

The Function of Local Government in Public Policy Evaluation Networked Modern Stores in Banjarmasin City

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ABSTRACT

The presence of modern networked stores in Banjarmasin causes traditional business actors to feel marginalized. The distance between establishments is such close operational times that need to follow regulations, as well as partnerships and discourses on a moratorium on the establishment, are the causes of the underlying policies that have not run optimally. This study aims to explore and analyze policy evaluation through the role of actors, especially the Government, in protecting the existence of small-scale business actors behind the strong capitalist economic flows represented by modern networked stores. Indicators of the role of policies become new knowledge spaces in policy evaluation studies that will provide practical benefits for the Government in seeing the natural policy conditions behind the evaluation process, often carried out in formal conditions. This study uses a case study method with a qualitative research approach. This study found local Government has played an influential role in the policy of modern networked stores in Banjarmasin City, a public policy evaluation study. The policy factor of the Central Government that opens up as many opportunities for investment in the regions is an obstacle for local governments in the consistency of policy implementation. This paper argues that a consistent public policy will impact achieving the goals and objectives of the policy, only that an economic system based on capital, motives, and interests is another factor that influences the course of an evaluation of public policy.

Article Info :

Article history :

Received : November 11, 2022

Revised : February 21, 2023

Accepted : March 22, 2023

Keywords :

local government;
modern store networked;
public policy evaluation;

INTRODUCTION

Modern network stores typically indicate unfavorable rivalry between significant and small capital-scale business operators (grocery stores, traders, traditional markets). Modern networked stores are linked to modernization (Evans & Kitchi, 2018; Mishra, Sinha, & Koul, 2017), economic liberalization (Kaliappan et al., 2009), and economic transition (Maruyama & Trung, 2012; Khan, Ahmed, & Arshad, 2019; Noordin et al., 2022; Wang, 2018) in a variety of countries, particularly developing ones. It is demonstrated by

Please cite this article as: Firdaus, M. R., Suaedi, F., & Wardiyanto, B. (2023). The Function of Local Government in Public Policy Evaluation Networked Modern Stores in Banjarmasin City. *Journal of Local Government Issues (LOGOS)*, 6(1), 35-48. <https://doi.org/10.22219/logos.v6i1.23214>

the movement of studies on modern networked stores that several researchers have conducted. The study conducted by Tumbe et al. reveals that retail has evolved to shift the presence of conventional business players, in contrast to these studies, which tend to examine the influence of the presence of modern network retailers (Tumbe & Krishnakumar, 2018).

Numerous research studies have examined contemporary network shops' effects (Deb & Lomo-David, 2014; Miotto & Parente, 2015; Mukherjee, 2011; Nandonde & Kuada, 2018; Wiyarni, 2017). According to the findings of these studies, modern, large-scale retail needs regulatory implications for effective regulation. According to several other researchers, market culture and traditional stalls are still significant aspects of life (Hoang et al., 2019). They also discussed the management that traditional retail must carry out (Renko & Petljak, 2018).

Studies on modern networked stores have been done to examine the effects and implications brought on by their presence, but none of these studies have attempted to show how consistently local governments interpret the presence of modern networked stores from the standpoint of public policy. The influence that has already occurred, the circumstances that led to the evolution of retail to small-scale traders, and their impacts in the future have been more thoroughly investigated in previous studies from the perspectives of economics, history, business modeling, and culture.

According to earlier research, the field of study for contemporary networked stores is becoming increasingly broad and employs various methodologies. This study examines how the local government contributes to the consistency of networked modern shop rules in the city of Banjarmasin from the standpoint of public policy evaluation. The first expert, Frank Fischer, explained the significance of the public policy evaluation perspective. In addition to determining a policy's success criteria, public policy evaluation must consider whether the policy has captured what the general public should be doing to participate (Fischer, 1995). Fischer heavily emphasizes the connection between policy appraisal pressures' empirical and normative concerns as a debate.

The evidence demonstrates that the phenomenon of modern network stores in the city of Banjarmasin reduces the income of traditional business actors (grocery stores), that the distance between establishments (licenses) is such near traditional markets that the operational time is inappropriate, and that the partnerships are not functioning as expected. This case resulted from the policy's failure to operate efficiently and to accomplish its goals and objectives, which left the public dissatisfied and worried. It is just that their presence contrasts with the culture of the Banjar people, whose lives are primarily dependent on commerce, even though the presence of modern networked stores is a hub of new economic growth and a sign of development advancement in metropolitan areas.

