

**A Implementação De Políticas Públicas Sobre A Realocação De Comerciantes Na  
Cidade De Tebing Tinggi, Sumatera Do Norte Na Indonésia**

**The Public Policy Implementation on the Merchants Relocation in Tebing Tinggi City,  
North Sumatera Indonesia**

**La Implementación De Políticas Públicas Sobre La Reubicación De Comerciantes En La  
Ciudad De Tebing Tinggi, Sumatera Septentrional Indonesia**

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**Resumo**

Esta pesquisa descreveu o Regulamento do Prefeito de Tebing Tinggi City Number: 501/195 de 2018 através do modelo de Van Meter e Van Horn referente aos comerciantes de realocação em Pasar Kain e Pasar Induk Market Tebing Tinggi. Este método de pesquisa aplicou a abordagem qualitativa e a análise descritiva. Para obter dados e informações, alguns informantes incluíram o chefe do Departamento de Comércio, comerciantes, membros do Legislativo e organizações não-governamentais locais. De acordo com a pesquisa e discussão, houve resultados da implementação da política de realocação de comerciantes de Pasar Kain. Mostra que os padrões e objetivos políticos eram adequados e claros e realistas para serem implementados. A utilização dos recursos disponíveis não foi usada da melhor maneira possível, a comunicação entre as organizações foi adequada. No início, existem muitas falhas de comunicação entre comerciantes e a equipe de realocação, as características da organização

implementadora eram consistentes, apesar dos muitos conflitos de interesse e conflitos internos entre o ambiente social, econômico e político. Inicialmente, havia muitos conflitos sociais, o envolvimento de elites políticas e a diminuição da renda dos comerciantes depois de serem realocados. A atitude dos implementadores também foi bastante consistente no apoio à política. A implementação da política de realocação de comerciantes de Pasar não foi ótima porque as barracas não foram completamente ocupadas.

**Palavras-chave:** Implementação; Políticas Públicas; Realocação; Comerciante; Mercado

### **Abstract**

This research described the public policy implementation Mayor's Regulation of Tebing Tinggi City Number: 501/195 of 2018 through model of Van Meter and Van Horn concerning to the Relocation Merchants in Pasar Kain and Pasar Induk Market Tebing Tinggi. This research method applied the qualitative approach and descriptive analysis. To gain data and information some informant included the Head of the Trade Office, Merchants, Members of Legislative and the local non-governmental organizations were selected. According to the research and discussion, there were results of the implementation of the Pasar Kain merchant relocation policy. It show that the standards and policy objectives were adequate of clear and realistic to be implemented. The utilization of available resources was not used optimally, communication between organizations was adequate. In the beginning there are many miscommunications between merchants and the relocation team, the characteristics of the implementing organization were consistent despite the many conflicts of interest and internal conflicts among the social, economic and political environment. In the initially, there were many social conflicts, the involvement of political elites and decrease income of merchants after being relocated. The attitude of the implementers was also quite consistent in supporting the policy. The implementation of the Pasar merchant relocation policy has not been optimal because the stalls have not been completely occupied.

**Keywords:** Implementation; Public Policy; Relocation; Merchant; Market

### **Resumen**

Esta investigación describió la implementación de la política pública Regulación del alcalde de la ciudad de Tebing Tinggi Número: 501/195 de 2018 a través del modelo de Van Meter y Van Horn en relación con los comerciantes de reubicación en Pasar Kain y Pasar Induk Market Tebing Tinggi. Este método de investigación aplicó el enfoque cualitativo y el análisis descriptivo. Para obtener datos e información, algunos informantes incluyeron al Jefe de la

Oficina de Comercio, se seleccionaron comerciantes, miembros de organizaciones legislativas locales y no gubernamentales. Según la investigación y el debate, hubo resultados de la implementación de la política de reubicación de comerciantes de Pasar Kain. Muestra que las normas y los objetivos de política eran adecuados, claros y realistas para ser implementados. La utilización de los recursos disponibles no se utilizó de manera óptima, la comunicación entre las organizaciones fue adecuada. Al principio, hay muchos problemas de comunicación entre los comerciantes y el equipo de reubicación, las características de la organización implementadora fueron consistentes a pesar de los muchos conflictos de intereses y conflictos internos entre el entorno social, económico y político. En un principio, hubo muchos conflictos sociales, la participación de las élites políticas y la disminución de los ingresos de los comerciantes después de ser reubicados. La actitud de los implementadores también fue bastante consistente en el apoyo a la política. La implementación de la política de reubicación de comerciantes de Pasar no ha sido óptima porque los puestos no se han ocupado por completo.

