traditional markets and the structuring of the modern market are highly dependent on the problem of the concept, in which most of the informants expressed to comment that "do not let the rules made up in a hurry where the actors can avoid it.

Based on the facts disclosed by the informants further understood that the fundamental problems faced by both markets practically determine the direction of the desired management policies and the market envisioned by the city government. The government is, in this case, the Department of Trade and Industry which always looking for the middle ground in bridging issues that often occur in either the traditional markets and the modern markets. Therefore, the negative effects that caused by the feud of the two business entities are managed and become increasingly smaller and can be eliminated.

The policy implementation process and the modern management of the traditional markets in Makassar have, in reality, many conflicts of interest in it. It is, as usual as, a public policy, the development of a business entity into arena fights between the interests of the government or the bureaucracy with the employers on the other hand, where in the context of the traditional and modern aspects seems to be influenced by their location and the investment.

The next value is, in the perspective of competition policy, the management of traditional and modern markets rooted in the entrepreneurial spirit, where it is expected with this policy there is the process of increasing the capacity of business and management effort between the two business entities concerned. Although the discourse of the traditional market management has always been and always reap various problems when the problems associated with the management of their business compared to the modern sector organizations. The rate of the modern sector development has, of course, a lot more chances than the rate of development of the traditional sector. This is in the range of perspectives included in the fairness of the public policy which require attention for implementing the policy.

The process of implementation of public policy is always colored by the conflicts of interests among the actors involved. In that way, then the policy ideas and the modern management of the traditional markets will be done by agreement with the other actors, especially for and to people affected by the policy itself. Dialectic relationships between conflicting actors are practically taken by the informant, as expresses below, that:

"The values of these policies we can know on the basis of the substance of the law we arrest policy initiators of this idea of the effort, because it is the initiator, the parliament members. So we are still connected with the initiator and the spirit is the spirit of protection. Although, it is sometimes uncomfortable for the City while speaking in the context of an investment, but it was at risk because the townpeople not only the rich, but there are also poor people who need space to live. precisely in accordance with its laws ". (Interview result on the legislators of Makassar, July 2013).

The statement shows how important is the quality of human resources required to carry out and implement a public policy. In the process of the policy implementation and the empowerment management of the traditional markets and modern markets, the quality of the resources become one of the crucial factors to achieve the desired policy objectives. Therefore, it can be concluded that in the management of the traditional and the modern markets has been, the regulation policy through the law of No. 15 of 2009, understood not only limited
to a maximum daily experience may be partly understood but not yet fully implemented, especially for actors who are relatively not understand the substance of policy in question.

4.3 The Perspective of the Readiness and the Ability of the Resources in the Traditional and Modern Market Management

The quality of human resource issues is interesting to be analyzed by a program management approach, including the management of a modern and traditional market programs. It is also associated with a public policy perspective, generally, the experts put the quality of human resources as one of the factors that can determine the final quality of a process of the public policy implementation.

The evidence indicates that in the process of the policy implementation and the management of the traditional markets and the structuring of the modern market may be, the quality of the programme implementers, the field staff who directly meet and communicate with the traders in the market, pretty well summed up. Both in terms of setting priorities and institutional structuring, they were carrying out their duties and their functions each other. This fact is also supported by the informant’s statement among the traders who were in the Terong market location that:

" ............ The human resources of the staff are, in carrying out their respective duties, pretty good, because he can provide insight to the merchant, provide direction, for example, to dispose of the waste in trash, (Terong Market traders interview, August 2013).

Based on the discussion above the facts can be understood that the ability of traditional market management policy development of modern markets is always colored by the circumstances that actually inadequate both in terms of quantity and quality. So as a result of these limitations, the intensity of the implementation of this policy is sometimes distorted between the executive and the factors that influence the implementation process itself.

4.4 Influential Factors in the Implementation of the Program

Factors that support the government side was evidence found that during the implementation of government policies tend to approach the management of traditional markets and modern in the form of a top down approach and instead of the horizontal approach. One of the factors on the current government is likely want everything done in a short time, included the process of the policy implementation of the law No. 15 of 2009. Though, the implementation of the policy must break another rule because there is the other policy governing the time required to socialize and disseminate a rule. Any rules or policies to be applied should be disseminated or socialized to the public for at least 1 year.

4.5 Communication Factors among the Actors

The main issues of the policy implementation and the management of the empowerment of the traditional markets and the modern markets in general come from the perspective of policy communication problem between the various actors involved. During the implementation of this policy, the law of No. 15 of 2009, in Makassar appears to undergo a serious constraint in which the traders and the government, on the other hand, have always experienced problems related to communication problems.