Economic advantage is undoubtedly a catalyst for a nation's policies that open up numerous prospects for major commercial players through investment channels, mainly in emerging nations (Guy dan Bennison, 2002). The government must intervene and play a role through public policies for small business actors to sustain their economic conditions, particularly in emerging countries (Srimanee dan Routray, 2012).

Communities in Banjarmasin typically exhibit aspects of a trading culture almost exclusively absent from other parts of the world. Wherever the Banjar people go, they consistently show themselves as individuals who are aware of the potential and risks they

confront, according to Potter that quoted by [Alfisyah \(2013\)](#) It is fascinating to see how the Banjar people adapt their culture and relationships to deal with with with the growth of networked contemporary stores. The possibility for the government to include culture in a public policy output presents a chance for policy advances in response to social situations and circumstances. According to Helmke and Levitsky, relationships between individuals who adhere to a standard set of social norms must be reflected in policies to ensure efficacy and goal alignment ([Wang, 2020](#)).

Such constraints are crucial to prevent disputes between modern network retailers and traders who use policymaking as a tool of coercion to control the flow of capital and investment. As a pro-traditional trader policy response, the Municipal Government of Banjarmasin then imposed a moratorium on permits for establishing modern networked shops through the Decree of the Mayor of Banjarmasin Number 188.45/161/KUM/2016. However, the moratorium policy could not stop the growth expansion over time—a contemporary store in Banjarmasin.

The rise of modern networked stores in the City of Banjarmasin over the past six years has expanded, whereas traditional markets run by the Regional Government have dropped, as shown in figure 1 below.

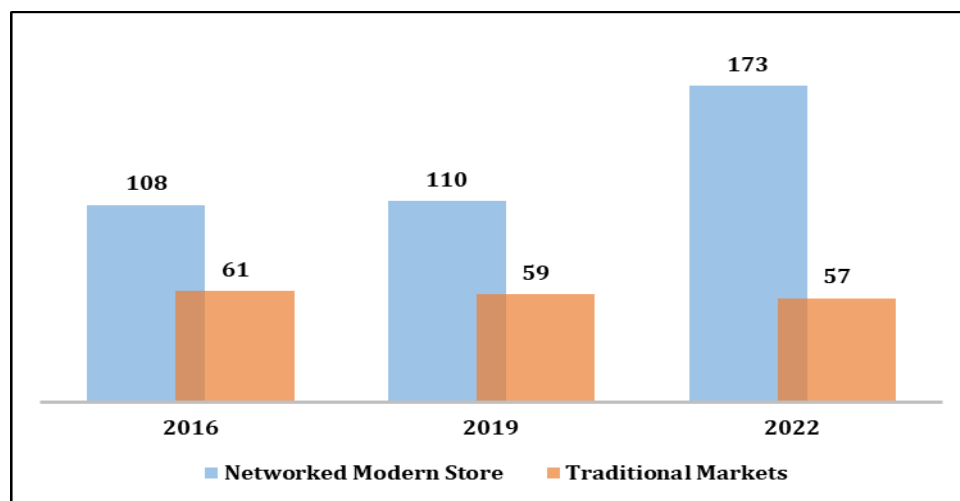


Figure 1. Number of Networked Modern Stores and Traditional Markets in Banjarmasin City
(Source: Secondary Data and Observation, 2022)

To find the consistency of the policies that have been issued, which in turn will also become a differentiator that has not been found in prior studies that have been conducted in the context of the networked modern store policy, evaluation of the government's role in the modern networked store policy needs to be explored in depth. It is essential to do this in the city of Banjarmasin. Prayuga's findings that the implementation of Regional Regulation Number 20 of 2012 concerning the arrangement and development of traditional markets, shopping centers, and modern shops in the City of Banjarmasin have not operated optimally because there are no sustainable arrangements for modern shops. Also, traditional markets have not developed to their full potential, further supporting this study ([Prayuga et al., 2019](#)).

