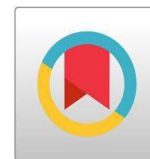


Government Policy on Retribution Services at the Traditional Bahari Market



Kebijakan Pemerintah tentang Pelayanan Retribusi di Pasar Tradisional Bahari

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ABSTRACT

This study aims to determine the Implementation of Ternate City Government Policy in Market Retribution Services at Bahari Berkesan Traditional Market, using a qualitative descriptive approach because the problems discussed in this study are not related to numbers, but describe, outline and depict situations and conditions in accordance with reality. Data collection techniques are carried out through observation, document interviews and secondary data assistance. while data collection techniques are carried out through observation, document interviews and secondary data assistance. The results of the study indicate that the Implementation of Ternate City Government Policy in Market Retribution Services at Bahari Berkesan Traditional Market is in accordance with the expected objectives, the parties involved in collecting market retribution, namely the Market Service as the person in charge of market management in Ternate City and the amount of retribution collected from retribution payers is in accordance with existing provisions, although sometimes the amount of retribution collected with tickets given to retribution payers (traders) does not comply with the rules. In addition, in the implementation of market retribution collection, especially in the Bahari Berkesan traditional market, there are four factors, namely communication, resources, disposition, and bureaucratic structure. However, in this study, the resource factor has a more sufficient influence to support the implementation of policies in collecting market retribution at the Bahari Berkesan Traditional Market.

Kata Kunci

Pelaksanaan Kebijakan;
 Pemerintah, Layanan;
 Balasan Pasar;

ABSTRAK

Penelitian ini bertujuan untuk menentukan implementasi kebijakan Pemerintah Kota Ternate dalam layanan retribusi pasar di Pasar Tradisional Bahari Berkesan, menggunakan pendekatan deskriptif kualitatif karena masalah yang dibahas dalam penelitian ini tidak berkaitan dengan angka, melainkan menggambarkan, merinci, dan menggambarkan situasi dan kondisi sesuai dengan kenyataan. Teknik pengumpulan data dilakukan melalui observasi, wawancara dokumen, dan bantuan data sekunder. Sementara teknik pengumpulan data dilakukan melalui observasi, wawancara dokumen, dan bantuan data sekunder. Hasil penelitian menunjukkan bahwa Pelaksanaan Kebijakan Pemerintah Kota Ternate dalam Layanan Retribusi Pasar di Pasar Tradisional Bahari Berkesan sesuai dengan tujuan yang diharapkan, pihak-pihak yang terlibat dalam pengumpulan retribusi pasar, yaitu Dinas Pasar sebagai pihak yang bertanggung jawab atas pengelolaan pasar di Kota Ternate, dan jumlah retribusi yang dikumpulkan dari pembayar retribusi sesuai dengan ketentuan yang berlaku, meskipun terkadang jumlah retribusi yang dikumpulkan dengan tiket yang diberikan kepada pembayar retribusi (pedagang) tidak sesuai dengan aturan. Selain itu, dalam pelaksanaan pengumpulan retribusi pasar, terutama di Pasar Tradisional Bahari Berkesan, terdapat empat faktor, yaitu komunikasi, sumber daya, disposisi, dan struktur birokrasi. Namun, dalam penelitian ini, faktor sumber daya memiliki pengaruh yang lebih cukup untuk

		mendukung pelaksanaan kebijakan dalam pengumpulan retribusi pasar di Pasar Tradisional Bahari Berkesan.
Article History Send 8 th July 2025 Review 25 th July 2025 Accepted 13 th Sept 2025		Copyright ©2026 Jurnal Aristo (Social, Politic, Humaniora) This is an open access article under the CC-BY-NC-SA license. Akses artikel terbuka dengan model CC-BY-NC-SA sebagai lisensinya.



Introduction

Traditional markets are a vital sector in the local economy, particularly in small towns and areas that rely on micro-trade. The Bahari Berkesan Traditional Market in Ternate City, as one of the centers of the community's economy, faces various challenges in managing levies that affect local revenue (PAD) and the welfare of traders. Although market retribution policies are designed to improve market management efficiency and support regional development, their implementation often encounters obstacles related to trader compliance, transparency, and uneven application of regulations. Therefore, it is essential to conduct a more in-depth evaluation of the effectiveness of the retribution policies implemented in this market to enhance service quality and the trade sector's contribution to the regional economy.

Government policy on retribution services in Ternate's traditional maritime market can be understood through the lens of local regulations and the challenges of their implementation, as seen in various contexts in Indonesia. The implementation of local regulations, such as Local Regulation No. 9 of 2009, aims to manage market retribution by charging traders for the use of market facilities, which is essential for operational costs and service improvements. However, challenges such as ineffective socialization and differences in retribution fees hinder optimal revenue collection and compliance among traders (Kusuma et al., 2014). Similarly, in Nusantara Meranti, the implementation of Local Regulation No. 13 of 2012 on port service fees faces problems with non-standard fee collection and inadequate procedural compliance, which affect regional revenue and public order (Muttaqin & Sujianto, 2015). These challenges are echoed in the implementation of market levy policies in Padang, where limited internal resources and low public awareness have resulted in suboptimal levy collection (Lathifah & Frinaldi, 2023). The introduction of an e-fee system, as seen in Blitar Regency, is a shift towards the modernization of fee collection, but faces obstacles such as inadequate infrastructure and low merchant participation (Aullia et al., 2024). Broader issues of policy implementation include the need for effective communication, adequate resources, and public awareness to ensure compliance and optimize revenue from fee services. The overarching theme across these contexts is the need for a clear regulatory framework, effective enforcement, and stakeholder engagement to address the challenges of implementing fee policies in traditional markets, including in Ternate.