**Palabras clave:** Implementación; Políticas Públicas; Reubicación; Comerciante; Mercado

## 1. Introduction

The implementation of regional autonomy in Indonesia since the enactment of Law Number 23 of 2014 concerning Regional Government. Then the Act was amended, namely the first amendment to Law No. 2/2015 and the second amendment to Law No. 9/2015. The essence of implementation law aims to organize a more effective and efficient of government. The quality of public policy depends on the level of synergy between the executive and the legislature in the Districts. The legislative body is a balancing act or check balance for each policy determined by the District Head. The public policy have to benefiting the communities. The success of a policy is determined by a plan of 20%, policy implementation by 60% and how to control the implementation by 20% (Nugroho, 2017). Van Meter and Van Horn explained that there are 6 variables that determine the performance of a policy implementation, among others policy standards and objectives, policy resources, inter-organizational communication and enforcement activities, the characteristics of implementing agencies, economic, social and political condition, and the disposition of implementers (Meter & Horn, 1975). The Van Meter Van Horn policy implementation model is classified into 6 variables namely policy standards and targets, resources, characteristics of implementing

organizations, communication between related organizations, attitudes of implementers and the social, economic and political environment (Nugroho, 2017).

Administratively, Tebing Tinggi City located in Sumatera Utara Indonesia, consists of 5 districts with 35 villages. In accordance with the vision of Tebing Tinggi City Government is making it as a service and trade city which is faithful, intelligent, decent, independent and prosperous with quality human resources. Tebing Tinggi City development planning is dominated by the trade sector. The trade sector dominated the total Gross Regional Domestic Product/he GRDP of Tebing Tinggi City, which is 19.16% (2013), 20.02% (2014), 20.70% (2015), 21.51% (2016) and 21.98% (2017). The trade sector has increased from year to year for the GRDP of Tebing Tinggi City (Badan Pusat Statistik, 2019).

The market is an economic and social activity established between vendor and buyers directly. There is bargaining activity and there is a mutual agreement on the value of the goods/services offered (Nelwan, Lopian, & Rumokoy, 2017) (Sahban & Periw, 2018). Market activity has a direct impact on the economic conditions of a community in an area. The role of the government as a provider of public facilities and infrastructure is very much needed in ensuring the continued sale and purchase activities, providing a clean, comfortable market and having facilities and infrastructure both for the sustainability of the market's existence. It is consistent to Indonesia development goals: 9 priorities (Nawa Cita) (Syamsi, 2015). The program for construction/revitalization traditional market of 5,000 units within a period of 5 years. In the Republic of Indonesia Presidential Regulation Number 2 of 2015 concerning the National Medium-Term Development Plan or abbreviated as the 2015-2019 RPJMN. The development /revitalization of traditional markets is included in the 9 priorities agenda at point 6, namely increasing people's productivity and competitiveness in international markets. It will construct by at least 5,000 traditional markets throughout Indonesia and modernizing existing traditional markets. The program aims to realize traditional markets that are feasible in terms of facilities and infrastructure, clean, safe and comfortable for vendor and buyers. The traditional market will competitive to modern markets or other semi-modern markets (Insight), 2014).