The process of a public policy in its implementation was not only able to included the policy management of the traditional markets and the modern market arrangement, succeed without being seen from the root of the problems it faced. One of the serious problems for the legislature as one of the policy actors thus assume that the government in this case is less likely to apply the principles of communication in the implementation of public policy. Although, we recognize that the application of the principles of communication in various ways becomes very urgent to be applied, included the public policy issues. Interviews from the Ramayana about the communication factors among actors supported this statement as explained as follows;

" Ramayana establish communication between the leadership of the government officials usually by following social activities with the government officials for example, about the customer service in terms of the provision of goods, standardize the handling of goods before the Muslim fasting month with the Department of Industry and the POM (Ramayana, a September 2013).

While the Carrefour explained that they continues to build good communication with the government staff, they always participate in every government activity which took Carrefour to play and compatible with the authority given by the company.

4.6 Comprehensive Level Amongst the Actors
Most of the implementations of the public policies were based on the indication of the resources in the form of understanding will greatly assist policy implemener in its activities in order to achieve policy goals that have been set previously. Conversely, in the absence of clear understanding, the implementation process will fail and the obstacles hinder the process. This is in accordance with the conditions of the policy context of implementation on the management of traditional markets in Makassar.

The implementation of the policy on the management of the traditional markets is more able to, have been widely discussed by the experts, explained by the economic approach, in where the gains and the losses in the public policy perspective become one of indicators in its achievement. Therefore, directly or indirectly, the understanding of the policy success in its implementation in the field is determined by the ability to generate an economic standpoint.

The actors understanding on this policy was limited to their everyday experience which can not support that the actor in the modern market has the necessary capabilities or qualities. The quality of the policy implementation or the policy actors are assumed to run in accordance with the rules and regulations in accordance with the demands of human resources.

4.7 Infrastructure On The Market Management
The fact indicates that the infrastructure facilities at the location of traditional markets, especially markets in Makassar can basically say is not maximized. It can be seen from everywhere going squalor in most traditional markets are generally originated from the indications that since the government is not providing adequate facilities. Furthermore, Carrefour provide some answers of the owned infrastructure conditions in the implementation of management policies and the location of the modern market must consider the socioeconomic condition of the community as there is a distance appears between the traditional market and modern market. The modern market facilities must be prepared, healthy, safely, and orderly. There are facilities for SMEs, there are ample parking facilities, available facilities and evacuation routes outages (Carrefour, September 2013).

Ramayana stated that in accordance with the provisions of the standard of the local government’s rules. To what government intervention in the management of facilities and infrastructure must be to a modern market which intended the infrastructure is more standard in providing service to the whole society (Ramayana, September 2013).

5. Conclusion And Suggestions
5.1 Conclusion
The policy implementation process on the protection and the empowerment of traditional markets and modern market arrangement as outlined in the Local Regulation, No. 15, 2009. The principle of the value and the orientation of the public policy which in essence can empower the pattern of the activities of the two different typologies and the growing market in the middle of the Makassar city.

Although it has been implemented in accordance with the policy objectives, but many obstacles in the implementation process, especially from the point of interest of the actor, the actor perceptions, problems of infrastructure and capabilities available resources. So, in practice there has been continuity of the development of traditional markets and the modern market by structuring as well as found the constraints mentioned earlier. So, in fact that the existence of the modern market can actually interfere with and reduce turnover than small traders, so the result of this is required by the bureaucratic arrangements that can protect all parties involved in trade and business transactions.

5.2 Suggestions
Based on the description, the discussion, and the conclusions above that have been formulated before, then we propose some suggestions that can be used as guidelines for the future implementation of the development policy of the traditional markets and the modern market arrangements as follows:

- The process of the policy implementation and the structuring development of the traditional markets and the modern markets should always refer to the local regulations and rules for implementation that have been formulated previously. This can be achieved through implementing organizational reform policies and an increase in the commitment of the actors involved. This can be achieved if supported by the implementing organizations and institutions are strong enough for the implementation process forward Reforming the institution of the traditional market development policies and the structuring modern market become an
important part that should be considered by both on the level of bureaucracy and policy makers, especially in the aspects of its implementation.

- Bureaucracy in the implementation of the policy is necessary to always conduct socialization to any policies related to the allocation policy target groups, such as the Regulation No. 15 of 2009 in fact not yet fully known by the merchants.

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References
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