The implementation of regional government functions will be carried out optimally if the implementation of government affairs is followed by the provision of sufficient sources

of income to the region. The implementation of regional autonomy requires the readiness of resources and sources of funds, responsibility and accountability from each region. In line with that, the implementation of regional government is supported by the existence of a financial balance between the Central Government and Regional Governments which is adjusted to the potential and needs of the region as regulated in Law Number 33 of 2004 concerning the Financial Balance between the Central Government and Regional Governments. One source of regional income is regional taxes and regional levies. Regional levies are the most possible source of income to be developed in accordance with the creativity of each regional government, because they obtain freedom in collecting levies. This freedom means that because the field of regional levies is related to the replacement of services/facilities provided by the region, the collection of levies can be carried out several times as long as the levy payer still uses the services provided (Edwin Haryo Baskoro, 2009).

Based on Law Number 28 of 2009 concerning Regional Taxes and Regional Retributions, Regional Governments are given the authority to determine market service levies. According to the Law, the definition of Regional Retribution, hereinafter referred to as Retribution, is a Regional levy as payment for services or granting of certain permits specifically provided and/or granted by the Regional Government for the benefit of individuals or bodies". Furthermore, the Market Service Levy referred to is a levy imposed on the use of market facilities by the Regency or City Government. Market levy is a levy post that is quite potential because it provides a significant contribution to regional revenue. The collection of this levy is mandatory for traders who have stands in the form of shops, kiosks or who utilize land provided by the government that is under the control of Market Land (Fauzi et al., 2024). Traders as the target group are required to pay the levy according to the levy ticket charged by the officer (collector) from the Market Service appointed in accordance with the Regional Regulation concerning market service levies, then the results of the levy collection by the collector are deposited to the assistant treasurer of the recipient at the Market Unit and then the assistant treasurer of the recipient deposits it into the Regional Treasury through the payment location designated by the Regional Head (Tui et al., 2022).

In an effort to increase regional revenue from the market sector, the Ternate City Regional Government issued Regional Regulation (PERDA) Number 10 of 2010 concerning Market Service Retribution. The issuance of this Regional Regulation is with the aim and intention to improve all aspects contained in the Regional Regulation, starting from the amount of retribution rates, market facilities, market facilities and infrastructure, subjects

and objects of the Regional Regulation. So that the implementation of the Regional Regulation can be carried out optimally and on target to achieve its goals. The purpose of the Regional Regulation itself is to provide quality service and level of satisfaction for its recipients with improvements in all sectors in traditional markets in Ternate City.

According to Ternate City Regional Regulation Number 10 of 2010, it delineates that Regional Retribution, henceforth referred to as Retribution, constitutes a Regional levy rendered as compensation for services or the granting of specific permits that are expressly provided and/or conferred by the Regional Government for the advantage of individuals or entities. Article 2 delineates that Market Service Retribution is accrued as a Retribution for the provision of traditional or basic market facilities, which encompass yards, stalls, kiosks, and ancillary amenities such as restrooms and loading/unloading zones within market areas administered by the Regional Government, specifically designated for traders. Concerning the quantum of market retribution levied upon traders, Article 8 of Ternate City Regional Regulation Number 10 of 2010 articulates that the structure and magnitude of the tariff are categorized based on the facilities and geographic location, type, area, and classification of the market utilized, as enumerated below:

Table 1 Amount of Market Retribution Tariffs at Bahari Berkesan Market

Location	Types of Levies Against Traders	Amount of Retribution Tariff
Kieraha People's Market	1. Kios Lantai I 2. Los Lantai 3. Kios Lantai II 4. Los Lantai II 5. Los Lantai III	Rp. 1.275,-/ M ² / day Rp. 1.000,-/ M ² / day Rp. 1.000,-/ M ² / day Rp. 850,-/ M ² / day Rp. 400,-/ M ² / day
Vegetable Market	1. Kios 2. Los	Rp. 1.000,-/ M ² / day Rp. 1.000,-/ M ² / day
Wholesale Market	1. Kios Lantai I No. 1 s/d 10 2. Los lantai I No. 11 s/d 17 3. Los lantai II 4. Los lantai III 5. Ruko	Rp. 1.000,-/ M ² / day Rp. 900,-/ M ² / day Rp. 750,-/ M ² / day Rp. 400,-/ M ² / day Rp. 1.300,-/ M ² / day
Gamalama Market	1. Kios Lantai I 2. Los lantai I 3. Kios lantai II 4. Kios sampling Bank BRI 5. Pujasera Lantai I 6. Pujasera Lantai II	Rp. 1.000,-/ M ² / day Rp. 1.000,-/ M ² / day Rp. 800,-/ M ² / day Rp. 500,-/ M ² / day Rp. 1.000,-/ M ² / day Rp. 750,-/ M ² / day
Bastiong Market	1. Kios Lantai I 2. Los Lantai I 3. Kios Lantai II	Rp. 1.000,-/ M ² / day Rp. 1.000,-/ M ² / day Rp. 750,-/ M ² / day
Dufa-Dufa Market	1. Kios 2. Los	Rp. 1.000,-/ M ² / day Rp. 1.000,-/ M ² / day
Tapak Market 1	1. Kios 2. Los	Rp. 1.200,-/ M ² / day Rp. 1.000,-/ M ² / day
Sulamadaha and Sasa Market	1. Los	Rp. 500,-/ M ² / day

Use of Other Facilities	Bath / small / large water flower	Rp. 1.000,- / 1 x use / enter
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Data Source: Ternate City Market Service, 2024

Based on the results of initial observations conducted by researchers, it turns out that the implementation of market retribution collection that occurs at the Bahari Berkesan Traditional Market still encounters several problems in the field, such as the purpose of the market service retribution is not fully understood by the actors involved. The policy implementing actors in this case are Employees/Staff at the Market Service who often collect market retribution from traders.