Dye (2016) stressed the importance of policy review in identifying discrepancies between expectations and reality and evaluation results in clarification and criticism of the principles that serve as the foundation of the policy, in addition to findings about the extent of the problem's resolution (Bozeman & Sarewitz, 2011; Dunn, 2018; Sanderson, 2002).

METHOD

This paper is an exploratory type using a qualitative approach that aims to view reality as complete, complex, dynamic, meaningful, and interactive with the case study method. Case studies are the right choice for those interested in the richness of confirmed cases and understanding a good story while staying close to naturalistic events to discover new phenomena (Yin, 2014). Data were collected from the actors involved in the modern chained store policy process, namely the Banjarmasin City Government with related *leading sectors* and modern networked stores. The Regional People's Representative Council, Micro, Small, and Medium Enterprises (MSMEs), traditional traders who own stalls, and those who sell in a traditional market with a point of presence of a modern shop nearby the general public. Data sources were collected from 1) primary data from interviews combined with observations to explore data in-depth and 2) secondary data obtained from previous research, including journals, mass media, books, regulations, and other supporting resources.

Data were collected by determining key informants using the *snowball sampling method*. Informants were selected as information representations about research objects that represent knowledge about networked modern store policies, such as Government Actors, Private Actors, and Public Actors, as representations of the relationship between state actors and public policy. The analysis was conducted using an interactive model by collecting and collecting data, which was then selected according to the research context. Then it is presented in the form of qualitative rules to conclude finding meaning from the data that has been collected.

RESULTS AND DISCUSSION

Why is it Important to Public Policy Evaluation?

Public policy studies confirm that one of the fields of study is policy evaluation (Mulyadi, 2016; Suwitri, 2014). Why is a policy evaluation necessary? Because basically, every public policy carries a risk of failure. Hogwood and Gunn explain that the causes of the failure of a policy can be divided into two categories, namely (1) because it is not carried out according to plan (*non-implementation*) and (2) due to unsuccessful implementation (Akib & Tarigan 2008; Hogwood & Gunn, 1984). The non-implementation of a policy means that the policy is not carried out as planned. At the same time, unsuccessful implementation occurs when a policy has been carried out according to plan, but due to unsupported external factors, the policy is not successful in realizing the impact or outcome desired end (Araral et al., 2012; Grindle, 2017; Hill & Varone, 2016; Howlett & Giest, 2015).

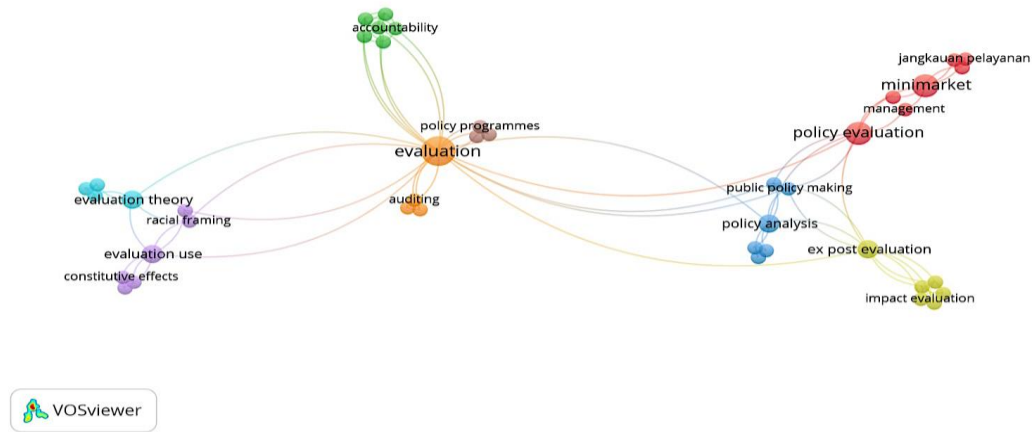


Figure 2. Keyword Network Visualization

The keywords for the study on the evaluation of networked modern store structure rules are visualized in Figure 2. There have been numerous studies on evaluating public policies that are available online using various theories; however, no one has ever addressed the role of local government in doing so, particularly in Banjarmasin, which is the focus of this research.