In 2017, Tebing Tinggi City allocated the Ministry of Trade's Special Allocation Fund (DAK) for construction and revitalization of several traditional markets in the city. One of the revitalized markets is the "Pasar Kain" located in the city center. The "Pasar Kain" market building which has been operating for decades is already inadequate, so the government has adopted a policy to revitalize the market building through DAK. The policy is in Local Regulation Number 1 of 2017 concerning the Establishment of the Tebing Tinggi City

Regional Budget for the 2017 Budget Year. This is stated in the Document for the Implementation of the "Pasar Kain" market Revitalization Activity Budget. Then after the "Pasar Kain" market was completed, the Government of Tebing Tinggi City issued a Decree of the Mayor of Tebing Tinggi Number: 501/195 in 2018 on January 30, 2018 concerning the establishment of a relocation team of merchants "Pasar Kain" and "Pasar Induk ". The relocation team established to relocate the marchants from temporary shelters to be relocated back to the "Pasar Kain" market that is ready to be constructed.

## **2. Methodology**

### **2.1. Public Policy Defenition**

Public policy according to Dye in Subarsono (Subarsono, 2009) is the government's choice to do or not. Another definition is the government's response to problems that arise in the community. While Anderson in (Subarsono, 2009) argues that public policy is regulated by government institutions and authorities. Woll in (Tangkilisan, 2003) argues that public policy is a set of government activities to solve problems in society, both directly and through various institutions that affect people's lives. Based on some of the definitions above, the researcher can conclude that public policy is a set of actions determined by the government, implemented or not implemented whose main purpose is for the welfare of society.

### **2.2. Public Policy Implementation**

Policy implementation is an action taken by organizations both government and private or individually or in groups to achieve goals in the community. Public policy with good analysis and formulation does not necessarily guarantee that the policy can be implemented properly. Subarsono (Subarsono, 2009) describes the implementation model proposed by Van Meter Van Horn as follows:

Variables that have influenced implementation performance are:

1. Policy standards and objectives. Policy standards and objectives must be clear and measurable that be realized. If the standards and policy objectives were not clear, there will be multiple interpretations and conflict among implementation agents.
2. Resources. Implementation of policies needs to be supported by resources both human resources (human resources), and non-human resources (non-human resources).

3. Relationships between organizations. Implementation of a program needs support and coordination with other agencies. For this reason, coordination and cooperation between agencies is needed for the success of a program.
4. Characteristics of implementing agencies. The characteristics of the implementing agent include the bureaucratic structure, norms, and patterns of relationships that occur in the bureaucracy, all of which will affect the implementation of a program.
5. Social, political and economic conditions. This variable includes environmental economic resources that can support successful policy implementation, the extent to which interest groups provide support for policy implementation, the characteristics of participants that support or reject, how the nature of public opinion in the environment, and whether the political elite supports the implementation of policies.
6. Disposition of Implementers. The implementor's disposition includes three important things namely (a) the implementor's response to the policy which will affect his willingness to implement the policy (b) cognition that is his understanding of the policy (c) the intensity of the implementor's disposition that is the value preference owned by the implementor.

(Nugroho, 2017) stated that the Van Horn Van Horn model is linearly illustrated from public policy, implementors and policy performance that has several variables in the following table:

Table 1 Implementation of Van Meter Van Horn Policy

<b>Variabel</b>	<b>Indicator</b>	<b>Remark</b>
Policy Standard and Objectives	Realistic versus Utopian	Implementers understand the standards and objectives of the policy
Resources	The ability to use available resources	Human Resources, Money and Time
Characteristics of implementing organizations	Standard Operational Procedures (SOP) and fragmentation	Fragmentation is a condition due to pressure from the bureaucratic environment, including the political environment to the constitution
Communication among related Organization	There is clarity and consistency as well as uniformity to a standard and policy objective	The policy implementers should know what is expected to be done related to their responsibilities. Successful policy implementation is determined by accurate communication and consistency among policy implementers, as well as coordination between the related parties.