It is collected 3 to 4 times a day, even though the rules for collecting retribution have been determined in the Regional Regulation in question. The collection of retribution is not in accordance with the Regional Regulation, complained about by some traders who consider that levies more than 1 time a day are categorized as illegal levies (Pungli). Even the market retribution collection 3 to 4 times a day, the retribution ticket given to traders is only 1 ticket and should be 3 to 4 tickets. This incident often occurs to traders who sell at the Bahari Berkesan Traditional Market and has been reported to the relevant parties in this case the Market Service, but has not been responded to properly regarding this problem.

This study aims to analyze the implementation of retribution policies in the Bahari Berkesan Traditional Market and identify factors that influence the effectiveness of these policies. Using a qualitative approach, this study will explore the perspectives of various stakeholders, including traders, market managers, and local governments. The impact of retribution policies on local revenue and trader welfare will also be a major focus of this study. It is hoped that the results of this study will provide relevant recommendations for improving market retribution management policies, which in turn can improve the economic conditions of traditional markets and support more sustainable regional development.

This study offers a novelty by using an integrated approach to evaluate traditional market retribution policies at the Bahari Berkesan Traditional Market in Ternate City. It combines public administration and public economics perspectives to assess retribution policy effectiveness. Such integration has not been widely used in Indonesian traditional markets. The study analyzes technical policy implementation and considers social and economic factors influencing policy success, such as market characteristics, trader compliance, and impacts on local revenue. With this comprehensive analysis, the study presents an evaluation model that can be applied to other traditional markets in Indonesia.

This study also examines the direct impact of retribution policies on trader welfare and their contribution to PAD. Its novelty lies in linking retribution policies with the socio-

economic welfare of traders and their impact on local revenue. This focus shows more clearly how retribution policies affect traders' daily lives, which previous studies often did not reveal. Using a participatory approach with stakeholders, this study offers new insights into traditional market dynamics. These can improve market policies and management, and provide practical recommendations for more effective future policies.

Method

This research was executed utilizing a qualitative methodology, specifically an approach that conceptualizes the subject of inquiry as a cohesive system, thereby indicating that the object of study is perceived as an integrated entity comprising interconnected components and articulating the prevailing phenomena (Arikunto, 1996). The research employs a qualitative framework due to the nature of the issues addressed in this study, which are unrelated to numerical data, but rather aim to describe, delineate, and illustrate the Ternate City Regional Government's policy regarding market retribution services at the Bahari Berkesan traditional market. Primary data, defined as information acquired directly from field research through interviews with informants or stakeholders who constitute the subjects of this study, encompasses the following:

1. Head of Ternate City Market Service
2. Secretary of Ternate City Market Service
3. Head of Data Collection and Collection Division
4. Data Collection Division Operator
5. Head of Collection Section
6. Traders

Secondary data is data obtained from library research as primary data consisting of books, literature, research reports, scientific journals, and other sources related to the problems being studied. To test the validity of data in qualitative research on retribution policies in the Bahari Berkesan Traditional Market, several steps can be taken. One of them is triangulation, which involves the use of various data sources, methods, and theories to verify findings. For example, researchers can conduct interviews with traders, market managers, and government officials to obtain diverse perspectives. In addition, member checking is also important, where researchers re-examine findings with informants to ensure that the interpretations made are in line with their experiences. This process prevents misinterpretation and increases the accuracy of the research results. Furthermore, an audit

trail that records every step of data collection, analysis, and researcher reflection is also important to ensure clarity and transparency in the research.

Moreover, reflexivity is key to ensuring data validity in qualitative research, where researchers need to be aware of and note how their personal backgrounds and views may influence data collection and analysis. By recording this reflection process, researchers can minimize bias in their research. Peer debriefing can also be conducted by discussing findings and analysis with colleagues to verify them. Another technique that can be used to test validity is to ensure data dependability by retesting data over different time periods, as well as providing transferability through detailed contextual descriptions so that research findings can be applied to broader situations. With these steps, the validity of data in qualitative research can be maintained, and the results can be accounted for.

To obtain complete and comprehensive data in this study, the data collection techniques used are:

1. Observation

Referring to Audrey True's opinion as quoted by Sanapiah Faisal (2001), observation is the activity of observing something without influencing and simultaneously recording or recording it for analysis material. It contains the understanding that researchers as research instruments must be sensitive. In observing everything, and being able to record or record everything that is the focus of their observations. The requirement that must be met in using this technique is that it must not influence the things observed as desired by the informant.

2. Interview

An interview constitutes a dialogue aimed at achieving a specific objective. This dialogue is facilitated between two distinct parties, specifically the interviewer who poses the inquiries and the interviewee who furnishes responses to the posed questions (Lexy J. Moleong, 2002). Within the context of this research, the investigator, assuming the role of the interviewer, will engage in direct interviews with the interviewees, who are identified as the employees/staff of the Market Service and various traders.