The arrangement and development of traditional markets, shopping centers, and modern stores in the City of Banjarmasin are governed by Regional Regulation 20 of 2012, a public policy aimed at boosting the competitiveness of economic actors with considerable and large-scale capital. A small capital has the overall well-being of all people as its primary objective, but there are unavoidably positives and downsides to policy dynamics along the way. Due to the importance of the specificity of public policy assessment as a means of responsibility (role) and government consistency in its performance, the goal of this study is to verify that the implementation of public policy does reach the targets with the previously intended objectives.

Function and Role of Local Government

Nevertheless, a current policy cannot just run; generally, policies are carried out with defined purposes and objectives to reach specific goals that depart from the previously formulated problems. Banjarmasin City Regional Regulation Number 20 of 2012 About the Organization and Development of Traditional Markets, Shopping Centers, and Modern Shops was created for the following reasons :

1. To improve the ability and competitiveness of economic actors with both large and small capital scales;
2. To create welfare for all people in the economic sector based on the principle of kinship;
3. To create synergies through partnerships with small and medium traders, cooperatives, and traditional market traders or traditional markets where shops are owned or managed by small and medium traders and cooperatives.

In other words, the government has legally assigned values to all societal levels through public policy. This policy is one of the efforts and roles of the local government

to regulate and organize the existence and establishment of modern shopping centers and shops so as not to harm and kill traditional markets, micro, small, and medium enterprises, and cooperatives the city of Banjarmasin. Although the purpose is generally good, there are instances where it is justified to deviate from it depending on the evidence.

When administering the regional government, the regional government can take steps to impose its beliefs on the population. It can be understood as a sequence of legal decisions made and distributed by the government to all individuals with particular objectives in the expectation that the public interest can be served. Indeed, as stated by [Easton \(1975\)](#), public policy has a variety of repercussions. Public policies are valid government acts if they meet the following criteria :

1. They are developed and chosen by the government;
2. They are binding on the community;
3. They have stated objectives; and
4. They are always focused on advancing the public interest.

In order to adequately accommodate the interests of society, public policy must, at the very least, be built on a solid foundation of public interest. For the leading sector or officials who are in charge of enforcing policies, the case of opening a modern networked store in the city of Banjarmasin must at least fulfill this spirit. One of the most significant benefits of having modern networked stores is how they help small enterprises get training and empowerment (MSMEs). The Office of Cooperatives, Micro Businesses and Manpower of the City of Banjarmasin's Head of the Micro Business Services Department said :

"Several small and medium-sized enterprises (SMEs) in the City of Banjarmasin have entered the superstore area, such as Lotte Mart and Indogrosir, although the class in Alfamart and Indomaret is still not apparent. We have lately worked to support MSME players in the City of Banjarmasin in getting training for BPOM licensing and HKI and OSS licenses because those things are necessary for their products to be approved and to provide them a distinct advantage. (Conversation, October 27, 2020).

This process, carried out by bureaucrats responsible for implementing policy, demonstrates how important it is for public policies to foster a sense of administrative accountability. In terms of politics, public administrators (bureaucrats) are also experts in performing their obligations effectively as a step toward executing objective and subjective responsibilities balanced with self-actualization as public servants. Anderson merely described it as helpful in a political context. The government's actions impact the effectiveness and impact of policies, which can be used to inform the development of more robust and effective policies in the future ([Anderson, 2003](#)).

It is referred to as a crucial political battle element through the roles of the performers by Bachrach and Baratz. This circumstance alone explains how to assess each actor's contribution in demonstrating the consistency of public policy, defined as the absence of inconsistencies between the objectives of different policies.