The attitude of implementers	Acceptance versus rejection depends on the influence of the policy on personal or organizational interests	Public policy is usually top down, and sometime the decision makers do not know or even unable to touch the needs, desires or problems that must be resolved of communities.
Social, economic and political environment	The external environment of public policy : support versus pressure	Social, economic and political environmental conditions

In the policy implementation model by Van Meter and Van Horn explained where the factors can influence the successful implementation of public policies. The factors are policy standards and targets, resources, characteristics of implementing organizations, communication between organizations, implementers' attitudes and social, economic and political environment. This theory is used by researchers to analyze the problem in the relocation policy of Pajak Kain marchants in Tebing Tinggi City. Researchers also assume that the theory has relevance to discussing problems with existing conditions.

### 3. Methodology

This paper applied qualitative research method with a descriptive approach. The research examines the implementation of the relocation policy of Pasar Kain market in Tebing Tinggi City by collected descriptive data. Data was broken down according to the problem being studied. This study was conducted in Tebing Tinggi city, North Sumatra Province, Indonesia. To be able to answer research problems researchers use data collection techniques by conducting in-depth interviews, documentation studies and online data search techniques for supporting data.

The informants selection in this paper was done using 2 procedures, namely through purposive sampling and snowball procedures. Purposive sampling is deliberate selection of informants where the researcher chooses informants who have quality or criteria as sources of information in accordance with the data to be found (Etikan, Musa, & Alkassim, 2016). Meanwhile, according to Neuman snowball sampling is to take a number of cases through the relationship of one person to another or one case with another case, then look for further relationships through the same process, and so on (Nurdiani, 2014). Based on the two

techniques of determining the informants, the informants in this study are the Head of the old Tebing Tinggi City Commerce Department with the new ones, Pasar Kain Market/Community Market Merchants, Public and Subdivision Head of Subdivision, Non-Governmental Organizations or NGOs LP3MK (Institute for Research, Supervision, Community Development City) and Commission II in the Economy of Legislatif Tebing Tinggi City.

In 2017, Tebing Tinggi City has allocated by the Ministry of Trade's Special Allocation Fund (DAK) for construction and revitalization of several traditional markets in the city. One of the revitalized markets is the "Pasar Kain" located in the city center. The "Pasar Kain" market building which has been operating for decades is already inadequate, so the government has adopted a policy to revitalize the market building through DAK. The policy is in Local Regulation Number 1 of 2017 concerning to the Establishment of the Tebing Tinggi City Regional Budget for the 2017 Budget Year. This is stated in the Document for the Implementation of the "Pasar Kain" market Revitalization Activity Budget. After the "Pasar Kain" market was completed, the Government of Tebing Tinggi City issued a Decree of the Mayor of Tebing Tinggi Number: 501/195 in 2018 on January 30, 2018 concerning the establishment of a relocation team of merchants "Pasar Kain" and "Pasar Induk ". The relocation team established to relocate marchants from temporary shelters to be relocated back to the "Pasar Kain" market that is ready to be constructed.

#### **4. Implementation of the Relocation Policy for Pasar Kain Merchants in Tebing Tinggi**

##### **4.1. Policy Standards and Targets**

Policy standards and objectives are the important indicators in the model of policy implementation referring to the Van Meter Van Horn. The policy implementers must understand about the standards and objectives of the policy goals be achieved. Based on data obtained in the field through interviews found that the relocation implementation policy of merchants in accordance with the stall rental ownership. The criteria refer to Regulation No. 12 of 2015 concerning Management of Regional Markets. The stall rental owner at the Pasar Kain market is indeed selling at this market and not the person who rents the intended stall as the first renter. Then each merchant only gets 1 (one) stall, which is done by a draw by transparently and witnessed by all merchants and the Regional Leadership Communication Forum (FORKOPIMDA). While the policy targets are merchants who sell at the Kain Market before the building was revitalized.

Furthermore, this statement was stated in the Minutes of the Meeting as follows:

1. The merchants were entitled to occupy the Pasar Kain stalls by renting, those who occupy the previous market, which are temporarily shelter to Pasar Gambir market.
2. Each merchant was entitled to rent 1 (one) stall
3. Mayor Regulations concerning market management will be prepared and established consisting of more detailed, clear and firm provisions and regulations
4. Stalls distribution arrangements to the merchants with a lottery system, based on zones according to the type of merchandise
5. The team who has responsibilities on the relocation project, will conduct a survey to the new Pasar Kain market and also to the Pasar Gambir market as temporary shelter for the merchants.