3. Documentation

Documentation is derived from the term document, which signifies written materials. In the application of the documentation methodology, scholars examine written artifacts including, but not limited to, books, journals, official documents, regulations, minutes of meetings, personal diaries, and similar sources (Arikunto, 1996).

Through a qualitative research approach, of course the data analysis technique used must also be relevant to the method used. The stages of data analysis are as follows:

a. Data reduction stage.

In this stage, the researcher examines all data that has been collected through observation, interviews and document studies to be selected and sorted based on sub-topics according to the purpose of the research.

b. Data presentation stage.

In this stage, the researcher presents or analyzes based on data obtained from the research object.

c. Conclusion stage.

This step is to interpret or give meaning to the results of the research which is intended to draw conclusions from the data that has been carried out in the research process (Faisal, 2001).

Result and Discussion

Implementation of Market Levy Collection Policy at Bahari Berkesan Traditional Market, Ternate City

Actors Involved in the Implementation of Levy Collection

Implementation is one of the important factors that influences the success of a policy in solving public problems. In addition, it is also an activity from the process of organizing a legitimate program by an organization using certain resources and strategies to achieve the desired goals.

The implementation of market levy collection in Ternate City, especially the Bahari Berkesan traditional market, must be in accordance with regional regulations that have been made by the local government and equipped with the facilities and infrastructure needed in its implementation, officers involved in the implementation of market levy collection, tools used, market levy rates, supporting factors and obstacles or constraints faced in the implementation of market levy collection. This needs to be known so that the implementation of market levy collection can run well and the predetermined targets can be realized.

Implementers have an important role in implementing a policy. Likewise with the implementation of market retribution collection because without implementers, this policy cannot be implemented. Therefore, it is necessary to know who are the implementing actors

in the implementation of market retribution collection in Ternate City, especially the Bahari Berkesan Traditional Market. Regarding who is involved in the implementation of market retribution collection, namely the market manager (Market Service). The responsibility for market management in Ternate City is the Market Service, therefore the form of management is also the Market Service which is based on regional regulations. The Market Service consists of the Market Head, Treasurer, employees/Staff, and section/Collector collectors who have been appointed by the Decree of the Mayor of Ternate.

In terms of etymology, policy comes from Greek and Sanskrit "Polis" (city-state) and "Pur" (city), entered Latin into Politea (country) and was born into Middle English Policie, which concerns the control of political issues or government administration. The origin of the word policy is the same as other words police and politics (Darwin Muhadjir, 2006). In terms of terminology, policy is often used interchangeably with other terms such as goals, programs, decisions, laws, provisions.

Policy experts have expressed many definitions of policy based on their different perspectives and opinions. According to Carl Friedrich, policy is defined as an action that leads to a goal proposed by a person, group or government in a particular environment in relation to certain obstacles, while seeking opportunities to achieve goals or realize desired targets (Abdul Wahab Solichin, 1990). James Anderson stated (Policy) policy is an action that has a purpose carried out by an actor or a number of actors to solve a problem (Nurcholis, 2011).

Thomas R. Dye stated "what ever government chooses to do or not to do", Public Policy is whatever the government chooses to do or not to do. Furthermore, Dye said that if the government chooses to do something, there must be a purpose. And public policy must include all government actions so it is not merely a statement of the wishes of the government or government officials. Things that the government does not do are also public policies because they have the same impact as something that is done. Both what is done and what is not done must be related to one goal as an important component of policy.

Parker in Amir Santoso (1988), public policy is related to a specific goal or a series of processes or actions taken by a government in a certain period in response to a crisis. Public policy is a decision that involves many parties, such as the party formulating and the party affected by the policy, each of which has different interests.

Robert Eyestone in the book *The Threads of Public Policy* (1971) defines public policy as "the relationship between a government unit and its environment". The meaning can include almost all elements in the context of the country. Heinz Eulau and Kenneth

Prewitt (1973), in their perspective define public policy as "'fixed decisions' characterized by consistency and repetition (repetition) of the behavior of those who make and those who comply with the decision" (Agustino Leo, 2015).

Public policy is a policy that regulates life together or public life, not the lives of individuals or groups. Public policy regulates common problems or personal or group problems that have become common problems. So that the output of public policy always has a legal impact on society as a whole. Chief J.O. Udoji, Public policy is an action that has sanctions that lead to a certain goal that is directed at a problem or a group of certain interrelated problems that affect most of the community. Something is said to be public policy if the benefits obtained by the community who are not direct users of the production produced are much more or much greater than direct users. Public policy is a policy made by state administrators, in this case the government. Usually stipulated in the form of legislation (Agus Perwanto).