Table 1. Actors, Roles, and Goals in Modern Networked Store Policy

No	Actor	Role	Destination
1	Mayor	Responsible for every policy process, especially in the sector of strengthening the economy based on the principle of kinship	<ol style="list-style-type: none"> 1. Improving the ability and competitiveness of large-scale and small-capital economies 2. Increasing Regional Original Income 3. Encouraging the Rate of Development Investment 4. City Equality with Other Big Cities
2	Department of Industry and Commerce	Carry out regional household affairs and assistance tasks, as well as formulate policies in the fields of strengthening and developing trade, metrology, improving trade and market distribution facilities, and industry	<ol style="list-style-type: none"> 1. Trade strengthening and development 2. Maintaining the balance of business actors 3. Stabilize product prices in the market 4. Promotion and institutional strengthening 5. Recommended Establishment
3	Office of Cooperatives, Micro Enterprises, and Manpower	Carrying out regional household affairs and assistance tasks as well as formulating policies in the field of cooperative development, micro-enterprises, coaching, training, and job placement as well as fostering industrial relations and social security	<ol style="list-style-type: none"> 1. Fostering micro-enterprises and cooperatives 2. Conducting partnership-based training for small capital business actors 3. Capture MSME players to be able to market their products
4	Department of Public Works and Spatial Planning	Carry out regional household affairs and assistance tasks, as well as formulate policies in the field of public works and spatial planning	<ol style="list-style-type: none"> 1. Supervise and control urban spatial planning related to modern shop licensing 2. Synchronization of spatial layout with Disperdagin
5	One-Stop Integrated Service and Investment Service	Assisting the Mayor in carrying out the authority of regional autonomy and formulating policies in the field of investment as well as licensing and non-licensing in the context of implementing decentralization tasks with a one-stop integrated service system	<ol style="list-style-type: none"> 1. Coordination of permits for the establishment of modern shops 2. Integration between interests related to licensing 3. Facilitating business licensing for MSMEs
6	Modern Networked Store	Investing in Regional Economic Development and absorption of local workers	<ol style="list-style-type: none"> 1. Establish partnerships with local MSMEs 2. Absorb local workforce 3. Overseeing the resilience and growth of traditional markets 4. (<i>Corporate Social Responsibility</i>)

			5. Creating a healthy business climate
7	Traditional market	An economic center as well as a cultural center as well as an interaction space (institution) for people in all social classes managed by the Regional Government	<ol style="list-style-type: none"> 1. Giving place to traditional traders/hawkers 2. Get space for organization and empowerment 3. Transactions for buying and selling goods and services 4. Creating cultural interaction and resilience
8	Micro, Small, and Medium Enterprises (MSMEs)	The community manages micro, small, and medium-scale economic activities to develop and market products to be competitive	<ol style="list-style-type: none"> 1. Get product marketing opportunities 2. Partnership business cooperation in the form of <i>space</i>, coaching, and capital 3. Receive training and product strengthening
9	Regional People's Representative Assembly	Overseeing Every Process of the Policy and Planning Responsive Policies related to problems	<ol style="list-style-type: none"> 1. Accommodating all public aspirations related to economic cases 2. Partnering with relevant agencies in supervising the existence of modern stores 3. Formulate policies regarding modern networked stores 4. Maintain public and <i>private sector relations</i>
10	College	Contribute to Thoughts and Ideas related to adaptive policy formulation, economic development, and Merchants' Empowerment	<ol style="list-style-type: none"> 1. Carry out an analysis of the social and economic conditions of the community 2. Move independently in providing recommendations related to the economic condition of the community

Source: Obtained from Primary Data (2022)

In particular, the role of local government is covered in Table 2 below in the case of the current networked store policy in Banjarmasin City. The government has made maximum efforts to play its role and function to achieve its goals.

Table 2. Local Government Roles and Programs

Government Roles and Programs	Goals and Objectives	Outcome
Licensing Moratorium	<ul style="list-style-type: none"> • Suppressing the Growth Rate of Networked Modern Stores • There is a Clash of Central and Regional Regulations through Ease of Investment 	Not Effective
Profitable Cooperation	<ul style="list-style-type: none"> • Helping to Market MSME Products 	Effective

	<ul style="list-style-type: none"> • Overseeing the Partnerships undertaken by Modern Stores 	
Licensing Training with MSMEs	<ul style="list-style-type: none"> • Strengthening MSME Product Steps • Training BPOM and HKI Licensing 	Effective
Fostering a New Entrepreneurial Climate	<ul style="list-style-type: none"> • Restoring the Breath of Trade as a City Icon 	Effective
Keep an eye on the growth	<ul style="list-style-type: none"> • Dividing Economic Growth Zones according to RTRW • Providing Licensing Recommendations so as not to pet Traditional Markets and Surrounding Stalls 	Effective

Source: Obtained from Primary Data (2022)

Thomas R. Dye underlined that state policy is an operational decision made by the government, whether it be a decision to adopt a particular course of action or not (Dye, 2016). Making such a decision is crucial to understanding the reality of policies that are implemented in response to the underlying societal issues, particularly the role of the government in implementing movements to address issues. A consistent public policy process will achieve the policy's goals and objectives, but a capitalist, motivated, and interest-based economic system can affect every aspect of a public policy process, particularly in the case of Banjarmasin City's networked modern shop policy.