#### **4.2. Resources**

The resources play an important role in the successful on policy implementation, both human and other resources in terms of budget and time. The new market subdivision being redirected to the Commerce Department of Tebing Tinggi City, and will affect the agency's quality and capabilities in the relocation policy implementation. The UPTD Pasar did not have capability officer in the official structure. In the commerce subdivision there was strengthened by 1 (one) head of sub department who had retired in December 2018, and 2 (two) section heads who handled the Special Allocation Fund for the 2018 Market. This condition will affected the performance of agencies to effort the implementation of the relocation policy. Another resource from the Trade Department's budget for implementing the Pasar Kain market on relocation policy which is accommodated at a temporary shelter. The amount was IDR 60,614,600.

Implementing market relocation policy is a policy that can raise agree and disagree of the communities. Therefore, the sufficient socialization that given the government will effect to the merchants understanding. Communication media can be conveyed properly and precisely to the merchants and the miscommunication can be avoided. According to Trade Department Office's budget on the Pasar Kain dan Pasar Induk market relocation, and information media for socialization is only for 2 (two) pieces of banner, namely banner of the distribution information and other greeting banner of the congratulation and success on the Pasar Kain market operation, this as picture 3 follows:



Figure 1  
Media Socialization on *Pasar Kain* Market Relocation

In the relocation implementing, the Trade Department of Tebing Tinggi City did not use other information media properly. And the information about the relocation planning was not socialized to the merchants. It raised the merchant's distrust to the independence of relocation team. The relocation team should convey information about existing policy standards and targets through media information such as mass, radio, billboards and the merchants full understood about how the policy will be implemented by the government. Some information did not reach to the merchants. Planning and budgeting activities are not done properly and the budget preparation was also not optimally to support the policy implementation. In terms time of resources, the researcher concludes that it has not been optimally used because until now the stalls have been not occupied by the merchants.

#### 4.3. Communication among Organization

The communication with related organizations both within the relocation team or the relocation team with the traders was adequate, although at the beginning of the implementation process still any miscommunication. This is due to the policy standards and objectives set by the relocation team. The information about these standards and targets did not get properly and correctly to the merchants. Researcher analyzed the results of the minutes of the meeting (MoM) held on February 20, 2018, also MoM on May 7, 2018, May 8, 2018, and May 16, 2018 that discussed each team member contributed in solutions according to existing needs. Refer to the documents, the researcher found that a good relationship between the organizations involved in the *Pasar Kain* merchant relocation team. It means that the adequate commitment among organization could encourage the relocation team and merchants on problems solving.

#### 4.4. Organization Implementor Characteristic

According to Ms JP's information as the Head of Public and Civil Service Subdivision, the internal conflict between two official agencies within Trade Departement was related to differences opinion of both on market managing. It was because the status of the Trade Department Secretary who has previous job as Head of Market Subdevision and he confidence to say that he having more experience than the others within relocated organization. It reflected that the pattern of relationships between structural officials is not adequate on implementing the organization policy. Nevertheless in the organizational structure that applied as a decision maker as the top leaders. The Head of the Trade Department confirmed that the verifiers to continue verifying all the files submitted by the merchants and interviewed them according to the agreed standards and targets that noted on minutes of meeting.

#### **4.5. Social, Economic and Political Condition**

The external conditions on the policy implementation, including social, economic and political conditions have adequate supporting, although there were many social conflicts between merchants in the beginning, the unconfidence of them on income reducing after relocation and any conflict interests among political elite on this project.

According to Mr. GBS information who as Head of the Trade Department and Mrs. AL as Chair of P4K (Pasar Kain Merchants Association) that social conflicts was occurred due to the standards and policy objectives information was made by the relocation team that have not been received by the merchants. But when research was done, the social conflict has reduced. Refer to Mr. FT as Legislation member on Commission II of Economy and Mr. AK as the Chairperson of the NGO LP3MK (Institute for Assessment, Supervision, Urban Community Development). As for the economic condition, it indeed experienced reducing income after being relocated. Based on information from Mr. GBS as the Head of the Trade Department and the merchants in Pasar Kain market that was also triggered by economic conditions and the rise of online sales.