Public policy constitutes an extensive sequence of interrelated choices (including the deliberate decision to refrain from action) undertaken by governmental entities or state agencies, formulated within specific domains of issues such as defense, energy, health, education, welfare, and crime (Falah & Kriswibowo, 2023). In light of the preceding definitions, several fundamental characteristics of public policy can be discerned: Firstly, public policy predominantly emphasizes actions aimed at achieving a specific objective or goal, rather than exhibiting arbitrary or capricious behavior. Secondly, public policy fundamentally encompasses patterns or segments of activities executed by governmental officials, rather than isolated decisions. Thirdly, public policy reflects the actual regulatory measures undertaken by the government in areas such as trade regulation, inflation control, or provision of public housing, as opposed to what is merely intended or projected to occur. Fourthly, public policy can manifest in both positive and negative dimensions. On a positive note, policy entails distinct governmental actions aimed at addressing a particular problem. Conversely, in a negative sense, public policy may encompass a decision by governmental authorities to either take action or abstain from action, even when such involvement is deemed critically necessary. Fifthly, public policy is fundamentally grounded in legal frameworks and constitutes a commanding action. Society members may recognize as legitimate the obligation to pay taxes, adhere to import controls, and comply with antitrust regulations, should they wish to avoid the risk of incurring fines, imprisonment, or other legal penalties that might be enforced. Commanding public policies are inherently likely to

possess a legally coercive nature, which differentiates them from the policies of private organizations (Agustino Leo, 2015).

The Amount of Market Service Retribution Tariffs at the Bahari Berkesan Market in Ternate City

Regarding the amount of tariffs charged to market retribution payers, it is adjusted to the type of facility consisting of Shophouses, Los, Kiosks, Mini Kiosks, and Street Vendors (PKL) which has been regulated in Regional Regulation Number 10 of 2010 concerning market service levies in Ternate City. For more details, we can see the table below:

Table 2 Market Retribution Rates at Memorable Maritime Market

Location	Types of Levies Against Traders	Retribution Rates
Bahari Berkesan Market	a. Los	1.000/m ² /day
	c. Street Vendor	1.000/m ² /day
	d. Stall	2.200/m ² /day
	e. Sidewalk Traders	1.000/m ² /day

Data Source: Ternate City Market Service, 2024

The market levy rates, especially the Bahari Berkesan Traditional Market, in terms of the amount, which are charged to traders are indeed very easy and relatively can be paid by traders. Every day, market managers always collect from traders according to the place/stall of traders who sell at the Bahari Berkesan Traditional Market. From the data in table 1 above, the levy rates are actually very cheap and do not burden traders and the levy collection at the Bahari Berkesan Traditional Market is in accordance with existing provisions. However, the problem faced by traders is that sometimes the tickets given do not match the levy results collected by the Market Service officers (billed at Rp. 6,000 but only 1 ticket is given), and the levy is not based on the size of the sales location.

Factors Affecting the Implementation of Market Levy Collection Policy

According to Wayne Parsons (2006) that implementation is change, how change occurs, how the possibility of change can be raised, it is also a study of the microstructure of political life. How organizations outside and inside the political system run their affairs and interact with each other. What motivates them to act that way, and what other motivations might make them act differently.

Implementation must be understood as an "Evolutionary" learning process not as a type of policy implementation sequence that was once put forward. In the revision for the first edition, this study recognizes that implementation is a process that involves parties implementing the implementation in making policies and in implementing them, or implementing them from above.

According to HAW. Widjaja (2003), various implementation issues that arise must be a concern and need to be analyzed and anticipated so that the implementation of village autonomy can run well so that a good, efficient, and effective governance pattern is created to provide services to the public (community), in implementing a policy must be accompanied by responsibility to the public so that it meets the expectations of the community, the oversight function carried out by the legislature and the community needs to be carried out, so that transparency in managing existing resources. In addition, implementation is the implementation of basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or decisions of judicial bodies.

Typically, such determinations delineate the issue that necessitates resolution, articulately specify the aims or objectives to be attained, and propose various methodologies to organize or govern the execution process. This sequence unfolds subsequent to navigating a series of defined phases, generally commencing with the ratification stage of the legislation, followed by the policy output manifested through the execution of the resolution by the designated implementing agency, the readiness of the target groups to engage with the decisions, the actual repercussions—both anticipated and unanticipated—of the output, the repercussions of the resolution as perceived by the decision-making authorities, and ultimately, significant enhancements (or endeavors to instigate enhancements) to the pertinent law or regulation (<http://www.WorldDevelopmentIndicators.cm/01/01/2024>).

Therefore, implementation is a process of interaction between goal setting and actions to achieve those goals, which is basically the ability to build relationships in a chain of cause and effect so that policies can have an impact. According to Van Meter and Horn (in William Dunn, 2000), defines policy implementation as follows: Policy implementation encompasses those actions by public and private individuals (and groups) that are directed at the achievement of goals and objectives set forth in prior policy decisions. This definition provides the meaning that policy implementation is actions taken by individuals (groups), government and the private sector that are directed at achieving predetermined goals and objectives. These actions, at one time, attempt to transform decisions into operational

patterns, and continue these efforts to achieve changes, both large and small, mandated by policy decisions. In addition, according to William Dunn (2003), policy analysis is the activity of creating knowledge about the policy-making process (Gusriyanti, 2024). In creating knowledge about the policy-making process, policy analysis examines the causes and effects and work of public policies and programs of LPMD, DPD, and LMD members together with villagers who have a role in public decisions, can use the results of policy analysis to improve the policy-making process and its work.

According to Solly Lubis (2007), that successful implementation is relatively easy if the policy is distributive, the regulatory policy is modern, and the distributive policy is low, various policy areas have different relationship patterns, which means that in the redistributive area there is more bargaining and politics than in the distributive area, where there may be great control pressure.