Impact of the Presence of a Modern Networked Store

Empirically, problems related to public policy are pretty complex (Agustino, 2016). The phenomenon in public policy is not only at the formulation stage it is implemented or how the substance of the public policy is poured and implemented but also related to the implications or impacts arising from a public policy (Anggara, 2014; Winarno, 2012). Public policy must be able to accommodate several different interests (Handoyo, 2012). Public policy must also be able to aggregate several interests into a policy product that is a priority and urgent and refers to seeking a broader arrangement of interests (Nugroho, 2017).

This paper describes the impact of the presence of a modern networked store through a diagram (figure 3) on the results of interviews with respondents. As many as eight respondents, or 27%, stated that the presence of modern networked stores caused a decrease in the income of traders. Then 17% of respondents, or as many as five respondents stated that it was easy to meet basic needs, then 13%, or as many as four respondents, stated an increase in regional income and the presence of CSR and empowerment activities by 10% or as many as three respondents each stated that there was a tightness competition, job opportunities and potential in local marketing products.

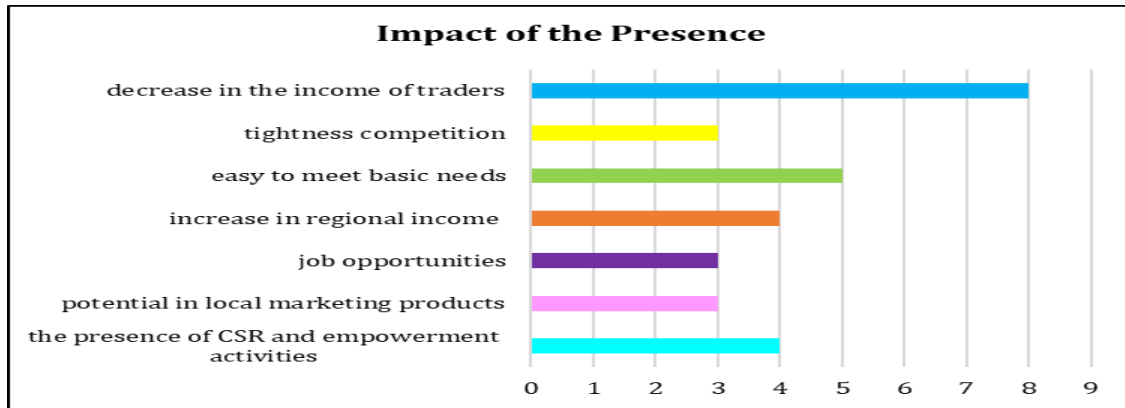


Figure 3. Impact of the Presence of a Modern Networked Store in Banjarmasin City
 Source: Obtained from Primary Data (2022)

The same applies to public expectations for the government regarding the policy of networked modern store arrangement (figure 4). A total of eleven respondents, or 37%, stated that modern shops should no longer (no) go to traditional markets or grocery stalls. Then as many as six respondents, or 20%, stated the empowerment of MSMEs and stalls; as many as five respondents, or 17% said no more (there was enough); as many as three respondents each, or 10%, stated strengthening supervision and convenience in managing services product licensing and as many as two respondents or 7% stated that the regulation was reorganized.