#### **4.6. The Attitude of the Implementers**

According to Mr. GBS as the Head of the Trade Office that the policy implementor has provided supporting as the standards and policy targets that already set by the relocation team. It was carried out by the verification team of Trade Department after receives the

merchants application file. The researcher also asked about the intensity was related to the Pasar Kain occupied. And Mr. GBS explained as follows:

*“For future, it will be projected to the merchants who want to commerce activities. Or former merchants who have not been accommodated in the first batch or if no one left behind, then the street vendors can occupy the new market. However, it will wait to the relocation team meeting result. If the new market have been occupied, will be inforced the Mayor Regulation Number 15, year 2015 concern to the management of regional markets. It will be applied that every merchants must pay the retribution, the merchants may not change or add to the shape of the building, if it is not occupied within a certain time period will be withdrawn. But it has not been implemented.*

## **5. Policy Implementation Obstacles**

The public policies implementation as stated by Van Horn Van Meter is determined by the indicators standard and policy objectives, resources, communication among implementing organizations, characteristics of implementing organizations, social, economic and political environment, and the attitude of implementers. In the reality by practicing in the field, one indicator with another indicator has a different portion. Likewise with the policy implementation of the Pasar Kain market relocation in Tebing Tinggi City, there were several obstacles have been faced by the relocation team, including :

1. Market management resources are still lacking in market management optimizing in Tebing Tinggi City. It can be concluded from the following facts :
  - a. There were many number of merchants who have more than 1 stall. It will raise the cases of merchants who rent the stalls to other one for decades. It was against the rules of Tebing Tinggi Mayor Regulation No. 12 of 2015 concerning Management of Regional Markets.
  - b. There was no structural officer at the UPTD. Pasar since being transferred from the Revenue Department to the Trade Department. This condition will have an influence on the implementation of the Pasar Kain market relocation policy in Tebing Tinggi City.
  - c. Administrative governance is still not adequate, so the relevant agencies do not have accurate and transparent of merchant data. It could seen from the absence of the handover of the previous market management documents. The Trade Departement have the list data of Pasar Kain market before being relocated. The absence of structural officials who lead UPTD. Pasar formations will inevitably lead to inadequate of administrative governance.

2. Regional Government Budget (Anggaran Pendapatan dan Belanja Daerah/APBD) limitation constraints in the construction and maintenance of market infrastructure. Based on the Tebing City Trade Budget Implementation Document for the period 2017 to 2019, the researchers obtained the following data:
  - a. The budget intended for the construction and infrastructure maintenance that needed to improve the the market quality, was not accommodated in the 2017 and 2018 of APBD. It will impact on performance improving of Pasar Kain merchant relocation policy. There is no budget post for installing the electricity credit for each stall which can have an impact on the relocated merchant's resistance. Although it can eventually be overcome with funding from third parties and will be budgeted in 2019.
  - b. The budget of the Trade Department decreased during the period of 2017 to 2019 with sub-functions handled including the cooperatives and micro businesses, the trade sector and 3 (three) technical implementing units namely markets, metrology and capital strengthening.
  - c. Lack of awareness of merchants to understand Mayor Regulation Number 12 of 2015 concerning Management of Regional Markets, leading to miscommunication with other merchants and with the relocation team.
3. The conflict arised from the merchants who rented the stalls to other one still consider to be entitled of the stall. However, in the terms of regulation the merchants has breaking up the existing rules, or even has taken advantage of the stalls for years. This is evidenced by the demonstration conducted by traders who are dominated by traders who are not included in the verification conducted by the Trade Department. If they understand the rules, then this will not happen. Moreover, their condition is not an active merchants, but renting their own stalls to the other with a certain nominal. Although this has been going on for a long time and get approval from the previous market manager.
4. There was a conflict of interest that occurred in the previous market management, thus affected the performance of the implementation of the Pasar Kain merchant relocation policy. It could be seen by the data of merchants who have more than one stalls. There were merchants who have four to eleven stalls. It should not happen, if the market management was carried out in accordance to the regulations.