The efficacy of policy execution will be contingent upon an array of interrelated variables or factors. According to Edwards III, as cited in Subarsono's (2006) work, the execution of policy is shaped by four critical variables, specifically: Communication: The role of communication is paramount in influencing the successful attainment of public policy objectives. Effective implementation is realized when decision-makers possess a clear understanding of their intended actions. The execution of their responsibilities is facilitated when communication is effective, thereby necessitating that every policy decision and regulatory implementation be conveyed to the appropriate personnel. Furthermore, the policies communicated must be precise, accurate, and consistent. Communication is essential to ensure that both decision-makers and implementers maintain uniformity in executing every policy intended for societal application. There exist three indicators that can be utilized to evaluate the effectiveness of communication variables, which include: (1). Transmission: The efficient dissemination of communication can yield successful implementation. Frequently, miscommunication occurs during the distribution of information, leading to misunderstandings. (2). Clarity of information: The communication received by policy implementers must be devoid of ambiguity and confusion. While clarity in policy messaging does not invariably obstruct implementation at specific levels, implementers require a degree of flexibility in executing policies. Conversely, this lack of clarity at different levels may indeed compromise the objectives intended by the established policy. (3). Consistency of Information Conveyed: The directives issued during the implementation of communication must be unequivocal and consistent to ensure proper execution and adherence.

Resources: Although the contents of the policy have been communicated clearly and consistently, if the implementor lacks the resources to implement, the implementation will not run effectively. These resources can be in the form of human resources, namely the competence of the implementer, and financial resources. Resources are an important factor for policy implementation to run effectively, without resources the policy will only remain on paper and become a document. Resources include four components, namely: (1). Sufficient staff (quantity and quality); (2). Required information; (3). Authority, sufficient authority to carry out tasks and responsibilities; and (4). Facilities needed in implementation.

Disposition: Disposition is the nature and characteristics possessed by the implementer, such as commitment, honesty, and democratic nature. If the implementer has a good disposition, then the implementer will implement the policy well as desired by the policy maker. Conversely, if the implementor has a different attitude from the policy maker, then the policy implementation process will also be ineffective.

Bureaucratic Structure: The organizational structure tasked with implementing the policy has a significant influence on policy implementation. One of the important structural aspects of every organization is the existence of standard operating procedures (SOP). SOP is a guideline for every implementer in acting. The implementation of market levy collection policy at Bahari Berkesan Traditional Market, Ternate City cannot be separated from the factors that affect the implementation itself. The factors that influence the implementation of market levy collection policy at Bahari Berkesan Traditional Market include:

Communication

Communication is very important in determining the success of achieving the objectives of public policy implementation. Effective implementation occurs when decision makers already know what they are going to do. Knowledge of what they are doing can run if communication runs well, so that every policy decision and implementation regulation must be communicated to the right personnel. In addition, the policies that are communicated must be precise, accurate, and consistent. Communication is needed so that policy makers and implementers of the market levy collection policy will be more consistent in implementing every policy that will be applied in mandatory levies. There are three indicators used to measure the success of communication variables, namely:

a) Transmission (Information Delivery Process)

The information delivery process in question is how to deliver information from the policy maker to the implementer. This is important because good communication delivery

will result in good implementation. What often happens in communication delivery is a misunderstanding between the policy maker and the implementer.

The Ternate City Government, which makes market service levy policies and also delivers information about the policy in 2 (two) ways, namely verbally and in writing. The verbal information that the author means is in the form of meetings with the Ternate City Government team with officials and staff from the Market Service. While the written information that the author means is information that is delivered in writing. Through writing means through the draft of Ternate City Regional Regulation Number 10 of 2010 concerning market service levies. Which explains the general provisions, objects and subjects of levies, levy groups, levy rates and other provisions. With this draft, the Ternate City Government through the Regional Work Unit (SKPD), namely the Market Service, is to carry out the collection of market levies.

b) Clarity of Information

Communication received by the policy implementer must be clear and not confusing. With clear information, it will support any party and close any misunderstandings that have an impact on the results of the policy. Information about the collection of market levies delivered verbally can raise questions about whether it is clear or not. The information received from policy makers to policy implementers and those who receive the policy is very clear. Because in addition to delivery through the team, all provisions for the implementation of market levies are listed in the policy contained in Ternate City Regional Regulation Number 10 of 2010 concerning market service levies.

c) Consistency of Information Delivered

The consistency of information referred to is the need for a stipulation of information to avoid errors from various aspects, in this case the information delivered both verbally and the existing Ternate City Regional Regulation Draft does not change, especially in the implementation of the policy. Because in addition to the information must be clear, it must also be consistent so that the implementation runs according to what it should and the market levy target can be realized so that the Regional Original Income (PAD) can increase.

The regulation on market levies has been consistent because from 2010 until now (2014) it has never changed. This shows that the regulation has been implemented well even though there are still various obstacles that occur in the field when collecting levies. The information conveyed by policy makers to policy implementers has been consistent, because from 2010 until now there have been no changes related to market service levies.