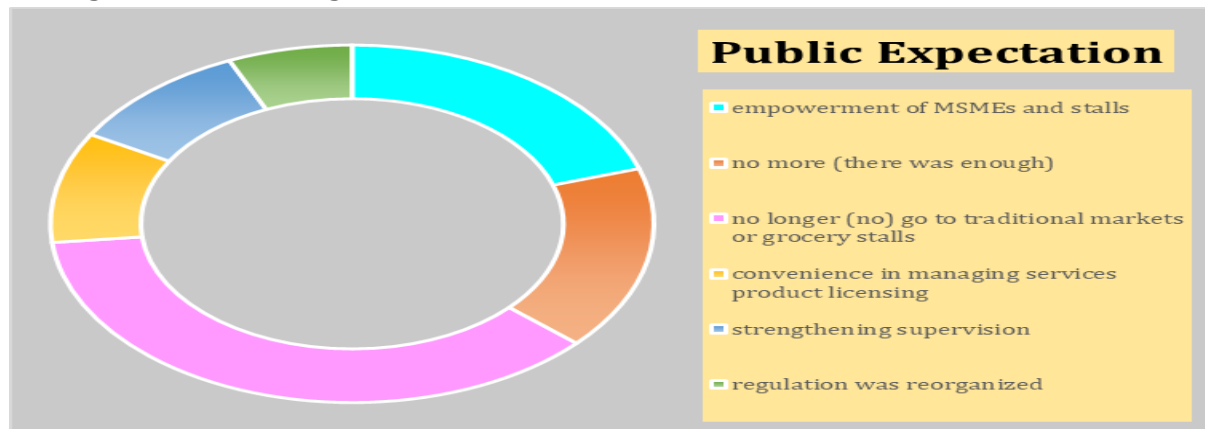


Figure 4. Public Expectations for the Government Regarding the Networked Modern Store Arrangement Policy in Banjarmasin City.
 Source: Obtained from Primary Data (2022)

In such a reality, policies at least contain the public's expectations. Nugroho revealed that public policy is a highly complex reality because it contains all forms of binding government decisions, and these decisions are expected to overcome the identified problems (Nugroho, 2018). At least, public policies must be able to meet 3 (three) main component requirements, namely, *first*, being intelligent, that is, directly hitting the core of public problems; *second*, being wise, namely that the policy must be fair and non-binding and *third*, giving hope for the better. When public policy does not fulfill these elements, Nugroho asserts that a policy cannot satisfy the public.

At least, a modern store network in Banjarmasin is undoubtedly expected to have an economic impact, and the "city" should have it as a proposition for a *modern city*. It is just that there are always those who are disadvantaged and benefit from the presence of a modern networked store. Reagan Thatcher described this as "neoliberalism." The presence of things that are modern in the end will force everything into the concept of modernity. The presence of the State in this system is significant for society's protection so that policies related to the market do not have to be released freely.

In the expansion of meaning, the effect of the existence of a modern networked store refers to a capitalist system that encourages people to depend on all aspects of life. The increasing needs of the community impact competition between investors in seeing what the market needs and the public desire and reading every change in the situation as an opportunity that marginalizes small investors.

Long before Karl Marx warned about trade capitalization, strong investors would always dominate even though there were rules that protected them. The direction of the policy, which wants to empower small-scale business actors and traditional markets so that they can grow and develop together, strengthen each other, and need each other, seems to contradict the reality. Many actors (actors) and various variables (factors), especially long-term (*multi-year*), are the natural obstacles that occur. It is essential to evaluate the conditions and realities of society in dealing with the government's policies. Dye emphasized that policy evaluation is needed to see the gap between expectations and reality (Dye, 2016). Furthermore, the evaluation not only produces conclusions about how far the problem has been resolved but also clarifies and criticizes the values that form the basis of the policy (Bozeman & Sarewitz, 2011; Dunn, 2018; Sanderson, 2002).

CONCLUSION

This study found that the local government has played an influential role in the policy of modern networked stores in Banjarmasin City as a public policy evaluation study. The policy factor of the Central Government that opens up as many opportunities for investment in the regions is an obstacle for local governments in the consistency of policy implementation. On the one hand, it is essential to maintain the balance of small capital scale business actors with large capital scale to maintain healthy competition in realizing economic democracy.

It eventually caused the moratorium discourse on licensing modern networked stores in Banjarmasin City to become deadlocked. The local government's step in overcoming competition is strengthening MSME products through training, coaching, and partnerships by establishing good relationships with modern networked stores.

Consistent public policy will lead to the impact of achieving the goals and objectives of the policy. However, an economic system based on capital, motives, and interests can influence a public policy, especially the modern networked shop policy as a recommendation material for local governments.

This study is limited to looking at the role and position of local governments complemented by public impact and expectations in the policy of modern networked stores in Banjarmasin City as a policy evaluation step. Future research opportunities on the same topic can be done by looking at political economy perspectives in policy formulation.

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