## 6. Discussion

Based on the obstacles mentioned above, there are some important things that must be considered to the public policy implementation, namely:

- a. The Tebing Tinggi Mayor Regulation Number 12 Year 2015 concerning Management of Regional Markets amended or forming regional regulations whose legal force is higher than the mayor's regulations. The mayor's regulations were not adequate and not detail in the market regulation management in Tebing Tinggi City, such as the relocation mechanism of unregulated merchants, the stall ownership is not than one, and requirements to become rental stall rental owner because there are also stall owned by merchants who have no longer domiciled in Tebing Tinggi and others. The market management resources were not optimal because the supporting regulations are not adequate. The deviations potency will arise because it haven't arrange in the Mayor Regulation. Additional regulations generated through exclusive body. It will different to regional regulations consisted, then these regulations are arranged by the Regional House of Representatives (Dewan Perwakilan Rakyat Daerah) approved among the Regional Head and legislative body. Regional regulations will be more detailed in matters relating to the communities. Therefore, by amending the Mayor's Regulations or regional regulations arrangement, it is expected that merchants who rent the stall to the other merchant will not happen more. Likewise, the ownership of more than one stalls will be profitable to rent it to other parties. Detailed regulation will further reduce the separation that occurs in the future. It will facilitated the merchant relocation policy to be carried out to other markets in Tebing Tinggi City.
- b. Optimization of information dissemination to merchants regarding to existing regulations needs to be improved through mass media, radio, billboards, activities and so forth. This needs to be done so that merchants understand about the existing regulations. Then merchants knew the rights and obligations as well as the prohibition addressed to each merchant. Moreover, the merchant who were generally not adequate to read the existing rules. Socialization of the existing rules was important in reducing the conflicts between merchants, merchants and the government, merchants and Civil Service Police Unit and others. It can also prevent conflicts between merchants, because everything was clearly to be socialized transparently to the public.
- c. Increasing guidance for merchants, because the market has only become a target for withdrawing fees. This has been going on for a long time until market affairs were transferred from the Tebing Tinggi City Revenue Service to the Tebing Tinggi City Trade Office in 2017. Based on the results of the researchers' analysis of the Trade

Department's budget, the researcher did not find any coaching activity for traders either in the form of socializing regional regulations/center or business meeting with traders. These activities can indirectly improve communication with traders make it easy to implement a policy taken.

- d. Involving UPTD.Pasar manager resources. Market in training activities (education and training) for market managers conducted by the Ministry of Trade. Based on data obtained by researcher from the Tebing Tinggi City Trade Department, there are no staff who have received the training. This is important because market managers must consider to the market management professionally. Professional human resource conditions will certainly be helpful in implementing policies in Tebing Tinggi City.

## 7. Conclusion

According to the results of the research and discussion, there were results of the implementation of the Pasar Kain merchant relocation policy. It show that the standards and policy objectives are clear and realistic enough to be implemented, the utilization of available resources is not optimal, communication between organizations is good enough. In the beginning there are many miscommunications between merchants and the relocation team, the characteristics of the implementing organization were consistent despite the many conflicts of interest and internal conflicts among the social, economic and political environment. In the initially there were many social conflicts, the involvement of political elites and decrease income of merchants after being relocated. The attitude of the implementers was also consistent in supporting the policy implementation. The implementation of the Pasar Kain merchant relocation policy has not been optimal because not all of the stalls have been completely occupied.

The limited budget that is owned in the construction and maintenance of market infrastructure and facilities, lack of awareness of merchants and conflicts of interest. The solution to the problems that occur is by amending the Tebing Tinggi Mayor Regulation Number 12 of 2015 concerning Management of Regional Markets or forming regional regulations whose legal force is higher than current regulations, optimizing socialization to merchants, increasing guidance to traders and improving the quality of resources owned.

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