Resources

In a policy, the information conveyed may be clear and consistent, but these factors are not the only factors that influence the implementation of the policy. In this case, the resources in question are sufficient staff, information, authority, and also facilities or infrastructure that support the implementation of market retribution collection at the Bahari Impress traditional market. Resource indicators consist of several elements, namely:

a. Sufficient staff (quantity and quality)

The main resource in policy implementation is staff. Failures that often occur in policy implementation are caused by insufficient, adequate, or incompetent staff in their fields. In terms of market retribution collection, sufficient staff are needed and have the appropriate skills to carry out their duties. The existing staff is sufficient, especially the Ternate City Market Service because there is already a market service head, service secretary, data collection and collection division, arrangement and supervision division, finance and other sections. Employees/staff at the Ternate City Market Service are sufficient and the quality is in accordance with their fields in implementing market retribution collection. For staff who are still honorary or civil servants, training or comparative studies are needed to further improve their performance in carrying out their duties.

b. Required information

Information is an important source in implementing policies, the availability of sufficient information greatly supports the implementation of policies. Information in this case is information on how to implement or run a policy. Information on how to implement market levy collection policies is very clear in Regional Regulation Number 10 of 2010 concerning market service levies. Information received by implementers regarding the implementation of a program must be accurate, starting from the object and subject of the levy, levy rates, to its implementation and the obedience of personnel in carrying out their respective duties. Information regarding the implementation of levy collection is very clear, as well as the personnel involved in it must carry out their responsibilities in accordance with the regulations that have been issued.

c. Authority

In general, authority must be formal so that policies can be implemented. Authority is the authority or legitimacy for implementers in implementing the established policies. When the authority is nil, then the power of the implementers in the eyes of the public is not

legitimized, so that it can thwart the policy implementation process. The authority of the implementers of the market levy collection policy is to be able to increase levy income including market levies, so that local revenue also increases.

d. Facilities needed

In implementing the market levy collection policy in the Bahari Berkesan traditional market, facilities and infrastructure such as offices and official vehicles are needed to carry out the duties of the implementers properly. The facilities obtained are only honorariums for employees/staff, offices equipped with electronic devices such as TVs, computers and even laptops. The facilities and infrastructure provided by the government in implementing the market levy collection policy in the Bahari Berkesan traditional market greatly influence the implementation process of market levy collection carried out by implementers because with adequate facilities, implementers can also work well. The facilities provided by the Ternate City government for the Market Service and/or implementers are:

Table 3 Ternate City Market Service Facilities

Type of Facilities Owned	Information
Office of the Market Service	Still Well Maintained/Good
Television (TV)	Still Well Maintained/Good
Work computer	Still Well Maintained/Good
Work cabinet	Still Well Maintained/Good
Work desk	Still Well Maintained/Good
Chair	Still Well Maintained/Good
Official car	Still Well Maintained/Good
Motorcycle	Still Well Maintained/Good

Data Source: Ternate City Market Service, 2024

Disposition (Bureaucratic and Implementer Attitude)

Disposition refers to the inherent qualities and attributes exhibited by the implementer, including dedication, integrity, and a propensity for democratic engagement. Should the implementer exhibit a favorable disposition, the execution of the assigned tasks will likely align with the expectations established by the policy maker. Conversely, when the implementer's attitude diverges from that of the policy maker, the efficacy of the policy implementation process is likely to be compromised.

a. Commitment of the Implementing Apparatus

The commitment of the implementing apparatus of a policy can support the implementation of the policy according to what is desired. A policy cannot run well and achieve the desired results if the implementing apparatus/employees do not have the commitment to carry out their duties and responsibilities as policy implementers. In this case, the author means the commitment of the implementer in implementing the collection of market levies at the Bahari Kemas traditional market. The implementing apparatus who carry out the collection of market levies have a commitment to carrying out their duties in accordance with the duties and authorities and provisions contained in the Ternate City Regulation Number 10 of 2010 concerning Market Service Retributions.

b. Honesty of the Implementing Apparatus

Honesty is an absolute attitude possessed by an implementer, because without honesty in implementing policies, the trust of policy makers and the public towards the policy implementer will be lost. Honesty must continue to be applied when starting the implementation of the policy until the previously targeted results are achieved. In this study, what the author means is the honesty of the apparatus tasked with implementing the market retribution collection policy in the city of Ternate, especially the Bahari Impression traditional market. The apparatus is required to have a high level of honesty to carry out the collection of market retributions, especially regarding the accountability of the deposit of market retribution collection results, all of which must go into the regional treasury. Regarding the honesty that must be possessed by the implementers. Ternate City Market Service Officers have an honest nature when collecting, traders are given tickets to pay market levies and the remaining torn tickets will be counted so that there is no cheating". The retribution collection officers have finished collecting from traders, the results are reported to the leader who is then directly deposited to the treasurer for calculation and also in collecting market levies, they are always under the supervision of the Head of the Market Service.

c. Democratic nature of implementing officers

The democratic nature that the author means is the nature of implementing officers to be able to accept all existing policies and implement them according to their respective duties and also be able to accept the results that have been achieved. Regarding the democratic nature. Officers collecting market levies have worked well and in accordance with their respective duties, while the problem of billing results can be accepted with an open heart because traders also cannot be forced so that a little or a lot of billing results must be accepted. Every implementing officer absolutely has a democratic nature in carrying out

their duties and can accept with an open heart the results of the retribution collection even though it does not reach the expected target, but the implementer must also remember that his authority is to increase market retribution income.

Bureaucratic Structure

According to Edward III, the fourth variable that significantly affects the efficacy of public policy implementation is the bureaucratic structure. Even in instances where resources for policy execution are accessible, or where policy implementers possess the requisite knowledge and motivation to execute a policy, it remains conceivable that the policy may not be actualized due to deficiencies within the bureaucratic framework.

Such a multifaceted policy necessitates collaboration among numerous stakeholders; when the bureaucratic structure fails to align with the established policies, this misalignment can render resources ineffective and obstruct the execution of the policy. The bureaucracy, as the executing body, must effectively support the policies that have been established through adequate coordination. In this analysis, the structure referred to encompasses the management framework and procedural guidelines that govern the workflow in the implementation of the policy, which are indicated by the following metrics:

a. Structure

The structure of the organization that implements the policy has an important influence on the implementation process. In this study, the author means the management structure of the market retribution collection policy at the Bahari Impress traditional market. From the author's observation, the organizational structure of the Market Service as the person in charge of market management in Ternate City is separate from the organizational structure of other Regional Work Units (SKPD), because SKPD in Ternate City already has its own duties and functions (Tupoksi) based on the Regulations that have been determined.

b. Procedure

Procedure is a method or workflow. In this study, the author means the method or workflow of the implementers who carry out activities every day according to the established standards. From the results of the author's analysis and sources from several informants, the work procedures are in accordance with Ternate City Regulation Number 10 of 2010 concerning Market Service Retribution. Direct collection in the field is carried out by officers/employees of the Market Service who have been directly appointed by the leadership (Market Service) based on the division of work (Collection Section). The

officers/employees collect levies from traders in the Bahari Impress traditional market by providing ticket deductions as proof of having paid the levy. After making the withdrawal, the officers collect the results of the collection to the assistant treasurer for calculation. The results of the levy calculation must be in accordance with the number of ticket deductions.

Although this study makes an important contribution to understanding retribution policy in the Bahari Berkesan Traditional Market, there are several weaknesses that need to be noted. One of the main weaknesses is that the scope of the study is limited to one traditional market in the city of Ternate. Focusing on a single location means that the results of this study only reflect the conditions of that market and may not be generalizable to other traditional markets in Indonesia. Traditional markets in different regions have different characteristics and dynamics, both in terms of retribution management, trader compliance, and their impact on the local economy. Therefore, further research involving more traditional markets in various regions is needed to obtain a more comprehensive picture of the implementation of retribution policies in Indonesia. In line with Kharirah's (2023) findings, government policies on retribution services in traditional markets are influenced by various factors, both macro and micro, as well as socio-economic and infrastructure elements. Economic growth and inflation are significant macro factors that affect market service costs, with economic growth positively affecting revenue, while inflation has no significant effect (Khariroh et al., 2023). At the micro level, factors such as tariffs, service quality, and merchant knowledge and understanding play an important role in determining market service revenue.

Another weakness is the limitation in exploring the perspectives of all stakeholder groups involved in market fee policies. This study focuses more on the perspectives of traders and market managers, while the voices of consumers or market users do not receive sufficient attention. In fact, consumer perceptions and experiences also play an important role in assessing the effectiveness of fee policies, as they are the ones who directly interact with the market and the services provided. Therefore, further research needs to involve more groups, including consumers and local governments, to obtain a more holistic and comprehensive analysis. The findings of Qatrunnada et al (2022) that the Covid-19 pandemic was also an important factor, as policies such as PPKM (Restrictions on Community Activities) have led to a decline in market levy revenue, highlight the importance of human resource competence, supervision, and infrastructure in maintaining levy revenue (Qatrunnada & Putra, 2022). In addition, the implementation of local regulations, such as

those in Kudus and Semarang, affects retribution services, with issues such as inadequate legal protection and inadequate facilities being common challenges (Fabriana, 2013).

Further research should take a broader approach by involving other traditional markets in different regions. This will help ensure results are more representative and generalizable. In addition, more in-depth research on external factors that influence retribution policy can provide comprehensive insights. These factors include local economic conditions, regulatory changes, and other local government policies. Such research can offer more applicable and comprehensive recommendations to improve traditional market management policies. It can contribute both to retribution management efficiency and to improving traders' welfare and their role in the regional economy. The research by Kupita et al. (2012) also shows that the presence of modern markets influences traditional market policies. This is seen in Purbalingga, where zoning policies are shaped by legal, infrastructural, and cultural factors (Kupita & Bintoro, 2012). Additionally, consumer satisfaction has a significant impact on the local economy and market levy revenue. This satisfaction is driven by accessibility, product conditions, and physical infrastructure (Udjianto et al., 2024). The government's role in revitalizing and developing traditional markets is crucial. This support strengthens their competitiveness against modern markets, which often have a stronger image and more professional management (Suwitri & Indarti, 2016). Overall, a comprehensive approach is essential for effective government policies on revenue collection in traditional markets. This approach must consider economic conditions, regulatory frameworks, infrastructure, and market management (Sipahutar, 2016).

Conclusion

Implementation of the policy in collecting market levies, especially at the Bahari Memesan Traditional Market in Ternate City, is: (1). The implementation process is in accordance with the provisions of the Regional Regulation, the party involved in the implementation of the collection of levies at the Bahari Memesan Traditional Market is the Market Service as the Regional Work Unit (SKPD) which is responsible for managing the market in Ternate City. (2). The facilities needed by the implementers in carrying out the collection are tickets that are submitted to the levy payers as proof of having paid the market levy. (3). The levy rates charged to the levy payers are in accordance with existing provisions, although sometimes tickets are not given to the levy payers (traders). In the implementation of market levy collection, especially at the Bahari Memesan Traditional Market, there are four factors, namely communication, resources, disposition, and

bureaucratic structure. However, in this study, the resource factor has a greater influence in supporting the implementation of market levy collection at the Bahari Memesan Traditional Market.

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